

*Wednesday,
15th March, 1916*

ABSTRACT OF THE PROCEEDINGS

OF THE

Council of the Governor General of India,

LAWS AND REGULATIONS

Vol. LIV

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ABSTRACT OF THE PROCEEDINGS
OF
THE COUNCIL OF THE GOVERNOR GENERAL OF INDIA
ASSEMBLED FOR THE PURPOSE OF MAKING
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GOVERNMENT OF INDIA.
LEGISLATIVE DEPARTMENT.

PROCEEDINGS OF THE INDIAN LEGISLATIVE COUNCIL ASSEMBLED UNDER
THE PROVISIONS OF THE GOVERNMENT OF INDIA ACT, 1915
(5 & 6 Geo. V, Ch. 61).

The Council met at the Council Chamber, Imperial Secretariat, Delhi, on
Wednesday, the 15th March, 1916

PRESENT :

The Hon'ble Sir WILLIAM CLARK, K.C.S.I., C.M.G., *Vice-President, presiding,*
and 52 Members, of whom 46 were Additional Members.

QUESTIONS AND ANSWERS.

The Hon'ble Mr. Surendra Nath Banerjee asked :—

1. "(a) Will the Government be pleased to lay on the table reports for the last five years showing the population and the death-rate from malaria, plague and cholera, province by province, in India for each year ?" Death-rate from malaria, plague and cholera.

(b) Do the Government propose to direct that such reports should be published, in future, year by year ?"

The Hon'ble Sir C. Sankaran Nair replied :—

"(a) A statement* giving the required information has been compiled from the annual reports of Provincial Sanitary Commissioners and is placed on the table. No separate figures are available for malaria, which is included under the head 'fevers.'

(b) The information is already published annually in the reports of Provincial Sanitary Commissioners."

* *Vide* Appendix A.

[*Mr. Surendra Nath Banerjee*; *Sir C. Sankaran Nair*; *Mr. Rama Rayanigar*; *Sir Reginald Craddock*.] [15TH MARCH, 1916.]

The Hon'ble Mr. Surendra Nath Banerjee :—“ Will the Hon'ble Member be good enough to issue instructions to show the mortality figures from malaria under a separate and distinct head. This is most important for our purposes ? ”

The Hon'ble Sir C. Sankaran Nair :—“ I shall consider the matter.”

The Hon'ble Mr. Surendra Nath Banerjee asked :—

Resolutions and Despatches on the subject of Local Self-Government.

2. “ (1) Have any Resolutions and Despatches on the subject of Local Self-Government been issued by the Secretary of State for India since the Report of the Decentralisation Commission ?

(2) If so, will the Government be pleased to lay on the table all such Resolutions and Despatches ? ”

The Hon'ble Sir C. Sankaran Nair replied :—

“ (1) No Resolution has been issued by the Secretary of State, but two Despatches have been received from him on the general proposals of the Government of India on Rural Boards and Municipalities (Chapters XIX and XX of the Decentralisation Commission's report).

(2) A copy of these despatches * is laid on the table.”

The Hon'ble Mr. Surendra Nath Banerjee :—“ Have all the Despatches received from the Secretary of State with reference to this matter been made public ? ”

The Hon'ble Sir C. Sankaran Nair :—“ Only two have been brought to my notice, and they have been laid on the table.”

The Hon'ble Mr. Rama Rayanigar asked :—

Transfer of certain districts from Madras Presidency to Bihar and Orissa.

3. “ (a) Has it been brought to the notice of the Government of India that there is a strong and widespread desire among the Uriya-speaking people of the Ganjam District and the Agency Tracts of the Madras Presidency for the partition of these areas into two Districts—one Uriya and the other Telugu—and for the transfer of the Uriya District so formed to Orissa ?

(b) If so, do Government propose to consider the desirability of taking early steps for the partition and transfer referred to ? ”

The Hon'ble Sir Reginald Craddock replied :—

“ (a) In 1912, memorials were received from certain inhabitants of the Ganjam District and the Vizagapatam Agency Tracts requesting the transfer of the Uriya-speaking portions of the Madras Presidency to the Province of Bihar and Orissa.

(b) The Government of India then intimated that they did not regard the change, to which the Madras Government was opposed, as either desirable or necessary, and they now see no reason to depart from that decision.”

The Hon'ble Mr. Rama Rayanigar :—“ Anent the answer given to question 3 (b), may I ask as a supplementary question whether Government will be pleased to consider the desirability of forming the Uriya-speaking portions of Ganjam and the Agency Tracts into a separate district ? ”

The Hon'ble Sir Reginald Craddock :—“ The matter of creating a new Uriya District in Madras is one which it is primarily for the Government of Madras to consider and move.”

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[*Mr. Rama Rayaningar ; Sir Reginald Craddock ; Khan Bahadur Mir Asad Ali Khan ; Sir E. W. Gillan.*]

The Hon'ble Mr. Rama Rayaningar asked :—

4. (a) Will Government be pleased to state the number of applications for gun and revolver licenses under the Indian Arms Act, the number of such applications allowed and the number rejected during each of the past twelve years? Licenses granted under the Arms Act.

(b) Do Government propose to consider the advisability of modifying the Indian Arms Act to suit local conditions, and of providing for the freer issue of such licenses, and the exemption from the operation of the Act of members of Municipalities, District and Taluq Boards, and of other persons of recognized position under proper safeguards? "

The Hon'ble Sir Reginald Craddock replied :—

" (a) Licenses under the Arms Act are granted by numerous authorities, and to collect the information desired would necessitate detailed inquiries which are considered disproportionate to any advantage which might be gained by the compilation of the statistics.

(b) Licenses under the Act can already be freely granted at the discretion of the licensing authorities, should the circumstances render this desirable, while the list of exempted persons is already so detailed that, unless on very strong grounds, Government are averse from adding to its complications. Incidentally it may be mentioned that members of Municipal Boards or Committees, to whom among others the Hon'ble Member refers, are already to be found in item 15 of Schedule I."

The Hon'ble Khan Bahadur Mir Asad Ali Khan asked :—

5. (a) Has it been brought to the notice of Government that third-class passengers on the South Indian and Madras and Southern Mahratta Railways really undergo hardships which are chiefly due to overcrowding in trains? Inquiry regarding the hardships felt by third class passengers.

(b) If so, do Government propose to cause an inquiry to be made regarding such hardships?

(c) Have any steps been taken to prevent overcrowding in trains, especially in mail trains, on those Railways? "

The Hon'ble Sir R. W. Gillan replied :—

" (a) The Railway Board have, from time to time, noticed complaints on this subject in the public press.

(b and c) They accordingly instituted inquiries as to the extent and cause of the alleged hardships and the best means of remedying them. They find that the Railway Administrations concerned are fully alive to the desirability of removing all causes of reasonable complaint, and that special orders have been issued with a view to prevent overcrowding. These orders are mainly directed towards providing suitable and convenient train services, limiting the amount of booking to the capacity of trains, providing additional trains when required, and making special arrangements for festivals. The result of the inquiries so far is to show that, while overcrowding has occurred at times on particular sections, it is by no means general, but the matter continues to receive the special attention of the Railway Board, and they have instructed all Senior Government Inspectors of Railways to report upon cases of overcrowding that come to their notice."

The Hon'ble Khan Bahadur Mir Asad Ali Khan asked :—

6. " Will Government be pleased to state whether service pensioners (including Military pensioners) are liable to pay a profession tax in any of the Indian Municipalities, and, if so, to state the names of such Municipalities as well as the number of persons so taxed, together with the amount of taxation? "

Pensioners and Profession tax.

[Sir C. Sankaran Nair; Khan Bahadur Mir Asad [15TH MARCH, 1916.]
 Ali Khan; Major-General Holloway; Rai
 Ghanasyam Barua Bahadur.]

The Hon'ble Sir C. Sankaran Nair replied :—

" Under the Madras District Municipalities Act, 1884 (IV of 1884), a person in receipt of a pension paid from any source is liable under sections 47 (1) and 53 (including the Explanation) to pay the tax on arts, professions, trades and callings and on offices or appointments.

No similar specific provision exists in any other Municipal Act in India.

The number of Municipalities in the Madras Presidency in which the profession tax was levied in 1914-15 is 63. Their names are given in statement II appended to the report for 1914-15 on the administration of District Municipalities in the Presidency. The Government of India have no information regarding the number of pensioners paying the tax nor the amount of such taxation, and the information could not be given without detailed examination of municipal registers."

The Hon'ble Khan Bahadur Mir Asad Ali Khan asked :—

Enlistment
of Maho-
medans in
the Indian
Volunteer
Force.

7. " Will Government be pleased to state whether they propose to strengthen the Indian Volunteer Force by enlisting in it a fair proportion of Mahomedans ? "

The Hon'ble Major-General Holloway replied :—

" Under existing orders no separate companies or corps of Volunteers in which Indians only are enlisted are authorised. Individual Indians—irrespective of class—may be admitted into Volunteer Corps at the discretion of the Commanding Officer. No question of the proportion of Mahomedans in Volunteer Corps therefore arises in existing conditions."

The Hon'ble Rai Ghanasyam Barua Bahadur asked :—

Disadvant-
ages which
the cattle
owners of
Delhi labour
under.

8. " (a) Is it a fact that cattle owners of Delhi are frequently subjected both to payment of pound fees and fines and to criminal prosecution for cattle straying into open fields in the notified area? If so, is it a fact that the effects of these measures operate harshly on the people concerned?

(b) Do Government propose to consider the advisability of the issue of grazing permits at fixed rates ? "

The Hon'ble Sir C. Sankaran Nair replied :—

" (a) The area vested in the Committee of the Delhi Notified area, other than lands enclosed as playing grounds or gardens or as reserved forest, is very small, and the Committee have decided on sanitary and other grounds to allow no grazing therein. Cattle found grazing therein are impounded, and in some cases where the owners are believed to have intentionally grazed their cattle on such lands, prosecutions have been instituted. The Government are informed that the area affected being small, it is not likely that such measures can have operated harshly on cattle owners generally.

(b) It is not their intention to open it to grazing on fixed permits or otherwise, as a very considerable area of grazing ground has been provided on the other side of the river Jumna."

The Hon'ble Rai Ghanasyam Barua Bahadur asked :—

Matri-
culation re-
quirement in
the Calcutta
University.

9. " (a) With reference to the answer given by the Hon'ble Mr. Sharp on 17th March, 1915, to the Hon'ble Mr. Ghuznavi's question regarding the Matriculation age-limit in the Calcutta University, will Government be pleased to state whether any recommendation of the Senate for altering the wording of section 3, Chapter 30, of the University Regulations has since come officially before the Government ?

(b) If the answer is in the affirmative, will Government state what action they propose to take ? "

[15TH MARCH, 1916.]

[*Sir C. Sankaran Nair ; Sir Gangadhar Chitnavis ;
Sir R. W. Gillan ; Mr. Dadabhoj ; Sir William
Meyer.*]

The Hon'ble Sir C. Sankaran Na replied :—

"(a) The reply is in the affirmative.

(b) The Government have postponed for the present consideration of the recommendation in question."

The Hon'ble Sir Gangadhar Chitnavis asked :—

10. "(a) Has the attention of Government been drawn to any serious complaints by merchants that they find it very difficult to have their goods booked and carried by railway without delay, and that the delay, causes them great loss?" System for serial entry and loading of goods on Railways.

(b) With reference to the reply given in the Council on the 5th March, 1913, to my question on the subject—

(i) has the new system for serial entry and loading of goods had a fair trial on the Great Indian Peninsula Railway? and

(ii) has a conference of trade and railway representatives been held to consider whether the system has proved a sound one, and, if so, have any modifications in any specific direction been found desirable in the system?

(c) Is it proposed to adopt the system for general use on all Railways?"

The Hon'ble Sir R. W. Gillan replied :—

"(a) Owing to the diversion to rail routes of large quantities of coal and other traffic there has recently been great difficulty in handling the volume of traffic offering on certain routes. Complaints as to delay in despatch and transit have consequently been received.

(b) (i) The new system for the serial entry and loading of goods adopted by the Great Indian Peninsula Railway in 1912 has now had a fair trial, and has proved so well suited to the circumstances of that line that no reason has been found to modify it.

(ii) In these circumstances no conference of the trade and Railway representatives has been held to consider it.

(c) The question of adopting this system on all Railways was considered in February 1914. It was held that the methods employed on different railways for securing the serial loading of goods were probably best suited to the trade conditions in the part of the country in which each railway operates. As no complaints had been received from traders regarding the system adopted on any railway other than the Great Indian Peninsula Railway, it was decided not to move further in the direction of adopting the new method on all railways. This decision was communicated to the Secretary of the Indian Merchants' Chamber and Bureau, Bombay, who had made an inquiry on the subject."

The Hon'ble Mr. Dadabhoj asked :—

11. "With reference to the Hon'ble Finance Member's statement on the 1st March 'that the termination of the war, when it comes, will leave us with heavy financial demands upon us,' will Government be pleased to say whether the statement referred to anticipated heavy expenditure connected with the internal administration of the country, or with the military operations of His Majesty's Government? If it referred to expenditure connected with the military operations of His Majesty's Government, will Government be pleased to indicate the nature of the liabilities?" Anticipated expenditure in connection with the military operations of His Majesty's Government.

The Hon'ble Sir William Meyer replied :—

"The heavy financial demands to which I referred are those which I proceeded to describe in the remainder of the passage from which the Hon'ble

[*Mr. Dadabhoy; Sir William Meyer.*] [15TH MARCH, 1911.]

Mr. Dadabhoy has quoted, *i.e.*, paragraph 32 of my speech introducing the Financial Statement."

The Hon'ble Mr. Dadabhoy asked :—

Budget provision of the year 1910-11 for the discharge of short-term sterling India bills.

12. "With reference to the provision in the Budget of the coming year of one-half million pounds sterling for discharge of some of our short-term sterling India Bills with a view to help 'the Home Government in maintaining a grip over the London money-market,' will Government be pleased to state if the decision to make such provision has been come to in consultation with the Secretary of State for India, and, if so, to lay on the table the correspondence on the subject, between the Government of India and the Secretary of State for India in Council?"

The Hon'ble Sir William Meyer replied :—

"If the Hon'ble Member will re-peruse paragraphs 70 and 71 of my speech introducing the Financial Statement, he will see that the sum of half a million pounds which he has mentioned related to the discharge of a compulsory obligation, *i.e.*, bonds issued in connection with the purchase of the Indian Midland Railway which fall due in the current year. The transaction in regard to which I said that we ought to give some little help to the Home Government in maintaining a grip over the London money-market, and incidentally relieve ourselves of some interest charges, related to the repayment of £1½ million out of the short-term sterling India Bills, aggregating £7 million, which the Secretary of State raised in 1914-15. This matter was of course settled in consultation with the Secretary of State, whose approval is always taken to all our important Budget proposals. There are no special papers which could be laid on the table."

The Hon'ble Mr. Dadabhoy asked :—

Military expenditure.

13. "With reference to the excess military expenditure of £940,000 over the Budget anticipation of the current year alluded to in clauses (1) and (2) of paragraph 14 of the Hon'ble Finance Member's speech of 1st March, will Government be pleased to lay on the table the correspondence on the subject between this Government and the Secretary of State for India in Council?"

The Hon'ble Sir William Meyer replied :—

"I do not think that any useful purpose would be served by laying these papers on the table. I am glad, however, to have this opportunity of explaining the position more fully, as perhaps it is not always understood. The extent to which India is permitted to meet charges which would otherwise fall upon the Home Government is defined and peremptorily limited, by the Resolutions on the subject in the two Houses of Parliament, which lay down broadly (the principle) that India is to meet the normal cost of the troops despatched from her shores. An admitted corollary to this principle is that India should make no saving out of the fact that some of her troops are not at present serving in this country, and that the normal sea-transport service has been temporarily suspended.

The detailed application of the general principle in question to the manifold classes and details of expenditure involved has been a matter of great complexity. There is no question of any controversy as between the Home Government and the Government of India. But since India's authority to incur this expenditure at all is limited, the legitimacy of any proposed charge must, as it were, be strictly audited against the Parliamentary sanction above referred to, and there have thus been many points of friendly discussion. Our own attitude has been throughout that in this matter we wish to throw upon the Home Government only those charges which, in the view of our Auditor General, we are not competent to bear under the terms of the Parliamentary Resolutions."

[15TH MARCH, 1916.]

[*Mr. C. E. Low.*]**THE INDIAN PORTS (AMENDMENT) BILL.**

The Hon'ble Mr. C. E. Low :—" Sir, I beg to move that the Report of the Select Committee on the Bill further to amend the Indian Ports Act, 1908, be taken into consideration. The Bill, as introduced, received very slight alteration in Select Committee.

" In regard to the additional rule-making power conferred by clause 4, sub-clause (2), the Select Committee have amended the Bill so as to limit the vessels whose hire may be controlled by rule to passenger vessels, seeing that the hire of vessels carrying goods is a matter that may well be left to be regulated by the ordinary laws of supply and demand.

" The Select Committee also inserted a provision in clause 7 requiring the Port authority to be consulted before the Local Government can exempt any vessel or class of vessels entering port from payment of port dues, and in clause 11, rendering Government liable for any damage to vessels taken up for examination practice in peace time.

" With regard to the last named clause, I shall ask your leave to propose an amendment giving power to Government to make requisitions for vessels on Port authorities in times of emergency.

" I beg to move that the Report be taken into consideration."

The motion was put and agreed to.

The Hon'ble Mr. C. E. Low :—" Sir, I beg to propose the following amendment—that in clause 11 of the Bill after the new section 68 (A), the following be inserted, namely :—

' 68 (B). Whenever the Governor General in Council is of opinion that an emergency has arisen which renders it necessary that the duties of the said authorities in an emergency. imposed, for the purposes specified in section 68 (A) on the authorities therein mentioned or other duties of a like nature should be imposed on such authorities continuously during the existence of the emergency, he may by general or special order authorise any officer to require the said authorities to perform such duties until the Governor General in Council is of opinion that the emergency has passed, and the said authority shall comply accordingly, and the provisions of the said section shall apply subject to the following modification, namely :—

' The Government of India shall pay any authority on whom a requisition has been made such compensation for any loss or damage attributable to such requisition and for any services rendered or expenditure incurred in complying therewith as, in default of agreement, shall be decided to be just and reasonable, having regard to the circumstances of the case, by the arbitration of a person to be nominated in this behalf by the Governor General in Council, and the decision of such person shall be final.'

" I may explain that clause 11 of the Bill is designed to make it compulsory on the Port authorities to provide vessels and personnel for the practice of the examination service of ships entering the port which is periodically carried out by the Military authorities in times of peace. The purpose of the actual examination in times of war is of course to ensure that no vessel is permitted to enter the harbour until the examining officers have assured themselves as to her nature. These periodical practices in times of peace, from the point of view of the Port authorities, are a comparatively small affair, and the Port authorities, with scarcely an exception, have willingly agreed to place the necessary crafts and personnel at the disposal of the Military authorities, receiving as compensation only what the Bill terms 'running expenses' which, however, will not include charges for the hire of the vessels and the wages of the officers and crew. In time of war, however, vessels have to be taken up for the examination services for long periods, a demand which is naturally a much more serious matter from the point of view of the Port authorities owing to the loss of the services of their vessels and probably extra expenses in respect of replacement. Government are far from desirous of relieving themselves of the proper responsibility for due compensation in such cases; in fact, during the present war, Government have been treating the

[*Mr. C. E. Low*; *Sir Pardey Lukis*; *Dr. M. N. Banerjee*.] [15TH MARCH, 1916.]

vessels taken up in the same way as vessels taken by them for other services, such as transports and store ships, and paying for them accordingly. We propose therefore to insert an additional clause providing that, in times of emergency, the Port authorities shall be required to comply with the provisions laid down in clause 11 as it stands, *i.e.*, the provisions laid down for times of peace until the emergency has passed, with the further modification that Government shall pay such compensation for any loss or damage attributable to the requisitioning of the vessels and for any services rendered or expenditure incurred in complying with the requisition as may be agreed upon, or in default of agreement, as shall be decided to be reasonable by an arbitrator nominated by Government. I may add that the additional clause has been referred for opinion to all the principal Port authorities in India, and has been unanimously accepted."

"I beg to move the amendment."

The motion was put and agreed to.

The Hon'ble Mr. C. E. Low :—"Sir, I beg to move that the Bill, as amended, be passed."

The motion was put and agreed to.

THE INDIAN MEDICAL (BOGUS DEGREES) BILL.

The Hon'ble Sir Pardey Lukis :—"It is not necessary that I should address the Council at any length. It will be observed that there is practically only one note of dissent to the Report of the Select Committee, who have amended and modified the Bill in such a way as to go far towards meeting the criticisms that have been directed at it. We have removed the word 'Bogus' from the short title; we have reduced the amount of the fines for first offences and for members of an association controverting clause 4; we have inserted an important proviso in clause 6, excepting from its operation the use by people of titles which were in use by them at the commencement of the Act; and we have added two new clauses which provide against hasty or ill-judged prosecutions. I am also authorised to announce that, in the interests of the students of unrecognised institutions, the Government of India, by exercising the powers conferred in the latter portion of clause 3, will permit, during the next two years, the grant, by such institutions, of certificates of efficiency to those students who are registered as having completed their second year's tuition at the time of the passing of the Act. I trust that, with these modifications and amendments, the Council will be able to give their unanimous assent to the Bill. [I now move, Sir, that the Report of the Select Committee on the Bill to regulate the grant of titles implying qualifications in western medical science and the assumption and use by unqualified persons of such titles be taken into consideration".]

The Hon'ble Dr. M. N. Banerjee :—"Sir, it is evident from the papers before us that many people have no clear idea as to the scope and provisions of this Bill. We find Dr. Menon (L. R. C. P. and S., Edin.) of Bombay suggesting that—

'If, as a result of the Bill, persons trained in properly organised private institutions are to be prevented from practising, it is only proper and highly necessary that unqualified men and quacks should also be prevented from practising.'

and then the Hon'ble Mr. Watson of the United Provinces thinking—

'That the Bill might more fully serve its object if it included a provision making it compulsory for all medical practitioners to register their degrees or qualifications at some central registration office which would grant certificates without which no persons should be permitted to practise in India.'

[15TH MARCH, 1916.] [Dr. M. N. Banerjee.]

If a medical man with European qualifications sees provisions in the Bill against practising, and if an Hon'ble Member does not see that his proposal is not only outside the scope of the Bill, but is impracticable as even in England the law does not prevent anybody from practising, we need not wonder at the confusion of ideas and the conflicting opinions which prevail in the matter.

"I think it should be clearly understood that this Bill does not interfere with the liberty of anyone to practise, but intends only to protect the diplomas. The diplomas (by this word I mean all that goes with it in the Bill) are to be given only by authorised bodies, and not by any body or any association as at present. Any unauthorised body or association granting a diploma will be penalised.

"Representing as I do the unofficial medical profession and the private medical schools, I will state my views as to how the interests I represent will be affected by this Bill.

"I do not think any medical man can take exception to the principle of the Bill. The diplomas used by the passed students of the private medical institutions are so similar to those given by authorised bodies mentioned in the Schedule, that it is often difficult for medical men, not to speak of laymen, to ascertain which is which. But with the protection given by this Bill, the diplomas will have an enhanced face-value, which will elevate the members of the profession holding them in the estimation of the public. And nothing can be more desirable in the interests both of the public and of the profession. Besides, it seems to me to be wrong in principle and fraught with danger in practice to allow any private individual or association to grant diplomas. For there are no safeguards against any sinister influences prevailing with irresponsible persons.

"To understand the effect of the Bill on the private medical schools, it is necessary to know their previous history. The Hon'ble Sir Pardey Lukis has informed us that there are only four private medical institutions in all India, and that they are in Calcutta. The oldest of them, the Belgatchia institution, was started about a quarter of a century ago, and the others within the last 15 years. They came into existence to supply a demand for more medical education and more medical men in the country, and also to furnish a field for practical work for the unofficial medical men. During the last 20 years they have passed out no less than 4,000 trained men who have been useful as country practitioners and as medical assistants in the various services. Most of these passed students are of the school standard, some being of the college standard also. All the institutions depended, for their maintenance, mainly on the fees collected from their students, the contributions from the public being neither reliable nor considerable. If it were not for the fact that all the Physicians and Surgeons and most of the lecturers render their services without remuneration, it would have been impossible to maintain them. I have often wondered that the Government never thought seriously of utilising the services of these self-sacrificing men.

"That the institutions have so far served the purposes for which they were started, and that they have done their work to the best of their resources and ability, cannot be disputed. But circumstances have changed. Since the passing of the local Medical Registration Acts a new state of affairs came into existence. Those institutions which had done good work so long with the tacit consent of the Government, and with open encouragement from high officials, were now declared as unrecognised institutions, and their passed students were disqualified from signing certificates, giving medical evidence in law courts and holding public appointments and also appointments in private industries, such as jute, tea, shipping and mining, etc. The schools did not know where they were, nor were the students anxious to enter them, mindful of the fate that overtook their predecessors.

"I cannot help thinking that if half the energy that has been spent against this necessary and inoffensive Bill had been directed against the Medical Registration Act, the sad end of two of the four medical schools in Calcutta might have been averted, and the families of disqualified men suddenly

[*Dr. M. N. Banerjee ; Sir Gangadhar Chitnavis.*] [15TH MARCH, 1916.]

thrown out of employment would have been saved from the troubles and tribulations which overwhelmed them. However, facts must be taken as they are. One of the private schools has already ceased to exist, and another is, I understand, going to wind up in April next. Of the two remaining, one, I mean Belgatchia, had the good fortune to secure Government help, and has just been affiliated to the University. The other one, I understand, will also be helped to affiliate itself to the State Medical Faculty.

"What then is the effect of this Bill on the private medical schools? The answer must be *nil*. For the two schools which might have been affected have ceased to exist, not for this Bill but through the operations of the Medical Registration Act passed in the local Council. So it seems to me that those who are fighting against this Bill woke up to their senses when the thief had left and are now fighting a shadow.

"The graduates of the private medical colleges in Calcutta have sent a representation for the consideration of this Council, but the proviso added to clause 6 by the Select Committee will satisfy them. And as for the students that are already in the schools, a provision has also been made by which they will pass out with certificates of efficiency during the next two years. One of the schools requires and asks for this concession for three years. If the Government can see their way to grant this, all parties will be satisfied.

"Much of the opposition to this Bill has been raised on the ground of insufficient supply of medical men in the country. From conversations which I have had with some leading men, I have come to know that the opposition was largely based upon a misconception of facts. When I asked a gentleman, who presided at one of the biggest Calcutta meetings, how he thought two private medical schools in Calcutta which could pass out only 100 students a year could supply the medical needs of all India, he was surprised and confessed that things were differently represented to him. Many have an idea that there are many private institutions all over India, and they are able to supply a number of medical men. Now, with the facts that have already been stated and taking also into consideration the difficulty of maintaining large hospitals in this country, the only way to supply a sufficient number of trained medical men is what I put forward in my Resolution at the last meeting of the Council, and which I am happy to say has been accepted by Government. When that scheme is carried into effect, I expect numbers of Government and private vernacular medical schools will spring up in every province in India, and supply to a very large extent the medical needs of the country."

The Hon'ble Sir Gangadhar Chitnavis :—"Sir, the Bill as it has emerged from the Select Committee stands shorn of many of its objectionable features. I am glad the clause purporting to give retrospective effect to the proposed law has been eliminated, and other changes have been made with a view to avoid causing hardship to the present body of the students of the unauthorised institutions. We must be thankful to the Hon'ble Sir Pardey Lukis and the Hon'ble the Home Member for the concessions. It is a good thing that this legislation has been undertaken before the retirement from the service of an officer of the large local knowledge and sympathies of Sir Pardey Lukis. We cannot fail to recognise his benevolent intentions, and to realise that his sympathy for the medical graduates lies at the root of this legislation. Opinion may be divided about its effects, but the acceptance by Government of the Hon'ble Dr. M. N. Banerjee's Resolution recommending the adoption of measures for the diffusion of sound medical knowledge through the vernaculars for the relief of the rural population, if followed by practical results, will induce the people to accept the law without hesitation or objection. I am glad that the Hon'ble Dr. M. N. Banerjee has told us that the Bill will not prejudicially affect a large number of existing institutions. I, however, hope that, as a further supplementary and precautionary measure, adequate financial aid will be given by Government to the private medical institutions, if any, that may be threatened with extinction, and that they will in due course be affiliated to the Universities, and will serve

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[*Mr. Dadabhoj; The Vice-President; Rai Ghanasyam Barua Bahadur.*]

as useful centres for the impartation of medical instruction in the interests of the public.

"In view of these facts, I beg to support the motion."

The Hon'ble Mr. Dadabhoj :—"Sir, I am quite in agreement with what has fallen from my Hon'ble friend Sir Gangadhar Chitnavis, and I rise to congratulate the Hon'ble Surgeon-General Sir Pardey Lukis on the amendments which have been incorporated in this Bill. There is no man who is more considerate and more sympathetic in the Indian Medical Services than Sir Pardey Lukis. I was also quite confident that he would respect public opinion, and make such modifications in the Bill as would lead to its popular reception. The Bill has emerged from the Select Committee very much improved, and great credit is due for this to Government, as well as to Sir Pardey Lukis. It would have been somewhat difficult to support the Bill as it stood, but, as my friend the Hon'ble Sir Gangadhar Chitnavis has remarked, most, if not all, objectionable features have now been removed from it. I am glad that important provisions have also been made in the Bill so as to bring it into line with Indian medical opinion. The amount of fine originally intended to impose was very severe, but the rigour of that has been removed by putting it on the same basis as in the English Act. The provision as regards the trial of cases before a first-class magistrate, and the provision that 'no Court shall take cognizance of an offence punishable under this Act, except upon complaint made by order of the Local Government, or upon complaint made with the previous sanction of the Local Government,' introduce very useful and desirable changes into the Bill. As the Bill now stands, I have no doubt it will disarm popular objection. When properly understood, no serious objections will be taken to its provisions.

"Before I sit down I appeal to the Hon'ble Surgeon-General Sir Pardey Lukis, and trust he will be good enough to accept the second amendment which the Hon'ble Mr. Banerji is going to propose. Just now, in announcing his scheme, he expressed his practical agreement with the amendment which will be presently proposed by the Hon'ble Mr. Banerji. I understood him to say—

The Hon'ble the Vice-President :—"Order, order. The Hon'ble Member cannot speak on an amendment till it has been moved."

The Hon'ble Mr. Dadabhoj :—"With these words at present, I shall support the Bill."

The Hon'ble Rai Ghanasyam Barua Bahadur :—"Sir, I am glad to find that the Bill, as amended by the Select Committee, has met with almost unanimous approval, and I hope that the whole country will now receive it with a free heart. I feel sure that, when its principle is understood better, it will be found by all concerned that the misapprehensions about it to the effect that it was meant to strike a blow at the private medical institutions were thoroughly unfounded. The object of the Bill really is to bring all private institutions up to a proper standard of efficiency and some common standard. While passed graduates and certificate holders of these institutions have been sufficiently protected by the amendments and additions made by the Select Committee, suitable provisions have also been made to guard against improper prosecutions and the trial of offences by inexperienced magistrates, the objections against the amounts of fine have also been given due consideration. The interests of the students now undergoing their courses in these institutions have also not been lost sight of. In fact, the amendments and additions made by the Select Committee have met all the objections that were put forward, save and except that against the principle of the Bill. The principle of the Bill seems to me to be very sound, and when it is properly understood by my countrymen outside this Chamber, I hope they will see their way to accept the Bill without any misgivings.

[*Rai Ghanasyam Barua Bahadur* ; *Mr. Abbott* ; [15TH MARCH, 1916.]
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"From what has fallen from the Hon'ble Dr. Banerji, I understand that one of the institutions seems to feel aggrieved at not getting one year's more extension of time, and in the case of that institution they desire another year's extension for such of their students as have completed their first year's course now and gone to the second year class, so that they may have an opportunity of trying their chance of getting their final certificates. When Government have made all the other concessions that the people wanted, I hope this concession will not be too much for them to grant also. It will not in any way prejudice the principle of the Bill, and will only add to the concessions which have already been made in deference to public opinion or private interests. I hope the Government will be pleased to give their best consideration to this appeal.

"I also beg to submit that, since the Medical Registration Bills of the Provincial Governments have at present excluded from recognition practitioners with qualifications from private institutions, in view of the amendment that has been added to clause G, I think Government should be pleased to consider the advisability of asking Local Governments to allow the same recognition to those practitioners as this Government has been pleased to do.

"With these remarks, I beg to support the motion."

The Hon'ble Mr. Abbott :—"Sir, I beg to give this Bill my whole-hearted support."

The Hon'ble Pandit Madan Mohan Malaviya :—"I ask, Sir, for a ruling in the first instance on a point of order as to whether I or any other member of this Council who feels it his duty to speak on the motion before the Council is entitled to deal with the Bill merely as it has emerged from Select Committee, or whether in doing so, in offering support to the principle of the Bill or to the Bill as it has emerged from the Select Committee, he can also, in anticipation, refer to the amendments which may be before the Council. I hope you will kindly hear me before you give your ruling."

The Hon'ble the Vice-President :—"Certainly."

The Hon'ble Pandit Madan Mohan Malaviya :—"I submit, Sir, that it is impossible to give one's support to a measure like this without qualifications. On certain occasions a member feels that though he cannot give his unqualified support he can, while reserving his right to speak to the amendment when it comes on but yet referring to the amendment and referring also to the apprehensions that are entertained, support the Bill. I ask for a ruling on the point whether I or any other member will be entitled, in view of what I have submitted to you, to speak of possible amendments to the Bill in speaking on this motion."

The Hon'ble the Vice-President :—"The Hon'ble Member, in speaking at this stage, is fully entitled to refer in general terms to such qualifications in his support to the Bill as emerge from the consideration of the Select Committee's Report. What he is not entitled to do, is to argue in detail on amendments which either he or any other member is going to move later."

The Hon'ble Pandit Madan Mohan Malaviya :—"Thank you, Sir. The Bill before the Council is a measure of some importance, and there are two opinions which have been expressed as to the necessity for the Bill. In the speech of the Hon'ble Surgeon-General we have heard that it is in the interests and convenience of the public that it has been thought necessary to introduce this Bill. That undoubtedly is the object of the Government, and it is from that point of view that the Bill ought to be judged.

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[*Pandit Madan Mohan Malaviya.*]

Now it seems to me that the situation in this country, so far as the facilities for medical relief are concerned, is not a satisfactory one. We are all aware—the Government more fully aware than any of us—that the number of qualified medical men who are available to the people is very small, smaller than the needs of the people require. The institutions which turn out qualified men to practise the profession of medicine are also very limited for a country like India, with a population of 315 millions. There are only five Universities at present which grant medical degrees, and it has again and again been brought to the notice of Government that the needs of the public are not satisfied by the number of graduates who are turned out from these institutions. Nothing more eloquent could be adduced in proof of this than the fact that the few institutions started in Calcutta attract such a large number of pupils from the Punjab, from Bombay and other provinces. The need, therefore, exists, and it has to be satisfied. If there is not a sufficient number of qualified men available, there must be some less qualified medical men, whose aid people will resort to. It is therefore that these institutions have grown up.

“ Now, in these circumstances, there are two ways in which the Government can deal with the situation. I submit that the preferable, the sounder, way was to create more medical colleges in order to afford greater facilities to students requiring medical training. That has unfortunately not been done. The course that has been followed is to prevent certain private institutions from conferring degrees, diplomas or titles upon students after putting them through a certain amount of training. With regard to the question whether men who are not competent should be allowed to practise, there can be no two opinions. But the Government have not thought fit, and I understand that even in England they have not thought fit, to prevent practice by men unless they have a certain standard of education. At any rate, so far as this country is concerned, we find that the Government does not propose to prevent anybody from practising the profession of medicine even though he may not have the smallest qualification. The course that has been followed is to afford protection to certain degrees so that people, who have not been through the prescribed institutions, should not be able to use those degrees after their names. Now, Sir, if it was proved that the use of these degrees really did make for the injury of the people, then there would be a good deal to support the Bill before us. But I desire to say that I am not satisfied yet that it has been proved that the evil, if it exists (I have no doubt it does exist when my Hon'ble friend says it does), has reached the stage when a Bill like this should be necessary. If, therefore, the Government is going to pass this Bill—and I am sure it is going to—all that I wish to say here is, that in two directions caution is necessary. In the first place, in dealing with these institutions which already exist, Government ought to come forward to co-operate with the people in multiplying the number of private institutions. More than one speaker has said that private institutions will suffer. My Hon'ble friend on my right—the Doctor—says that two schools have ceased to exist and there are two others. One of them, I understand, has received Government aid and the other is going to.

“ But what are the possibilities of private individuals coming forward to endow medical institutions? Is the tendency likely to be stimulated by the action which has been taken, or is it likely to be checked? I fear that, in future, the tendency to make endowments or to promote work for creating private institutions will be greatly checked by the action that has been taken. Well, in that view it becomes all the more necessary that the Government should come forward not only to add to the number of State institutions where medical education is given, but also to publish a scheme for affording State assistance to persons who are willing to start medical colleges and institutions to increase the number of qualified medical men who should be available to the country.

“ I hope, Sir, that this aspect of the case will be fully considered by the Government. My object is not to support the creation and circulation of bogus degrees. I do not wish that men who are not qualified should injure

[*Pandit Madan Mohan Malaviya*; *Mr. C. Vijayaraghavachariar*; *The Vice-President.*] [15TH MARCH, 1916.]

our fellow-men; but I do wish that there should be a larger number of men qualified who can serve our fellow-men, and I fear that that aspect of the case is less present to the mind of the Government, if I may say so, than the aspect of preventing the creation and circulation of false degrees. My main object in making these remarks is, that the other aspect may be more fully considered in its relation to the needs of the people."

The motion was put and agreed to.

The Hon'ble Mr. C. Vijayaraghavachariar :--"Sir, I beg to move that in clause 3 of the Bill, as amended by the Select Committee, the words 'certificates or other documents' be omitted; and in case it is carried, that the word 'or' be inserted between the words 'diplomas' and 'licenses.'

"The object of this amendment, Sir, is to confine the scope of this Bill to medical degrees, titles, diplomas and licenses, without prohibiting the issue of certificates or other documents implying or stating that the holders of them can practise western methods of medical science. I do not think I need detain the Council very long. I have already stated my views with reference to the principles and provisions of the Bill, and I do not think it necessary for me to go over the same ground again, except to traverse some statements made by one or two Hon'ble Members who have spoken before me.

"The Hon'ble Sir Pardey Lukis alluded to the fact that I am the only one who has recorded a dissenting minute. Then there is the Hon'ble Dr. Banerjee who stated that he represents non-official medical opinion—"

The Hon'ble the Vice-President :—"Order, order—I am very sorry to interrupt the Hon'ble Member, but he is moving an amendment and he can only speak on that. He must not refer to the general principles of the Bill. He ought to have spoken at the previous stage on the general question."

The Hon'ble Mr. C. Vijayaraghavachariar :—"I will only allude to this fact in so far as it is necessary for the amendment I am moving. All that I say is, that the fact that I am the only one differing from the Members of the Select Committee should not be used as an argument against me; and to that extent, and to that extent alone, I shall allude to this statement. Because, although of course it was only spoken upon the original motion, it is just likely that Hon'ble Members of this Council, who, after all, are human beings, it is just likely that the statement that I am the only one in recording a dissenting minute in Select Committee, might, very unconsciously no doubt, prejudice them against me as regards this amendment. Alluding to the support rendered to the Bill itself, I find that, if at all it is properly examined, there is a volume of opinion outside the Council in support of the view which I have put forward. At present I only ask for a qualification of this Bill. It is true I am not now opposing the motion itself. I believe I shall be in order if I allude to the statement of the Hon'ble Dr. Banerjee that he represents non-official medical opinion. It is a mournful satisfaction to me that the arithmetical value of his representation is exactly on a par with the arithmetical value of my dissenting minute as regards the Select Committee's Report. He stands in the glorious minority of one, as I do as regards the dissenting minute. The immediate object of my amendment is, that, I believe, needless hardship to private schools and even medical men will be caused by retaining the words in question. Whether we regard the Statement of Objects and Reasons or the speeches made by the Hon'ble Sir Pardey Lukis, the question of 'certificates or other documents' cannot at all properly come within the scope of the Act. The title of the Act is merely..... 'the grant of titles implying qualifications,' etc., the preamble says 'Whereas it is expedient to regulate the grant of titles implying qualifications,' etc., and the name of the Act itself is 'The Indian Medical Degrees

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[*Mr. C. Vijayaraghavachariar; Mr. Rama Rayaningar; Dr. M. N. Banerjee; Pandit Madan Mohan Malaviya.*]

Act.' In all these three places the question of 'certificate or other document' finds no place. But somehow these words have found their way into the provisions of sections 3 and 4 and one other section. Now, taking this provision on its own merits, I cannot understand the value of it. The object of the Bill is to prohibit certain degrees being conferred by unauthorised authorities, and to prevent persons from using them and posing as men of certain qualifications which they do not possess. It is to prevent people from practising under false pretences, and to prevent the public from being treated by men of inferior qualifications who pose as men of superior qualifications. But I cannot understand why this provision should be extended to 'certificates or other documents'. For example, a teacher who gives lessons to a boy writes a letter to a friend of his saying that he is a very clever boy. That letter would come within the definition of 'other document', and the professor is liable to be prosecuted for writing that letter. We are all allowed to issue certificates to our domestic servants, to our chauffeurs and our grooms. But a medical pupil is prevented from getting a certificate from his professor, and his professor is prevented from giving a certificate to his pupil. Again, if a professor writes, this woman is a good midwife and she was taught by me, he will be prosecuted under this Act. He can say it, but he cannot write it. The offence is in the writing. What is the principle involved in this, may I know? Why should a man be allowed to say what he cannot put down in writing? Is the Act intended to save pen and ink and paper? I am unable to see what the principle involved in this provision is. On the other hand, it is a perfect hardship. It is a trespass upon the private liberty of a man to say that he cannot say what he likes to say, in paper, while he can do so orally. For these reasons, Sir, I respectfully submit the words 'certificate or other document' ought not to be in this law and ought to be deleted."

The Hon'ble Mr. Rama Rayaningar:—"Sir, I support the amendment for the reasons which my Hon'ble friend Mr. Vijayaraghavachariar has given."

The Hon'ble Dr. M. N. Banerjee:—"Sir, Mr. Achariar has referred to me as representing the non-official profession, saying that I was a single man representing the whole of the non-official medical profession. With regard to that I should like to say that I have been authorised by the Bengal Medical Association, which is the representative association of the non-official medical men in Bengal, by telegram, to represent to this Council that, after the modification that has been made by the Select Committee, they have no objection to the Bill. So that I can at least say on behalf of the Bengal Medical Association what they think, although I am not representing non-official medical men in other parts of India."

The Hon'ble Pandit Madan Mohan Malaviya:—"I wish, Sir, the Hon'ble Mover of the Bill and the Government to consider whether this amendment of Mr. Achariar's cannot be accepted. The main object put before the Council was that certain degrees which were being used by persons who had not obtained these degrees from Universities should not be used by them. But, if I remember aright, there are English Universities where, when a degree is not granted, certificates are given after a smaller period of training in certain cases. Now, here if a man has received five years' or three years' training in one of these medical colleges, and if afterwards he is not able to take a degree, why should not the men who teach him be in a position to write a certificate that the student has attended for five or three years, as the case may be, and has passed certain tests which those who teach him impose upon him? So that they can tell the public that though he is not a Licentiate or Bachelor of Medicine, yet he has gone through a course of training, and that he could be trusted to perform certain duties as a medical man. Will it really

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conflict with the main object of the Bill, and will it not help to increase the number of qualified medical men if the amendment were accepted ? ”

The Hon'ble Rai Sita Nath Ray Bahadur:—“ Sir, while expressing my sympathy with the Bill in question, I must say that the amendment proposed is a very reasonable one. The principal aim of the Bill is to prevent private medical institutions from giving degrees or titles on the imitation of those given by the Government medical colleges and schools. Instead of quacks being allowed to practise with impunity the allopathic system of medicine, what the mover of the amendment asks for, is that the existing private institutions should be allowed to give certificates to their pupils indicating that they have received proper instructions in certain branches of medicine. The direct effect of the rejection of this amendment would be to reduce the number of qualified medical men. Sir, I may tell you that the requirements of the country for medicine and qualified medical men are very large indeed. There are thousands and hundred thousands of men in the interior of Eastern Bengal and especially in the Char lands which are so numerous in the large rivers there, who have never once in their life come across a medical man, nor tasted a drop of medicine, and the result is that when epidemic diseases break out, most of these people die, without taking any medicine whatsoever. Sir, I will give you a concrete case of the usefulness of the passed students of these private medical institutions. Last December, when cholera broke out in a virulent form simultaneously in several parts of Vikrampore, in the Munshigange sub-division of the Dacca district, we thought it proper to send a number of allopathic doctors to the affected areas for giving medical relief to the cholera-stricken people, but not being able to find out immediately sufficient number of qualified medical men of the type of sub-assistant surgeons, we thought it would be as well to send a few qualified doctors who passed out of the Belgatchia medical school, and the result was indeed eminently satisfactory, for they were able to cure a large number of patients who would have otherwise died without tasting any medicine, and now, Sir, what would have been the result if we had only to depend on men who passed out of Calcutta or Dacca medical schools ? For all these reasons, I cannot help giving my humble support to the amendment.”

The Hon'ble Mr. Madhu Sudan Das:—“ Sir, as I read the Bill and as far as I can understand its scope and objects, and as far as these can be found in the terms of the Bill, I do not think that it is necessary to have this amendment. If a person sits at the feet of a professor and studies a certain science, say chemistry, and is very proficient in that science, why should a professor be prevented from granting him a certificate saying that he has attained a certain degree of proficiency ? There is nothing in the Bill which can prevent or which is meant to prevent a professor from giving such a certificate. Supposing, for instance, a certain person recommends a certain medicine to me, it may be a grandmother's prescription, I use the medicine, I get cured of the ailment at the time, and I put down in a certificate that this man gave me a prescription that has done me an immense amount of good, in fact removed the ailment ; there is nothing in the Bill, as I understand it, that prevents me from doing that. The Bill says :—

‘ No person.....shall confer, grant, or issue.....any certificate or other document tating or implying that the holder, grantee or recipient is qualified to practise western medical science.’

That is very different from acquiring proficiency in one or two branches of the science that constitutes medical science. I do not think that anybody ever intended that the object of the Bill was to prevent persons from giving certificates of that nature. Now, for instance, there are patent medicines sold, and these patent medicines are advertized ; the advertizers enclose a number of certificates ; it is certainly not the intention of this Act that the givers of these certificates or the purchasers of

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[*Mr. Madhu Sudan Das ; Mr. Lowndes ; Pandit Madan Mohan Malaviya ; The Vice-President.*]

the patent medicines should come within the purview of the Act and be prosecuted ; it only limits the number of persons or the associations that should be authorised to state in a certain manner, whether the manner be a license, a degree or a certificate which implies or states that the man is not only qualified to treat a certain disease, but that he is qualified to practise western medical science. Consequently, by moving this amendment my Hon'ble Friend Mr. Achariar has shown himself a little too chary, which was not necessary, for the Bill does not prevent any person from giving a certificate unless the certificate says in so many terms that the person is authorised to practise western medical science. That is a very different thing from having proficiency in a particular branch of one of the sciences that constitute medical science. There is danger apprehended where there is none and I submit therefore, Sir, that the amendment is unnecessary."

The Hon'ble Mr. G. R. Lowndes :—"Sir, in view of the discussion that has taken place on the amendment, I think it is possibly desirable that I should say a word on the legal interpretation of this clause. I would suggest that the interpretation of the Hon'ble Mr. Das is clearly a better interpretation than that which the Hon'ble Mr. Achariar puts on it. Mr. Achariar in his breezy way said that if a letter referred to any one as 'a very clever boy'—I believe I have taken his words correctly—that would be a breach of the terms of the clause. I also understood the Hon'ble Mr. Malaviya to suggest that no certificate of any sort or kind could be given. Now, having regard to the provisions of this clause, I should have thought that the plain meaning of the section is to prohibit only a certificate which states or implies that the holder is qualified to practise western medical science. It seems to me childish to suggest that to certify that a particular person was a clever boy or had attended chemistry classes for five years implies that he is qualified to practise western medical science."

The Hon'ble Pandit Madan Mohan Malaviya :—"May I ask the Hon'ble Member to explain the matter a little further? Supposing there is a student—"

The Hon'ble the Vice-President :—"The Hon'ble Member is not entitled to make another speech ; he may ask a question."

The Hon'ble Pandit Madan Mohan Malaviya :—"Sir, I do not propose to make a speech ; I am explaining my meaning and I will do so in a few words. I will give an illustration—a man has studied for five years in a college, he has been plucked, he has not obtained a degree ; then the professor or professors in each subject which he has studied give him a certificate to the effect that he was very good in his subjects and that he had studied for five years in that institution, and that he was plucked ; would such certificates in themselves mean practising his profession as a medical man or would he be liable to prosecution? Clause 3 of the Bill says :—

'the right of conferring, granting or issuing in British India degrees, diplomas, licenses, certificates or other documents stating or implying that the holder, grantee or recipient thereof is qualified to practise western medical science.'

The Hon'ble Mr. G. R. Lowndes :—"The language used would have to be construed under the Act. My learned friend is as qualified as I am to say whether a particular certificate implies a particular fact or not. I only intervened to suggest what would be the plain legal meaning of the words in the clause. They clearly do not cover such an interpretation as the Hon'ble Mr. Achariar jokingly put upon them."

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Sir Pardey Lukis.]

The Hon'ble Mr. C. Vijiaraghavachariar:—"When I referred to a clever boy I meant clever in one of these three subjects. The Law Member says that the interpretation—."

The Hon'ble the Vice-President:—"Order, Order. The Hon'ble Member is entirely out of order; he has given his explanation and is not entitled to go further."

The Hon'ble Sir Pardey Lukis:—"Sir, I regret that I am unable to accept my Hon'ble Friend's amendment. I agree with Sir Harcourt Butler that, if these institutions be permitted to grant certificates of qualification to practise western medical science, it is highly probable that such certificates will be utilised to support bogus claims to practise, especially if they resemble the document now displayed. This is the diploma issued by one of the self-constituted colleges, and Hon'ble Members can see that, if the last line be erased, it ceases to be a diploma and becomes a certificate, and would doubtless be used as such, but I think it extremely likely that very few laymen would be able to distinguish between it and a proper diploma.

"For these reasons, Sir, I deprecate any weakening of the provisions of the Bill as now amended. This might tend to frustrate the object of the Bill, which is to raise the standard of efficiency of these self-constituted medical colleges and to prevent ill-equipped and under-staffed so-called colleges, founded by irresponsible persons, from conducting the examination of their own students without any outside inspection or control.

"I would point out here that there is no justification for the arrogation to themselves, by the managers of these institutions, of the right to issue at their pleasure certificates of this nature. It is, moreover, contrary to our general medical policy, as it affects Government medical schools. In this connection I may mention that the certificated class for medical women has now been done away with; that from next year, pupils of the military assistant surgeon class will be required to possess the same certificates and preliminary education and to pass the same examinations as civil assistant surgeons; and that in Bengal, Bombay and Madras definite examining bodies are now being constituted for the examination of sub-assistant surgeons. For instance, in Madras, the Board of Examiners has now been enlarged and conducts all medical examinations other than those of the University. In Bengal, the students of the Sealdah and of the Dacca Medical Schools take the License of the State Medical Faculty and the question of other Government schools is now under consideration. Similar arrangements exist in Bombay in connection with the License of the College of Physicians and Surgeons. I can see no reason, therefore, for recommending to the Council the acceptance of this amendment.

"The self-constituted medical schools of Calcutta are to be given two years' grace in the matter of the grant of such certificates. During this period it rests with their management to see that the house is set in order, and it is as well that they should realise definitely that they are now at the parting of the ways, and that it is obligatory on them to improve themselves to a degree sufficient to merit Government recognition.

"I do not think that my Hon'ble Friend can have been quite serious in what he advanced as regards the penalties incurred for granting certificates. In his note of dissent he remarked that if he were to attend lectures in First Aid delivered by a private professor, and obtain from him a certificate of competency, they would both be liable to criminal prosecution and conviction. In that connection, I should like to say, in the first place, that it is hardly likely that I, as the Chairman of the Executive Committee of the Indian Council of the St. John Ambulance Association, would bring in an Act which would render every member of my Association liable to prosecution. I should also like to point out, as has been done by the Hon'ble Mr. Das and the Hon'ble Mr. Lowndes, that this Bill deals only with certificates and other documents implying that the holder is qualified to practise western

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medical science. It is not intended to penalise the holder of a certificate which merely states that he (or she) is qualified to render First Aid to the injured, pending the arrival of the doctor."

The Hon'ble Mr. C. Vijiaraghavachariar :—"Sir, I plead guilty somewhat to the charge of want of seriousness, but the Hon'ble Sir Pardey Lukis will acquit me of that charge when I say I am very serious now. I am considerably embarrassed by two circumstances. The Hon'ble and the distinguished Law Member must know that Courts, in construing an Act, decline to go into the proceedings of Council. They absolutely decline to interpret the Acts by what has been said in Council, no matter by whom. Having that in view, my next consideration is—and I am somewhat suspicious about this—if my amendment is unnecessary, why is it opposed? If it is redundant, if it is unnecessary, may I know why it is opposed? The Hon'ble Mr. Das seems to think that such a certificate can be granted if it does not traverse qualification in all the three subjects, *i.e.*, Allopathy, Obstetrics and Surgery, and the Hon'ble and distinguished Law Member seems to endorse that opinion."

The Hon'ble Mr. G. R. Lowndes :—"I can assure my learned friend that I did not do so."

The Hon'ble Mr. C. Vijiaraghavachariar :—"Very well, Sir, I did not then understand him, that is all, I would say. Somehow or other it is said that my amendment is redundant: then I cannot quite follow the chain of reasoning employed by the Hon'ble Mr. Das and by the Hon'ble Mr. Lowndes. I understood Mr. Das to mean that if the certificate related to a single subject, such as Surgery or Obstetrics, or Allopathy, it is safe. If so, I am glad to accept that interpretation. All that a clever professor has to do then is to give three certificates instead of one, that this particular person is good in Allopathy, No. 1, that he is good in Obstetrics, No. 2, and that he is good in Surgery, No. 3. If he gives three separate certificates he is safe, because the word used in this clause of the Bill is 'and' and not 'or'. Western medical science is described as Allopathic medicine, Obstetrics and Surgery and they have to be taken in a cumulative sense and not disjunctively! That is what I understood Mr. Das to say. However, I am unable exactly to understand this, Sir. In traversing my arguments, Sir Pardey Lukis asked us to behold a very neatly drawn document. I saw the document, but not what was written in it from this place. I take it, it is a diploma. He said if you remove something at the bottom it becomes a certificate. Will that be a ground for converting an act which would be innocent if performed orally into an offence when it is reduced to writing? I particularly called the attention of Sir Pardey Lukis to this point, and I have the mournful satisfaction to see that no Hon'ble Member traversed that position.

"He has said that the retention is intended to produce greater efficiency. May I say as against this argument, that it does not prevent any man from practising as he likes. This proposed law does not in the least interfere with the liberty of any person in India from practising in western medicine. All that it says is, he shall not assume bogus titles, and in addition to that he cannot hold written certificates. That is all. How far this will tend to the development of greater efficiency and to the diminution of false pretences to which the public are likely to be subjected in the absence of this law is an open question. Upon that question opinions must vary, but in the meanwhile I think that absolutely no ground has been made out for including written declarations and making them penal while permitting oral declarations. To this incongruous aspect I have drawn the Hon'ble Member's attention and it has not been traversed. I therefore press my amendment upon the attention of the Council.

"Sir, I should like a division on this matter."

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The amendment was put and the Council divided as follows :—

AYES—9.	NOES—41.
The Hon'ble Raja of Mahmudabad.	The Hon'ble Sir William Clark.
„ Pandit Madan Mohan Malaviya.	„ Sir Reginald Craddock.
„ Mr. C. Vijiaraghavachariar.	„ Sir William Meyer.
„ Mr. Rama Rayaningar.	„ Mr. C. H. A. Hill.
„ Khan Bahadur Mir Asad Ali Khan.	„ Sir Sankran Nair.
„ Babu Surendra Nath Banerjee.	„ Mr. G. R. Lowwides.
„ Mr. Qumrul Huda.	„ Mr. W. M. Hailey.
„ Rai Sita Nath Ray Bahadur.	„ Sir R. W. Gillan.
„ Lient.-Col. Raja Jai Chand.	„ Mr. F. H. Stewart.
	„ Raja Abu Jafar.
	„ Dr. M. N. Banerjee.
	„ Mr. W. H. Cobb.
	„ Mr. J. B. Wood.
	„ Mr. H. Sharp.
	„ Sir Edward MacLagan.
	„ Mr. R. A. Mant.
	„ Mr. J. B. Brunyate.
	„ Mr. H. Wheeler.
	„ Brigadier-General Holloway.
	„ Mr. G. B. H. Fell.
	„ Surgeon-General Sir C. P. Lukis.
	„ Mr. R. P. Russell.
	„ Mr. C. H. Harrison.
	„ Mr. A. H. Grant.
	„ Mr. C. H. Kesteven.
	„ Mr. A. P. Muddiman.
	„ Mr. Davidson.
	„ Mr. J. G. Cumming.
	„ Mr. Oldham.
	„ Mr. M. S. Das.
	„ Mr. C. W. M. Hudson.
	„ Lt.-Col. D. B. Blakeway.
	„ Mr. C. H. Atkins.
	„ Mr. J. Walker.
	„ Mr. M. B. Dadabhoj.
	„ Sir G. M. Chitnavis.
	„ Lient.-Col. P. B. T. Gordon.
	„ Rai Ghanasyam Barna Bahadur.
	„ Mr. B. E. V. Arbuthnot.
	„ Maang Bah Too.
	„ Mr. J. H. Abbott.

The amendment was accordingly negatived.

The Hon'ble Mr. C. Vijiaraghavachariar :—“ Sir, my next amendment is for the same purpose, and I may say is almost consequential upon the last, namely, that in clause 4, the words ‘certificate or other document’ be omitted, and the word ‘or’ be inserted after the word ‘diploma’.

“ I do not think therefore that there is any need for me to detain the Council by moving it, and I beg to withdraw it.”

The amendment was, by permission, withdrawn.

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The Hon'ble Mr. C. Vijiaraġhavachariar :—"So is the next one which I also beg leave to withdraw, namely, 'that in clause 6 and in the proviso to that clause, the words 'or certificate' be omitted, and the word 'or' be inserted after the word 'diploma'."

The amendment was, by permission, withdrawn.

The Hon'ble Mr. Surendra Nath Banerjee :—"Sir, I have the honour to move the following amendment which stands against my name, namely, that the following proviso be added to clause 3 of the Bill :—

'Provided that until Local Governments open or recognise lower standard vernacular schools, nothing in this section shall be deemed to preclude existing private medical institutions from granting certificates to their passed students.'

"Sir, section 3 of the Bill restricts the power of granting certificates of qualification in western medicine to specified institutions mentioned in the Schedule and to such other bodies as the Governor General in Council may, from time to time, authorise in that behalf. The object of my amendment is to suspend the operation of this section, so far as the granting of certificates is concerned, in the case of existing medical institutions so long as the lower standard vernacular schools have not been opened by the Government, or having been opened by private effort have not been recognised by the Government. The effect of my amendment would be to allow the existing medical institutions to continue to grant certificates so long as these lower standard schools have not come into existence. The Council will remember that they accepted the other day—and the Government also accepted—the Resolution that was moved by the Hon'ble Dr. Banerji for the establishment of lower standard schools for the benefit of the rural population. That Resolution when given effect to will, I am sure, go to a very large extent to meet the medical needs of the community. But, Sir, what is to be the situation in the meantime? We in Bengal—my knowledge of these things is confined to my Province—have a population in round numbers of 50 millions. On the register of qualified medical practitioners we have 2,500 men. In other words, we have one qualified medical man to 20,000 people. Any man in his senses will see that this is hopelessly inadequate. And so long as this state of things remains, the reign of the quacks will continue supreme. Under the circumstances, it is most desirable that the existing private medical institutions should continue to teach and to grant certificates to their passed students, for, Sir, it need hardly be said that some sort of medical qualification is better than no qualification at all, and that partially-equipped medical practitioners are more desirable than thorough-going quacks. I claim for my amendment that it is a necessary corollary to the Resolution moved by the Hon'ble Dr. Banerji. Sir, when that Resolution was accepted, I placed myself in communication with the leaders of medical opinion in Bengal, with the President of the Medical Association to whom reference has already been made by my friend the Hon'ble Dr. Banerji. I asked them if, having regard to the acceptance of Dr. Banerji's Resolution by the Government, they had any further objections to offer to the Bill. This was the reply that I received from Dr. Surendra Prasad Sarbadhikari, the President of the Bengal Medical Association. With your permission, Sir, I will read this telegram :—

'Bengal Medical Association gladly accept amended Bill read with Dr. Banerji's Resolution and tender grateful thanks for concessions. Association strongly prays (this is the operative part of the telegram) that existing schools be permitted to confer diplomas (probably they mean certificates) till rural practitioners are being created in pursuance of Dr. Banerji's Resolution, when all legitimate objections from peoples' and practitioners' point of view will disappear.'

"Sir, this telegram embodies the deliberate judgment of the most representative, the most influential medical association in Bengal, consisting of men of the highest eminence and who are entitled to speak on behalf of themselves and of the community. Let me refer to one particular fact in this connection. It will be remembered, Sir, that when I had the honour and also the duty of

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opposing this Bill in February last, I quoted largely from the representation of this body. It will be seen that Dr. Banerji's Resolution has had the effect of disarming their opposition and reconciling them to the Bill, subject to the one important condition, and that is, the operative part of their telegram, *viz.*, that these private institutions will be permitted to grant certificates to their passed students so long as Dr. Banerji's Resolution has not been carried into practical effect.

"Sir, my amendment is based upon this telegram which embodies the expression of opinion in Bengal. That opinion was decidedly opposed to this Bill at one stage. Public meetings were held, there were demonstrations, protests in the press, telegrams were sent to the Government. All that has disappeared in consequence of the hope that has been created in the public mind by Dr. Banerji's Resolution, and it seems to me that it would be an act of conciliatory statesmanship if my Hon'ble friend the Member in charge could see his way to accept my amendment. It would secure for this Bill the firm support of Bengal public opinion, and in these days the support of public opinion is a valuable asset which, I venture to think, is highly useful even for the purposes of practical administration. I hope and trust that, under these circumstances, my amendment will be accepted by the Government. There is not the smallest desire to shelve the Bill, but there is at the back of our minds the idea that, if this amendment is accepted, the Government will hurry on with these institutions which Dr. Banerji's Resolution refers to. The Government will be anxious to see that this Bill is given effect to, and as there would be that natural solicitude, the Government would have the strongest motive to establish those institutions which would go far to supply the medical needs of my Province.

"I hope and trust that my Hon'ble friend will see his way to accept this amendment, which embodies the deliberate judgment of the Province which is most affected by the Bill, for, as a matter of fact, it is only in Bengal that there are two medical schools which come under this Bill, and therefore Bengal opinion ought to count for something in a matter of this kind."

The Hon'ble Mr. Dadabhoj :—"Sir, I rise to support this amendment. My friend has very clearly and lucidly explained the scope and aim of his amendment. The amendment seems to me to be feasible and very modest. The concession which the Hon'ble Member asks for, is one which, I feel sure, Government will not refuse to grant. My Hon'ble friend has explained very clearly that, if the Government wish to give full and proper effect to the Resolution which was proposed the other day by the Hon'ble Dr. Banerji, it will be necessary to accept this amendment.

"I do not find much difference between the amendment proposed and the course which the Hon'ble Surgeon-General Lukis has decided to adopt. Under clause 3 of the Bill, Government wishes to reserve power to itself to grant certificates under certain conditions, and the Hon'ble Member wants that an express provision should be inserted in the Bill, so that, in future, there may be no doubt about the matter, and that the matter may not be left to individual discretion. The concession should be secured by statutory provision. Under these circumstances, I think his request is very reasonable, and I support it."

The Hon'ble Sir Pardey Lukis :—"I am afraid that I cannot accept my Hon'ble friend's amendment, which practically amounts to a proposal that the Act should be indefinitely held in abeyance pending the settlement of the question of vernacular medical education. This question was informally discussed in Select Committee, and it was then admitted to be entirely outside the purview of the present Bill, the object of which is to raise the standard of medical education in English-teaching institutions. It is on this understanding, and on this understanding only, that the Government of India decided

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to accept the Hon'ble Dr. M. N. Banerji's Resolution, and I cannot agree to the acceptance of that Resolution being used now as a reason for the indefinite prolongation of the right to grant certificates, the objection to which I have already pointed out in my answer to the Hon'ble Mr. Vijiaraghavaachariar."

The Hon'ble Rai Ghanasyam Barua Bahadar:—"Sir, while I greatly sympathise with the object my Hon'ble friend, Mr. Banerjee, has in view, I see one more difficulty if his amendment is accepted. It will imply that, as long as the Government do not start their own schools of the lower grade, private institutions will be at liberty to continue to grant diplomas and certificates as they are doing now. So that private institutions which are not up to the mark in the standard they now assume for themselves will not feel induced to reduce it or to take steps to convert themselves into lower grade schools, unless and until the start is made by Government. Now it needs no saying that Government measures in matters like these take some time to mature themselves, and in this season of war and want of funds the delay may even be greater than usual. In such a case the result will be that the reform and improvement aimed at, as also the creation of private vernacular medical schools, may be indefinitely postponed, a thing which I do not consider desirable. If, however, the standard and curriculum of the proposed vernacular schools are definitely laid down at the earliest possible time, private enterprise may usher them into existence even before Government start their own schools of the kind. So I think the proper thing to ask Government to do, would be not to ask for a concession like this, but to prescribe the text-books and appoint examining bodies for the lower grade schools without delay, so that private institutions willing to come under that category may have the chance of doing so as soon as they want, whether the Government have started their own schools or not. I do not think it would be safe to allow all private institutions to grant certificates as they do now; at the same time, it will be unfair to disable them or other private bodies from taking action on right lines until the Government themselves can come up with their own institutions of the lower grade. I think that it would be enough if the Government fixed the standard and appointed an examining body for the contemplated lower grade of schools as early as possible, so that private enterprise in that direction may not be unnecessarily delayed. Indefinitely to postpone the operation of the Bill would be to frustrate its very object. I am unable to support the amendment as it stands."

The Hon'ble Mr. Surendra Nath Banerjee:—"Sir, I cannot quite follow the Hon'ble Sir Pardey Lukis in the objections that he has raised to my amendment. He seems to think that, if my amendment were accepted, it would result in the indefinite postponement of the operation of this Bill. I do not think that is so at all. Whether the Bill is to come into operation at once or not will depend largely upon the action of Government. If these institutions are forthcoming, say, in six months' time or even earlier, the Bill will be operative at once, and my contention is, that the acceptance of this amendment would be a strong incentive to the Government to hurry on these institutions.

"I may just mention one fact which, I think, the Hon'ble Sir Pardey Lukis is acquainted with. The Hon'ble the Inspector-General of Civil Hospitals in Bengal has taken a very deep interest in the matter, and, I believe, he is prepared to place the Sambhunath Pundit Hospital at the disposal of the authorities for starting an experiment of this kind. If the Hon'ble the Surgeon-General earnestly takes up the question of establishing these lower standard vernacular schools, my impression is that, in the course of the next six months at least, one institution of the kind might be started in Bengal; and then, such an institution having been started, the Bill would come in to operation at once.

"I confess I was not able to follow the arguments of my Hon'ble friend who spoke last. He spoke of raising the standard of private medical institutions,

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I think that is what he said. As a matter of fact, there are no private medical institutions in Bengal, except two: the School at Belgatchia and Dr. Mullick's School. The School at Belgatchia has been affiliated to the University, and the other will soon, I hope, be affiliated to the State Faculty with the aid of the Hon'ble the Surgeon-General. Therefore my Hon'ble friend was fighting a shadow. He was building upon assumptions which do not exist—upon materials which are not to be found in any part of India.

“As the Hon'ble the Surgeon-General has taken up a decided attitude in regard to this matter, I will not press my amendment, but will beg to withdraw it.”

The amendment was, by permission, withdrawn.

The Hon'ble Mr. Surendra Nath Banerjee:—“Sir, I beg to move the next amendment which stands against my name, which is that the following proviso be added to clause 3 of the Bill, namely:—

‘Provided that nothing in this section shall be deemed to preclude existing private medical institutions from granting certificates to their passed students for a period of four years from the commencement of this Act.’

“Sir, the object of this amendment, and I am sure the Hon'ble Surgeon-General will be in sympathy with it, is to protect and safeguard the interests of students now attending the existing private medical institutions. They joined these institutions before the Bill was introduced, and surely they should not suffer by reason of the introduction of the Bill. The Hon'ble Surgeon-General has—very properly as I think—done away with those retrospective provisions of the Bill which were objected to, and I venture to think that my amendment only accentuates a principle which has already been accepted by him. Sir, I rely upon the Report of the Select Committee in support of the amendment which I have moved. The Select Committee, in paragraph 2 of their Report, say:

‘Although no change of substance has been made in clauses 3 and 4, we think we ought to place on record the fact that, in connection with these clauses, we discussed the question of the position of the students of the third and fourth year in existing institutions. It was pointed out that it would be open to Government, by exercising the powers conferred by the latter portion of clause 3, to authorise such institutions to grant certificates to such persons, and the Hon'ble Member in charge of the Bill having expressed his intention of indicating, when dealing with the Bill in Council, that Government would adopt this policy, we decided that no amendment in the Bill was necessary in this respect.’

“The Select Committee, therefore, have agreed that the powers reserved under the latter portion of section 3 should be employed for the benefit of students in the third and fourth year classes. I ask why not for the students of the first and second year classes? And I venture further to submit that a matter of this importance should be dealt with by legislation: it should not be made the subject-matter of an executive order.

“Sir, since I gave notice of this amendment, I have had the opportunity of discussing the question with experts, and with the approval of my Hon'ble friend the Member in charge of the Bill, I propose to reduce the number of years from four to three. I find that the fourth year class will be dismissed in April next. There will, therefore, be three classes remaining, the first year which will become the second year of the new session, the second year which will become the third year of the new session, and the third year which will become the fourth year of the new session. Those who join these institutions after the Bill has become law are not entitled to exceptional treatment; they become students with their eyes open. The second, third, and fourth year students deserve consideration and, therefore, if my Hon'ble friend will agree to it, I propose to reduce the term from four to three years. I hope in that revised form the amendment will recommend itself to the acceptance of my Hon'ble friend.”

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The Hon'ble the Vice-President:—"The amendment now stands for a period of 'three' years instead of 'four.'"

The Hon'ble Mr. Dadabhoj:—"Sir, I support the amendment. I have already placed my views on this Bill before the Council. I hope Sir Pardey Lukis will see the reasonableness of this amendment, particularly as the Bill has now been altered."

The Hon'ble Rai Sitanath Ray Bahadur:—"Sir, I also beg to support the amendment in its present form."

The Hon'ble Sir Gangadhar Chitnavis:—"Sir, I support the amendment. I hope the Hon'ble Sir Pardey Lukis will see that this further concession is made. The students of the first year class of these private institutions have spent some time and money in studying for the profession, and in many cases, it will not be possible to continue their studies, without loss of time and money, even in private institutions that may secure affiliation. For these reasons, I beg to support the amendment."

The Hon'ble Maharaja Ranajit Sinha of Nashipur:—"Sir, I beg to support the amendment just moved by my friend on the right (Hon'ble Mr. S. N. Banerjee), and I am sure that the Hon'ble Sir Pardey Lukis will see his way to grant this concession also, as he has done in many other respects."

The Hon'ble Mr. Madhu Sudan Das:—"Sir, I beg to support the amendment of Mr. Banerjee, and my grounds are these. Both the public and the Government feel the need of having more doctors than the country now has. It is also agreed that the country is in need of a certain class of medical advisers who have acquired a qualification, which will make them or rather place them within the reach of the poorer classes of people; and, secondly, the qualification of these men would be of a lower standard than the qualification of men who are turned out in medical colleges. So far both the public and the Government agree that there is a necessity for more doctors in the country. When this was the state of things, certain persons undertook to open colleges or schools where they trained up certain doctors, and these men have been doing their work. Then it was found that they were not the right type of men whom the country required, and consequently by accepting the Resolution of the Hon'ble Dr. Banerjee, Government actually said in so many terms that the country is in need of doctors, but not of that type which these institutions produce. There is only the difference between the public and the Government opinion as regards the qualifications of these doctors. Government does not maintain, nor can they maintain, that these doctors who were turned out from these colleges were doing positive injury to society, or that they were a nuisance. That that cannot be the position of Government is clear from the fact that it is provided at the end of clause 6 that these men, who have existed to this day, will continue to exercise their functions as medical officers to the public after this Act comes into force. So the position of Government is this, that Government does not say that these are men who are obnoxious members of society, or who have done any positive injury to society. Then the question resolves itself into this:—"Are these people who have hitherto been necessary for medical help in this country, who are allowed after the Act to continue to render medical help to the country, do they become really a positive source of injury to the country that they should be at once stopped? What is the result of this stopping at once? The result will be that we will not have the number of doctors which the country needs. The Hon'ble Mr. Banerjee said that the acceptance of his amendment will have the support of Bengal, but I say what is more, it has the support of reason, it has the support of equity. But

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then there is one thing. The proviso to clause No. 6 of the Bill says 'Provided that nothing in this section shall apply to the use by any person of any title, description or addition which, prior to the commencement of this Act, he used in virtue of any degree, diploma, license or certificate conferred upon, or granted or issued to him.' Now by this proviso those men who were holders of certificates before the passing of the Act will have the privilege of practising medicine. The Hon'ble Mr. Banerjee says—'Extend the period.' Now, suppose the period is extended; it will require consequential amendment; because what will be the result of accepting the amendment? Without a consequential amendment, the result will be that these men who, after the passing of the Act, receive certificates will not be authorised to practise medicine, because the proviso to that clause says that only those persons who hold a certificate of a date prior to the passing of the Act will enjoy the privilege of practising medicine, whereas to those men who would receive certificates under the extended period covered by the amendment of the Hon'ble Mr. Banerjee, that proviso will not apply. So the result will be that, even if we accept the amendment, without having a consequential amendment, the result will be that certificates will be not worth as much as the pieces of paper on which they are written. While I certainly support the Hon'ble Mr. Banerjee in his amendment, I say that the matter has not been considered sufficiently. Is Government prepared to allow these men turned out by these institutions to continue as practitioners after this Act is passed? Considering that it is only justice that those who are actually students at the present day, and considering that the need of the country is that we require more medical men, I hope the Hon'ble Sir Pardey Lukis, on behalf of Government, will see his way to accept the amendment with the consequential amendment. As regards the time, two or three years, I am not in a position to say which will suit the condition of the country. That can be decided best by Sir Pardey Lukis."

The Hon'ble Sir Pardey Lukis:—"I regret extremely that I must once again oppose the amendment proposed by my Hon'ble friend Mr. Surendra Nath Banerjee. In order to explain my reasons for so doing, I must go a little more fully into detail as regards the genesis of the self-constituted medical colleges of Calcutta than I did when introducing this Bill into Council last September.

"The parent institution was the College of Physicians and Surgeons of Bengal, which was originally started in 1884 under the name of the Calcutta Medical School. All went well until 1904-05, when the late Dr. Fernandez, who was at that time the Secretary owing to a difference of opinion with the other members of the Committee, decided to start another school in Wellesley Street, which he named the College of Physicians and Surgeons of Calcutta. The following year Major Sinha, I.M.S. (Retired) and about half the staff of the new school, finding themselves at variance with Dr Fernandez, seceded from that institution and started the College of Physicians and Surgeons of India in Motta Lane. After the departure of Major Sinha for England, the management devolved upon Major Basu, I.M.S. (Retired) and Dr. S. K. Mullick, but these two gentlemen found themselves in disagreement. Accordingly, in 1907, Dr. Mullick severed his connection with the College of Physicians and Surgeons of India, and started 'the National Medical College of India', in Bow Basar, so that, in the result, three new schools sprang into existence between the years 1905 and 1907, all running in competition with the parent institution of which they were off-shoots. It was the sudden appearance of these institutions which induced the Government of Bengal in 1908, when submitting their proposals for the introduction of the Medical Registration Act, to suggest the inclusion of penal clauses somewhat similar to those of the present Bill. Whilst the Bengal proposals were under consideration by the Government of India, an application was made to the Local Government by one of these newly started medical colleges asking for a certain grant-in-aid. Two experienced medical officers were then deputed to inspect the institution, in

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communication with its authorities, and to report as to its suitability for recognition by Government to the extent proposed. The opinion of the Inspector-General of Civil Hospitals of Bengal was also asked for. That officer, in forwarding the report of the inspectors, stated that the so-called college had scarcely any equipment or other facilities for imparting proper medical education to its pupils, and he expressed strongly his opinion to the effect that this inspection brought out clearly what had for a long time been obvious, namely, the need for bringing the operations of the self-constituted medical schools under control in order to prevent the European system of medicine from falling into undesired disrepute. He concluded by saying, however, that he was far from wishing that anything should be done to cripple the legitimate expansion of Indian institutions, and he gave it as his opinion that, if all the existing so-called medical schools were to amalgamate into one really good non-official college, and if their wealthy patrons were to subscribe the necessary funds to provide the requisite buildings, a scheme might be evolved worthy of the recognition of Government, but that, as things then were, he could not recommend that Government should in any way recognise the existing conditions, or accede to the request of the authorities of the self-constituted medical school in question. The next step was in August, 1910, when the Government of India addressed the Government of Bengal, stating that it was undesirable that legislation should be undertaken against these self-constituted medical colleges until an effort had been made to induce all or some of them to unite in forming one really good teaching institution. The Government of Bengal then addressed the Inspector-General of Civil Hospitals in December, 1910, directing him to convene a Conference in Calcutta, in which the heads of the various self-constituted medical schools might meet himself and various official and non-official representatives, in order to discuss the point raised by the Government of India. In compliance with these instructions, two meetings were held in Writers' Buildings on the 23rd and 27th of March, 1911, but no definite conclusions were arrived at, chiefly as a result of the clashing interests of the various institutions concerned and the opposition of their representatives. Here, apparently, the matter was allowed to drop, and nothing more was heard on the subject. After two years had elapsed without any progress being made, the Government of India decided to render financial assistance to the parent institution—the College of Physicians and Surgeons of Bengal—with a view to its ultimate affiliation to the University of Calcutta—a result now happily attained. Having thus provided for the future of the Belgatchia school, the Government of India next addressed all Local Governments in May, 1913, asking for their views as to the desirability of the introduction of the present Bill, and on the receipt of their replies, which were practically unanimous in favour of this proposal, a reference was made to the Secretary of State in December, 1914. His permission to introduce the Bill was received in February, 1915; the decision was immediately communicated to the Press, and the Bill was introduced into Council the following September. It is obvious, therefore, that the proprietors of these institutions have had ample warning of the intentions of Government, and they have only themselves to blame if, failing to recognise that these intentions were serious, they continued to admit large numbers of pupils as though nothing were likely to happen. There is absolutely no justification for the allegation made in a certain memorandum that has been widely circulated amongst members of this Council, to the effect that nobody could foresee that this Bill would fall upon the students as a bolt from the blue. For these reasons I am unable to recommend that the two years' grace already granted as regards the issue of certificates should be extended to four years. The Government of India have been very patient and long suffering in this matter, but there is a limit even to their patience. Nor can I see any necessity for such extension. The memorandum above quoted states that there are 'hundreds' of students in the 1st and 2nd year in the private institutions except Belgatchia. In view of the fact that the so-called College of Physicians and Surgeons of India is now extinct, and that Drs. Monier and Manuk (the successors of the late Dr. Fernandez) have announced their intention of closing the College of Physicians and Surgeons of Calcutta at the end of this month, it is obvious that these 'hundreds' of

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1st and 2nd year students must all be in the National Medical College of Dr. S. K. Mullick, and I can only say, if this supposition is correct, that, in view of the actual size of his institution, I find it difficult to understand where he accommodates these young men; how he arranges for their instruction; and what explanation he has to offer for having admitted such large numbers at the present juncture.

"I would point out, moreover, that the case of the 3rd and 4th year students, in which are included all those who have completed two years of professional study, is on a different footing to that of students of the 1st and 2nd year: the former would have to go back to the very beginning and re-pass all their earlier examinations, thereby suffering great loss of time and money. This does not apply to students who are merely commencing their 2nd year's course, and who, in consequence, cannot have passed their examinations in Anatomy and Physiology.

"For these reasons, Sir, I am unable to accept the amendment."

The Hon'ble Mr. Surendra Nath Banerjee:—Sir, the Hon'ble Surgeon-General has given us a history of the circumstances which have led up to the present legislation. It is a most interesting history and it certainly discloses the solicitude of the Government in the cause of private medical education. But apparently the object of stating these facts in this Council was to point to the conclusion that there was really no grievance, and that the proprietors—I think I am quoting the Surgeon-General's own words—had ample notice of what was coming on, and that they should have been prepared for this legislation. Perfectly true, so far as the proprietors are concerned, but what about the students? I am not concerned with the proprietors in the slightest degree. The proprietors may be hanged, drawn and quartered for the matter of that. My interest is in the students. Does the Surgeon-General really mean to say that the students, as a class, knew what was transpiring in the Secretariats, what was taking place in the Conferences and in the correspondence that was passing between the Provincial Governments and the Imperial Government? I know something of those students; far too absorbed are they in their own work, and sometimes, in their play. They would not concern themselves with these things. These are matters which would not be known to them; they would not be cognisant of them, and I think it is only right and proper that a sympathetic and a merciful consideration should be extended to them, apart from whatever treatment may be dealt out to the proprietors. With the proprietors, who betray their trust, who try to make money out of the students, who do not perform their duties, I have no concern, but for the students who are their meek and humble victims, I feel the deepest sympathy, and I appeal to the Government to extend to them that sympathy which every right-minded man must feel in connection with them. The Hon'ble Member says that the students have crowded into Dr. S. K. Mullick's school because they have been dismissed from the other schools. I do not know, I think that is mere assumption. I think that with this Bill hanging before them, the students would seek to discover other walks of life. I should think that, while Dr. Mullick's institution was suspended in the air, between heaven and earth, its fate unknown and its future enveloped in mystery, the students would not be so foolish as to enter that institution, at least in their hundreds. Therefore, there may be a few more students in Dr. Mullick's school than perhaps there were before. I appeal on behalf of the students, and I venture to submit that this concession should be made. The Hon'ble Surgeon-General has endeavoured to adapt himself, so far as practicable, to the demands of public opinion, and the Bill, as it has emerged from the Select Committee, is proof positive of his solicitude in that direction. Sir Pardey Lukis must have noticed that there was, on this side of the Council at least, a strong feeling that my amendment should be accepted, and in view of the fact that he is legislating for us, for our students, for those in whom we are interested, whom we know most, I think it is only right and proper that he should, in this

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matter, defer to our opinion. Sir, I cannot withdraw this amendment. I must press it to a division, if necessary."

The amendment was put and the Council divided as follows --

AYES—15.		NOES—35.	
The Hon'ble Raja Abu Jafar.		The Hon'ble Sir William Clark.	
„ Raja of Mahmudabad.		„ Sir Reginald Craddock.	
„ Dr. M. N. Banerji.		„ Sir William Meyer.	
„ Pandit Madan Mohan Malaviya.		„ Mr. C. H. A. Hill.	
„ Mr. Vijayaraghavachariar.		„ Sir C. Sankaran Nair.	
„ Mr. Rama Ityaningar.		„ Mr. G. R. Lowndes.	
„ Khan Bahadur Mir Asad Ali Khan.		„ Mr. W. M. Hailey.	
„ Mr. Surendra Nath Banerjee.		„ Sir R. W. Gillan.	
„ Maharaja Ranajit Sinha of Nashipur.		„ Mr. F. H. Stewart.	
„ Mr. M. S. Das.		„ Mr. W. H. Cobb.	
„ Mr. Qumrul Huda.		„ Mr. J. B. Wood.	
„ Rai Sita Nath Ray Bahadur.		„ Mr. H. Sharp.	
„ Lt.-Col. Raja Jai Chand.		„ Sir Edward MacLagan.	
„ Mr. M. B. Dadabhoy.		„ Mr. R. A. Mant.	
„ Sir G. M. Chitnavis.		„ Mr. J. B. Brunyate.	
		„ Mr. H. Wheeler.	
		„ Mr. C. E. Low.	
		„ Major-General B. Holloway.	
		„ Mr. G. B. H. Fell.	
		„ Sir Pardey Lukis.	
		„ Mr. R. P. Russell.	
		„ Mr. C. H. Harrison.	
		„ Mr. A. H. Grant.	
		„ Mr. C. H. Kesteven.	
		„ Mr. L. Davidson.	
		„ Mr. J. G. Cumming.	
		„ Mr. C. E. A. W. Oldham.	
		„ Mr. C. W. M. Hudson.	
		„ Lt.-Col. D. B. Blakeway.	
		„ Mr. C. H. Atkins.	
		„ Mr. J. Walker.	
		„ Lt.-Col. P. R. T. Gurdon.	
		„ Mr. R. E. V. Arbuthnot.	
		„ Maung Bah Too.	
		„ Mr. J. H. Abbott.	

The amendment was accordingly negatived.

The Hon'ble Sir Pardey Lukis:—"Sir, I beg to move that the Bill, as amended, be passed.

The motion was put and agreed to.

The Council here adjourned for Lunch.

334 RESOLUTION *RE* CONSTITUTION OF A COMMITTEE TO
INQUIRE INTO DIETARY ARRANGEMENTS, ETC., OF
CHILDREN IN EUROPEAN BOARDING SCHOOLS.

[15TH MARCH, 1916.] [Mr. J. H. Abbott.]

**RESOLUTION *RE* CONSTITUTION OF A COMMITTEE
TO INQUIRE INTO DIETARY ARRANGEMENTS,
ETC., OF CHILDREN IN EUROPEAN BOARDING
SCHOOLS.**

The Hon'ble Mr. J. H. Abbott:—“Sir, I beg to move the Resolution which stands against my name :—

‘That this Council recommends to the Governor General in Council that wherever there are European Boarding Schools, committees consisting of officials and non-officials be constituted by the Local Governments for the purpose of inquiring into the physical condition of, and the dietary arrangements for, the children therein and reporting thereon to the Director of Public Instruction.’

“In moving this Resolution I consider it peculiarly suitable to the present needs of the moment, the time when the problems of education and sanitation are so much before the public, and are receiving the earnest consideration of this Council.

“Perhaps there is no more supreme duty devolving upon the Government of a State than the careful care and upbringing of the child; for the boy or girl of to-day will be the citizen of to-morrow—soldier, doctor, lawyer, administrator, may be on the one hand, or on the other hand, the mother. The healthy development of the child, carefully moulding him year by year for the battle of life, depends wholly upon education of mind and body surroundings and nourishment. ‘A sound mind in a sound body’ is a very old saying, but nevertheless as true to-day as of yore; no mind can be developed, if the body, the temple of the soul, is ill-nourished, ill-cared for, and ill-clothed. These truisms have long been translated into Statutes in most European countries. The recognition of the appalling effects of under-feeding in schools has led in our Mother Country to the passing of the Education (Provision of Meals) Act of 1906, and the Education (Administrative Provisions) Act, 1907. In furtherance of the same objects, the London County Council, and other local bodies throughout Great Britain have appointed Children’s Care Committees, whose primary duties are to visit the Public Elementary Schools, seek out ill-nourished and sickly children, and see that proper care and nourishment is afforded them. And even if the parents cannot afford the required food, the State steps in and makes it their business to see that the growing child has a fair chance; that he obtains that bodily and mental nourishment so essential to mould him into a good and loyal citizen of the nation.

“Sir, I do not ask that the State should go quite so far in the case of European schools in India. All that I ask is, that some measure of protection may be afforded to the children attending such schools. Such schools are, and have always been, almost entirely under private management. The only European schools wholly State-managed are a few special secondary institutions of a particular character directly under Local Governments; these include the Lawrence Military Asylums of Ootacamund, Sanawar and Murree. It is a well known fact that the management and administration of many of our privately managed and administered schools in India are not what should be desired, and are more or less in financial difficulties; and what is the consequence? Economy must be practised. And in many cases it is unfortunate to relate, economy lies in the direction of the curtailment and cheap supply of food. Sir, what is the result? Under these circumstances, such a condition of affairs must lead to the starvation of the bodies or minds of the pupils. It cannot be otherwise.

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"It has been forcibly brought to my attention, although I have not sought for the information, that children in a robust state of health, are sent to such schools by parents, but when they return home for periodical vacations, they present a more or less washed-out anæmic appearance. These conditions cannot be attributed to any other causes than that of want of sufficient nourishment, insanitary environments, and perhaps, too, at times, aggravated by harsh or even cruel punishment.

"Sir, incredible as it may sound, the prisoners in His Majesty's jails in India are better protected by law regarding dietary and sanitary arrangements than are the pupils of our Schools. Take, for example, the fact that the inmates of a jail are periodically weighed, that a minimum scale of food allowance is fixed, which guarantees that each prisoner must receive the quantity of food allowed him by the regulations governing such institutions; that should harsh punishment be unjustly inflicted on one of them, the mode, the method, and the punishment can be investigated, criticised and reported to the authorities superior to those who are in charge. Should any one individual be found to lose weight, appear ill-nourished, or to suffer in any way for want of care and attention, the fact has to be reported to the Inspector-General of Prisons. Such, Sir, is the attention bestowed on criminals—where any abuses which may exist in jails are discovered, investigated, and the necessary action promptly taken. Such a systematised state of affairs does not exist in any of our privately-managed Boarding Schools; and I plead, on behalf of our children, with all the eloquence at my command, that such be introduced, that a food-scale definitely defining the minimum allowance for children be framed, and be binding on School Authorities; that each child at regular stated intervals be weighed and measured by school authorities in the presence of their Medical Officer, and the weight and measurement be notified to the parents concerned in the monthly report of the child. Surely the off-spring of those men, so large a proportion of whom give their best service to the State, are entitled to the same privileges criminals enjoy?

"Sir I do not propose, with the limited time at my disposal to describe fully the duties of Committees, which I ask in my Resolution to be appointed, but, with your permission, I shall endeavour to briefly outline their duties. It is most essential that the Committees once constituted should comprise only entirely independent persons fully representative, and thoroughly capable; and should in all cases be nominated by the Collector or Deputy Commissioner of the district. The members, individually or collectively, should pay strictly surprise visits to the schools under their care, paying particular attention to the food—the quantity and quality supplied. They should also pay attention and check the weights and measurements of the children. Should any child be found to be losing weight, or to show signs of emaciation, or to bear marks of severe punishment, the Medical Officer should furnish his report forthwith, together with that of the Visitor or Visitors, as the case may be, to the Director of Public Instruction of the Province concerned. They should immediately determine if the cause of emaciation is due to insufficient nourishment, to ill-treatment, or to any other fault of the school; or whether the cause is due to some organic disease; and if the latter, prompt action should be taken to arrest the disease; and the parents should, as in all cases of sickness, be immediately informed of the condition of the child. In all cases the suggested visitation of such Committees, systematically, regularly and conscientiously made, would act as a great safeguard over the children to whom the country owes a solemn duty.

"Sir, I must now conclude. I have tried to portray the feelings which have actuated me to bring forward this Resolution, and I leave the matter to the Council, with the assurance that they will give the subject the attention it deserves."

[*Sir C. Sankaran Nair; Mr. Surendra Nath Banerjee; The Vice-President.*] [15TH MARCH, 1916.]

The Hon'ble Sir C. Sankaran Nair :—“ Sir, the Government of India realise that the children attending schools must be in such a physical condition that they may be able to take advantage of the education therein imparted. Otherwise the curricula ought to be modified or steps taken to improve the physical condition of the children. Inquiries are already being made by Local Governments, by means of individual inspections of school children by medical officers, to collect information to enable the Government or school authorities to take remedial and precautionary measures. With the experience already gained, the Government of India have no doubt that such inquiries will be more vigorously prosecuted. My Hon'ble friend will, therefore, understand that the Government of India are in full sympathy with the object that he has in view. Nevertheless, I regret that the Government cannot accept his Resolution. It is not necessary now to refer either to the facts which he has stated or to the reasons that he has advanced. I am free to accept many of the statements he has made. Some of the arguments do not appeal to me, but it is not necessary to refer to them all. If Hon'ble Members will refer to the Resolution itself, they will see that the Government are thereby requested to constitute a Committee, consisting of officials and non-officials. Many of these schools are under the supervision of governing bodies, and it is their duty to make the inquiries that are referred to in the speech of my Hon'ble friend. There is no reason to supersede them, unless it appears that the Committees that might be appointed would perform the duties much better. Again, leaving aside medical officers for the present, it is very doubtful whether officials who have the leisure to attend to these duties can be found in all these places. And my Hon'ble friend wants independent persons—entirely independent persons, fully representative and capable. Such men are not easily found. To lay, therefore, an obligation on the Local Governments to appoint Committees consisting of such officials, it may not be possible to find them; or consisting of such representative persons—it may not be possible to find them either; is out of the question. But if my Hon'ble friend wishes it, the Government are prepared to go far to meet his views. There is no reason why the Local Governments should not appoint such Committees where the conditions are favourable and where the Government can get officials and non-officials of the character referred to by my Hon'ble friend. We are prepared, therefore, to forward a copy of my Hon'ble friend's Resolution, with his speech and the Proceedings of this day, to the Local Governments for them to take action where the local conditions justify it. Further than that we are not now prepared to go.

“ Though the Resolution is confined to the constitution of Committees to make inquiries, in his speech my Hon'ble friend has gone very much further. He asked that a food scale definitely specifying the allowance for children should be framed by the school authorities. That goes very much further than what he indicated in the Resolution itself, and therefore I do not refer to that part of the Hon'ble Mover's speech.

“ For the reasons I have given, Sir, we are unable to accept the Resolution.”

The Hon'ble Mr. Surendra Nath Banerjee :—“ Sir, I have just one word to say in connection with the Resolution and the speech of my Hon'ble Friend. The Resolution confines itself to European boarding schools. There are Indian boarding schools quite as important and far more numerous than the European boarding schools. Is the attention of the Government to be drawn solely and exclusively to European boarding schools in preference to Indian boarding schools? ”

The Hon'ble the Vice-President :—“ Order, order. The Resolution we are discussing is one relating to European boarding schools. As the Hon'ble Member knows, we are not discussing Indian boarding schools.”

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INQUIRE INTO DIETARY ARRANGEMENTS, ETC., OF
CHILDREN IN EUROPEAN BOARDING SCHOOLS; RESO-
LUTION *RE* PLACING THE ANCIENT AND INDIGENOUS
SYSTEMS OF MEDICINE ON A SCIENTIFIC BASIS.

[15TH MARCH, 1916.] [Mr. Surendra Nath Banerjee; Mr. J. H. Abbott;
Khan Bahadur Mir Asad Ali Khan.]

The Hon'ble Mr. Surendra Nath Banerjee:—"I just wanted to suggest that, as the Government is going to make an inquiry, they might include the case of the Indian boarding schools also. That is all I have to say, and I hope that my Hon'ble friend, the Education Member, will consider the matter favourably."

The Hon'ble Mr. Abbott:—"I must thank the Hon'ble the Education Member for the sympathetic way in which he has dealt with my Resolution, and I feel sure that something will come of it. I do not think I need refer to what the Hon'ble Mr. Banerjee said just now. I did not know how far any interference in this matter was possible or desirable in Hindu and Muhammadan schools. I therefore did not include them in my Resolution.

"With these remarks I withdraw my Resolution."

The Resolution was, by permission, withdrawn.

RESOLUTION *RE* PLACING THE ANCIENT AND
INDIGENOUS SYSTEMS OF MEDICINE ON A
SCIENTIFIC BASIS.

The Hon'ble Khan Bahadur Mir Asad Ali Khan:—"I beg to move the following Resolution:—

"That this Council recommends to the Governor General in Council that the Government of India, in consultation with Local Governments, should investigate the possibility of placing the ancient and indigenous systems of medicine on a scientific basis and increasing their usefulness."

"In doing so, I desire to draw the attention of the Council to the state of public feeling in the matter. The passing of the Medical Registration Act in different provinces, the hasty and ill-advised action of the Madras and Bombay Medical Councils against certain leading Indian practitioners for their interest in, and association with, Ayurvedic institutions, a matter favourably disposed of subsequently, and the generally unsympathetic and sometimes prejudicial attitude—with notable exceptions indeed—of the Indian Medical Service towards the indigenous systems of medicine, have really brought to the forefront the Ayurvedic as well as the Unani system. While the allopathic system has received more than full recognition at the hands of the Government, the other systems, especially the two indigenous systems, have been left uncared for. While continued efforts have been made through legislation and by other means to safeguard and promote the interests of the modern system, nothing so far has been done to revive the ancient systems, and encourage their practice. That there has been within recent years a considerable intellectual awakening among the peoples of India cannot be denied. Both Hindus and Mussulmans are endeavouring, in the words of our gracious King-Emperor, 'to conserve the ancient learning of India,' and wherever possible, reconstruct the old edifice on modern lines. Hence people are asking whether it is not one of the functions of the State to give as much medical relief as possible to suffering humanity, and whether the Ayurvedic and Unani systems which, though shorn of their ancient glory through neglect of ages, are still largely practised throughout the country, cannot be so improved as to minister to many millions of patients whom the allopathic system cannot possibly reach.

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Public interest and sympathy are being roused by the publication of literature on the indigenous systems and the holding annually of All-India Ayurvedic and Unani Conferences in the principal cities of India. The founding of Ayurvedic and Unani colleges and dispensaries at important centres, and the growing interest in the study of these systems, are indeed unmistakable indications of a bright future for the Eastern systems. While I myself am not a believer in so-called 'systems,' I venture to think that the modern medical science has certainly made a notable advance. Even 'systems' are liable to change in the light of fresh facts gathered, new experience gained, and more light thrown on the subject.

"The Resolution, Sir, makes but a simple recommendation, at once modest and reasonable, and asks the Government to investigate the possibility of placing the indigenous systems of medicine on a scientific basis and increasing their usefulness. What the indigenous systems are, what is meant by a scientific basis, and what their usefulness is, will be presently explained, before the grounds for such investigation are put forward. The two widely prevalent indigenous systems are the Ayurvedic and Unani systems. It is perhaps too late in the day to question the antiquity of these systems, particularly the more ancient Ayurvedic system, which is said to be as old as the Vedas. These systems flourished during the Middle Ages, and reached a state of perfection. Even to-day the advance made in therapeutics seems to go ahead of modern therapeutics. Both the Ayurvedic and Unani systems lay claim to great antiquity, much intrinsic value and high efficiency. While Ayurveda traces its source to the Vedas, Unani owes its origin to the Greek culture, and traces its development to the Egyptian culture and Arabic sources. Professor J. F. Royle of the King's College, London, in his essay on the Antiquity of Hindu Medicine, said:—'The antiquity and independent origin of their medicine display, I conceive, considerable merit not only as showing that they had at an early period paid attention to what now constitute the several branches of medicine, but also they had discovered various kinds of remedies as well as modes of applying them. That many of these are of a valuable nature we may readily be assured by looking at their *Materia Medica*, and our own obligations to it, as well as by remembering how recently some among them of old date have been introduced into European practice, as the smoking of *datura* leaves in asthma, the prescribing of *Nux Vomica* in Paralysis and Dyspepsia.' But he rightly added, 'From the mixture, however, of much ignorance and absurdity with what is valuable, many will be apt to despise altogether the medicine of the East.' The Right Hon'ble Mount Stuart Elphinstone bore testimony to the value of the system, when he remarked—'We are not surprised with their knowledge of simples in which they gave early lessons to Europe, and more recently taught us the benefit of smoking *datura* in Asthma, and the use of cow-itch against worms. Their chemical skill is a fact more striking and more unexpected.' Dr. George H. Clark spoke of the system thus: 'If the physicians of the present day would drop from the *Pharmacopœia* all the modern drugs and chemicals, and treat their patients according to the method of *Charaka*, there would be less work for the undertakers and fewer chronic invalids in the world.' Dr. A. F. Rudolf Hoernle of Oxford said: 'There is much that is valuable in the old Ayurvedic system of medicine; but there is much more that modern Hindu practitioners may, with profit to themselves and to their patients, learn from the great advances made by modern medical science.' The same remark may equally apply to Mussalman practitioners. Last, but not least, the Hon'ble Surgeon-General Sir Pardey Lukis, than whom there is no warmer friend of the indigenous systems of medicine, in his recent utterance at Indore referred in glowing terms to 'dechlorination,' and added, 'Any *Foid* or *Hakim* could have told us, long before Widal and Javal made their experiments, that salt is contra-indicated in all dropsical affections.' So much for the greatness of the system. One chief difference, however, between the Ayurvedic and Unani systems lies in the fact that the Hindu physicians use minerals too in their preparations, while the *Hakims* use chiefly herbs and drugs. To

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either system modern surgery is practically unknown. Hence the desirability of improving these systems.

“By a scientific basis is meant that the ancient systems which through long neglect and consequent deterioration became rusty, should be so improved as to possess the advantages of the modern system, and brought up to date in the light of recent scientific researches. It must not, however, be understood that the ancient systems are unscientific. But it will be more correct to say they are, perhaps, less scientific. As for their usefulness, it need hardly be said that millions of patients, especially in rural areas, have to avail themselves of the indigenous methods of treatment. Many of those who practise the indigenous systems may be quacks. But the object of my Resolution is to reduce considerably the number of quacks, and have in their place a good number of duly qualified and trained *Vaidyas* and *Hakims*. Even as the present day physicians are, they are not such bad specimens as they are often portrayed to be, and [the indigenous systems themselves have been useful and serve the purpose wherever no access can be had to modern methods of treatment. It must, however, be admitted that the indigenous systems are capable of improvement. They rely too much upon authority. If ever these systems should progress, they should be taught to base their theories and conclusions upon experiment and observation, the foundation stone of any rational system.

“There are good reasons why an investigation of the indigenous systems should be made. In the first place, the existing medical institutions, as well as medical practitioners, are quite inadequate to meet the growing requirements of the country. According to the latest figures available, there were, in 1913, 2,820 Civil Hospitals and Dispensaries treating a little over 515,000 in-patients and over 30 millions of out-patients; 851 State Special and Railway Hospitals treating a little over 98,000 in-patients and 2,331,000 out-patients; and 697 private non-aided institutions treating over 57,000 in-patients, and 4,528,000 out-patients. In other words, there are about 4,490 Hospitals and Dispensaries all over British India treating about 35 million patients, for a vast population of 240 millions. That is, there is one hospital for every 5,500 of the population. They are certainly inadequate. For an equally large, if not larger, number of patients who do not come within the reach of these medical institutions are, I believe, being treated generally by local *Vaidyas* or *Hakims*. If, however, the quality of these physicians is improved, be it ever so little, better results will surely follow, and mortality would gradually go down. Again, there are but five medical colleges with about 1,700 students and 28 medical schools with about 4,200 pupils for all India. Of these, the number of qualified students is very small. These numbers, too, are quite inadequate for the vast Indian population.

“The rate of mortality is very high when compared with that of the United Kingdom. In the United Kingdom, the death-rate was 14·2 per 1,000 of the population in 1913, against 17·1 in 1901, whereas, in India, it was 28·72 in 1913, against 29·46 in 1901. In England and Wales, it was 18·7 in 1913, against 11·9 in 1901; in Scotland, it was 15·5 against 17·9; and in Ireland, it was 17·1 against 17·8. In India, therefore, the death-rate is practically double of what it is in the United Kingdom. In the urban area there is a higher death-rate than in the rural area. Among the provinces, Delhi showed in 1913 the highest death-rate of about 40 per 1,000 of the population, while Madras showed 21·40, the United Provinces, Coorg, the Punjab, Central Provinces, Bengal and Bombay recording 34·84, 33·48, 30·19, 30·28, 29·35, and 26·63, respectively. Thanks, however, to the recent sanitary measures of a benevolent Government, the rate of mortality, since 1911, has been showing a steady decline. From 32·01 in 1911, it came down to 28·72 in 1913. But the rate of infant mortality is much higher. Fevers, cholera and plague have claimed millions of victims. Fevers alone have been claiming a death-roll of about four millions per annum for the last few years. Much of the sickness and mortality, as the moral and material progress and condition of India for 1913-14 says, is due to deficient

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powers of resistance and to insanitary habits and surroundings. The sanitary laws of old which are embodied in the indigenous systems of medicine, if they are brought to light again and carefully adhered to, will surely tend to lower the death-rate and conduce to the better maintenance of the public health, as also a trained body of Ayurvedic and Unani practitioners, in addition to the Indian practitioners of the western system.

“Secondly, the indigenous systems should be improved in the interests of rural economy. The poor peasantry will find the indigenous treatment far less expensive than the allopathic treatment. While medicinal herbs, drugs and plants can easily be obtained in villages at little cost, modern medicine, whether imported or manufactured locally, would cost more. Moreover, villagers have far deeper faith in the indigenous methods of treatment, and family custom, orthodoxy and superstition will invariably favour the indigenous systems. To the poor villager, therefore, a cheap physician, good enough for all practical purposes, is a desideratum.

“Thirdly, the indigenous systems themselves, notwithstanding their defects, can still boast of a rich store of valuable medicine, as efficacious as western medicine. Rich in their *Materia Medica*, the Ayurvedic or Unani medicine can hold its own against modern medicine. The purity and excellence of certain Ayurvedic as well as Unani medicines have been appreciated by some of the best European physicians. If, therefore, investigation is conducted with zeal in this particular direction, the result will have justified the trouble taken. What is really wanted, is a little practical sympathy and freedom from bias on either side in order that the proposed investigation may yield fruitful results.

“For these reasons, Sir, I would request the Government to investigate the possibility of placing these systems on a scientific basis. I may also be permitted to suggest that, in this task of investigation, the Supreme Government, as well as Local Governments will do well to invite the co-operation of renowned *Vaidyas* and *Hakims* and others interested in the study and practice of the indigenous systems. Bengal is rich in its *Kavirajes*. In other centres too, such as Kashmir, Benares, Lahore, Delhi, Calcutta, Allahabad, Bombay and Madras, there are competent authorities whose mature opinion will be of great use to the Government. As a preliminary step towards a complete investigation of the Ayurvedic and Unani systems of medicines, I should like to suggest the desirability of publishing in the original and in English translations of the most renowned and authoritative Treatises of medicine in these systems. Such investigation as the Resolution proposes, when undertaken with full responsibility and vigorously pursued, will not only help to resuscitate the ancient medical systems, but encourage and aid the existing Ayurvedic and Unani Institutions, and eventually lead to the formation of learned bodies or associations for the purposes of bringing into brotherly contact eminent practitioners of the Western and Eastern systems, of investigating indigenous drugs and methods of treatment, and of awarding titles, diplomas, and other marks of public recognition to those who distinguish themselves as students or practitioners of the indigenous systems at examinations instituted for the purpose.

“I hope and trust that this Resolution will meet with the unanimous acceptance of the Council.”

The Hon'ble Mr. Rama Rayaningar:—“Sir, the Resolution, as it stands, reads as though the Hon'ble Mover wants us to understand that the Ayurvedic and Unani systems of medicine are not scientific, but that he does not really do so, is amply evident from his interesting speech. The Ayurvedic and Unani systems are not mere empiricisms; they are undoubtedly scientific. It is true that some of the theories that these systems postulate do not find favour with Allopaths; it is also true that, while the Allopathic system is progressing, the Ayurvedic and Unani systems remain stationary. They are as

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they had been centuries before. This, however, does not mean that these systems are unscientific. That these systems are scientific has been admitted by great many eminent men. Lord Amphill, one of our late Governors, said:—'Colonel King assures me that the ancient Hindus used animal vaccination secured by transmission of the small-pox virus through the cow; he bases the interesting theory on a quotation from Dhanvantari' and continuing His Lordship said—'I cannot refrain from mentioning yet another of Colonel King's interesting discoveries which is, that the modern plague policy of evacuation and disinfection is not a whit different from that enjoined in ancient Hindu Shastras.' Sir William Hunter has the following on the scope of Indian medicine—'Indian medicine dealt with the whole area of the science. It described the structure of the body, its organs, ligaments, muscles, vessels and tissues. The *Materia Medica* of the Hindus embraces a vast collection of drugs belonging to the mineral, vegetable and animal kingdoms, many of which have now been adopted by European physicians. Their pharmacy contained ingenious processes of preparation with elaborate directions for the administration and classification of medicines. Much attention was devoted to hygiene, regimen of the body and diet.' Speaking of the Ayurvedic medicine, Dr. Ray observed—'It is absolutely free from any trace of quackery or charlatanism.' As the Hon'ble Mover has already referred our much esteemed colleague, the Hon'ble Surgeon-General, more than once expressed his high appreciation of these great systems of medicine. What an irony of fate, though these systems are greatly appreciated by eminent men, they are by some condemned as worthless quackery. Whether professional jealousy or ignorance or something better, that is at the bottom of this condemnation it is not for me to say. Whatever that might be, there is no denying the fact that these systems are giving substantial medical relief to millions of Indians. People have great faith in these systems, indeed, in some cases, the cures effected by *Vayadas* and *Hakims* are really marvellous. After all as the learned Charaka says: 'Tadēva yuktam bhaishajyam yad-roggyaya kalpatē Sachaiva bhishajam srētho rogebhya yah pramocharēth'—that is the proper medicine which cures disease and he is the best physician who relieves from ailments.' Besides, indigenous medicines are comparatively very much less costly, and are within the reach of all people; the bulk of Indians are poor and have limited means. They cannot afford to pay for the costly allopathic treatment. Even if they can afford to pay, there are not sufficient number of allopathic medical practitioners to treat all the people. In these circumstances, I think it is the duty of Government to encourage the indigenous systems of medicine. Government can encourage Ayurvedic and Unani systems of medicine in various ways. They can have schools and colleges to teach these systems. They can publish authenticated texts on Ayurvedic and Unani medicines. They can offer research scholarships. It is, however, gratifying to note that Government have begun to take interest in the matter. Recently, when I interpellated Government on this subject, the Hon'ble Home Member gave a sympathetic reply. He said that the Government was considering the matter. It is time something substantial should be done. With these observations, Sir, I support the Resolution."

The Hon'ble Raja Saiyid Abu Jafar of Pirpur:— "Sir, the Hon'ble Mover has done a great service to the Indian public by moving this Resolution. For the Western medical system is undoubtedly a complete, and comparatively speaking, perfected whole comprising all the wonderful advances made by modern surgery, anatomy and therapeutical chemistry, based as it is, on unceasing and elaborate researches in the domain of disease and infection. But the Ayurvedic and Unani systems of treatment, which also had their days of glory and prosperity, still retains a considerable hold over the masses of this country. By a section of the people who profess great faith in these two systems, they are regarded as a very useful means of treatment, especially in some chronic cases. It is most desirable that these systems of

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medicine should be revived and encouraged, which will be undoubtedly productive of enormous benefit to the people. It is regrettable that these indigenous systems of medicine have been dwindling away, neglected and uncared for, owing to the lack of a sufficient number of competent training institutions imparting instruction, and through a want of efficient qualified teachers. The greatest advantage in the Ayurvedic and Unani systems is that almost all the remedies of their pharmacopœias are indigenous, locally and more easily available, and cheaper than the imported drugs of foreign countries. Moreover, the proper spread of these systems of medicine and a multiplication of their practitioners will serve to supplement the number of doctors practising the western system of medicine which is already inadequate for the needs of the country.

“With these remarks, I accord my support to the Resolution.”

The Hon'ble Maharaja Ranajit Sinha of Nashipur:—

“Sir, I beg to support the Resolution. It is a fact that the indigenous systems of medicine, both *Kabiraji* and *Hakimi* are prevalent in this country. There are still several people who are prejudiced against western methods of medicine, especially Hindu widows, who generally resort to the *Kabiraji* and *Hakimi* systems of medicine; and now-a-days, owing to want of State encouragement, these systems are dwindling down. There are very few *Kabirajes* and *Hakims* who can be trusted with important and difficult cases, and so quacks are rampant in many parts of our country. Being a layman, I am unable to compare the indigenous system of treatment with that of the western method; but it is a fact that in most chronic cases the ancient systems prove efficacious, especially in cases of dysentery, etc., and I have known many instances of Europeans even resorting to the Ayurvedic treatment in preference to the Allopathic treatment. In fact, Government also encourages *Kabirajes* and *Hakims*, because I find from the Civil List that the Government have created the two titles of Vaidaratna and Shifa-ul-Mulk for the *Kabirajes* and *Hakims*, so, in a manner, Government also encourages the best *Kabirajes* and *Hakims*, and so, I think, it is time that the State should encourage this sort of treatment, especially because, as my Hon'ble friend has remarked, the poorer classes cannot afford to pay for Allopathic treatment as the charges of doctors are high and also the prices of medicines. In the case of indigenous medicines, the prices are very low and the *Kabirajes* do not charge heavy fees except, of course, in big towns and cities. My friend does not ask now for any State encouragement; he only asks that the matter might be investigated, that this system be put on a scientific basis. As many people depend on this system, I think it is desirable that it should be on a scientific basis, and that the lives of the people should not be left in the hands of quacks who do not understand either the Ayurvedic or Unani systems.”

The Hon'ble Mr. Surendra Nath Banerjee:—“Sir, I desire to associate myself with the support that has been accorded to this Resolution by my Hon'ble friends. The question is one of great practical importance; it is not a theoretical matter in any sense, a question of mere research leading to no practical benefit; for, as the situation stands to-day, there are large sections of the community which avail themselves of the indigenous systems of medicine. Go to a village in Bengal, or to any other part of India, and you will find that the *Kabirajes* are in evidence; you will find that the *Hakims* are also conspicuously in evidence. Therefore, it is a fact which cannot be disputed that a very considerable section of our people, notwithstanding the prevalence of the western system of medicine, avail themselves of indigenous methods. There must be something in these methods to encourage them to have recourse to them; they must be benefited by these methods, otherwise they would reject them. That being so, I think it is the duty of Government to place these systems upon a satisfactory footing for the benefit of the vast masses of the

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population who avail themselves of it. I think, Sir, that that is a clear conclusion to which the existing state of things points.

"Then, Sir, the Resolution is exceedingly moderate. I think my Hon'ble friend asks for no more than this, that the Government should investigate the possibility of placing the ancient and indigenous systems of medicine on a scientific basis. Is it possible to do this? Whether it is possible or not, is to be the subject of inquiry. My friend does not say that it is. It is possible that, after examination, the attempt may have to be given up; but at the same time there is this fact, that these two systems of medicine are in vogue amongst our people, amongst the masses of our people. Who is to make the investigation? No public body has the means, no private individual has the inclination or the means. The Government wields the resources of the State, the Government alone commands the organisation and the means for carrying on the investigation. Therefore, it seems to me, having regard to the present situation, the basis upon which my friend places his proposition is exceedingly sound, exceedingly logical. Here is the Government, cognisant of the fact that there are large numbers of our people who avail themselves of these systems of medicine. These systems of medicine do need improvement, the Government alone can improve them, the Government alone can investigate the question as to the possibility of placing them upon a scientific basis, and that is what the Mover wants Government to do. I am sure my Hon'ble friend who will reply to this Resolution will see his way to accept it. It is an exceedingly moderate Resolution; it is necessary in the interests of the country, and what is more, it will satisfy a vast body of public feeling. For, say what you like about western systems of medicine, about the vast progress that they have made, about the immense and the unspeakable benefits that they have conferred upon our people, I think we cannot shut our eyes to the glories of the past. In the morning of the world, the Ayurvedic system was the only system in vogue. The Greeks borrowed their system from the ancient Hindus, the Arabs borrowed theirs from the Greeks. Therefore, if you go back to the misty past, you will find the Ayurvedic system prevailing. That system has outlived the vicissitudes of time and fortune, and is still an accepted system amongst the population of India. There must be something in it to account for this wonderful vitality, and therefore that fact points to the necessity of an investigation, of an investigation taken up by the great Government that presides over the destinies of this country, a Government which is the custodian of the ancient lore of India. And, therefore, it is with great confidence that I submit that this Resolution should be accepted by the Government."

The Hon'ble Rai Sita Nath Ray Bahadur:—"Sir, I beg to give my hearty support to the Resolution. Repeated attempts had been made in Bengal by *Kaviraj* Bijoya Ratna Sen to induce the Government of Bengal to give assistance to the indigenous systems of medicine by starting a central institution for promoting the study of the Ayurvedic system of medicine, and to put them on a sound and sure footing. But nothing came of his efforts, for the indigenous systems had never been looked upon with indulgence or sympathy. Who have not heard of the great *Kavirajes* Ganga Prasad Sen of Calcutta and Ganga Dhar of Murshidabad, and the very wonderful cures they used to effect in various hard cases, and especially in chronic cases. These indigenous systems are particularly most efficacious in chronic cases. Even now, the great masses of the people who live in the interior, and even the higher classes, always take advantage of the *Kaviraji* system to get themselves treated by *kavirajes* from whom they always get timely and effective remedy and relief. There is no doubt, as stated before, that the indigenous systems are most effective in chronic cases, and Government would do well to encourage the old systems, and to take steps to promote the study of those systems of medicine. I am glad that the passing of the present Bogus Degrees Bill will give a greater impetus to the study of the indigenous systems of medicine."

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The Hon'ble Sir Gangadhar Chitnavis:—"Sir, as a representative of the Province where those systems of indigenous medicines are in practice to a certain extent, I also beg to support the Resolution, although I do not admit that the indigenous systems of treatment lack a scientific basis. I am glad the Hon'ble Mover also does not lay stress upon this point. If they were empirical, they would not have lasted for centuries, and would not have been popular to-day in spite of the competition of the western systems of Allopathy and Homœopathy. There is still a large class of people who believe in them, and the general experience is, that they are very good and helpful in the treatment of certain diseases. But it would be wrong to claim for them perfection. The investigation recommended in the Resolution might be productive of good, and suggestions might be forthcoming which would increase the usefulness of the systems. Examination is the first condition of progress, and as these medicines are still used by a large class of people, any such improvement in the system is sure to benefit humanity. I accordingly support the Resolution."

The Hon'ble Mr. Madhu Sudan Dass:—"Sir, during the discussion that has followed the Resolution and also when the Hon'ble Mover was putting his Resolution before this Council, I frequently heard the use of the expressions 'Western' and 'Eastern' systems of medicine, and it was also said that they differed. There can be no two systems of medicine; medicine must have one scientific basis and one object in view. The object in view must be the cure of human diseases, and different systems followed in different countries may differ as regards the medicines they use, the drugs they use, or the instruments they use—such instruments differing in one country from those in another according to the advancement in other sciences made in each country. What must have been the origin of all medical science? If we go back to the primitive state of man, he must have gone about in a state of barbarism; disease must have overtaken him; he must have picked out some drug, used it and got cured. That was the first step of medical science, and then, as society advanced, the information collected by a number of individuals was tabulated. It was all in its origin empirical in character. Afterwards, the information has been classified, and has assumed now the dignified name of science. It is but natural that in the East—in India—man must have resorted to the drugs which are naturally produced in India, and it is equally natural that in the West man must have used drugs obtainable in the West. The West advanced and with the aid of chemistry they prepared different tinctures, and, whereas the *kabiraj* now prescribes a heap of weeds, Burroughs and Wellcome have made compressed tabloids of these weeds. It is a question of mere dimensions. All that this Resolution asks, is whether there is not sufficient material in India to form the basis of an investigation, and is it not likely that such investigation would bring to light the accumulated result of the experience of thousands of years? Science, Sir, is nothing but the classification of the result of human experience. What is science after all? Science is nothing but a survey of nature. Man looks round him and sees different objects, studies the nature of these objects, the virtues of the plants, and then he deduces his conclusions, and these conclusions form the basis of science, the result of scientific research. The Hon'ble Mr. Banerjee said 'if it is possible to build a science on it.' I do not understand why he should have gone so far as to doubt the possibility of it."

The Hon'ble Mr. Surendra Nath Banerjee:—"I rise to a point of correction. I did not doubt the possibility at all. I simply quoted the words of the Resolution. I said whether it was possible, and, if possible, Government was the only body to do it."

The Hon'ble Mr. Madhu Sudan Das:—"I submit that here we have the accumulated result of the experience of ages, and that result has not died away. The very fact that, since the incoming of the British here

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the Western system of treatment has prevailed to a large extent and has received much patronage from the rich and the influential, but, notwithstanding all these disadvantages against it, the fact that the indigenous system has survived, shows that it has a vitality of its own, and that vitality it draws from the very nature of the soil and the environments of the country. Consequently, it is not at all desirable that such a treasure, a treasure which in fact is the accumulated result of such long experience, should be allowed to die out. In my own time I have seen, Sir, there was a time about 45 years or half a century ago, when the European doctor condemned *dahi* (sour milk). Now, I suppose, that *dahi* is prescribed by every doctor. Men who are lovers of science pick up anything that really contributes to the health of mankind; it does not matter whether it is from the East or West. Disease is the same whether it is in the Eastern body or Western body. A healthy Western body is just the same as a healthy Eastern body. Consequently, Sir, I think that this is a thing which should not die, while we are spending lakhs and lakhs to preserve a monument like the Taj Mahal, or anything of that kind which was meant to commemorate the life of one person. We should not be justified in allowing to die a system which has preserved in the past the lives of millions and millions, and is now doing the same work on the same scale. Should we be justified in allowing this to die? And to die of what? Financial starvation—to die from lack of sympathy from Government.

“With these remarks, I heartily support the Resolution.”

The Hon'ble Mr. Qumrul Huda:—“Sir, we have all heard with interest the history of the Ayurvedic and the Unani systems of treatment just given by the Hon'ble Mover of the Resolution. Ayurvedic science flourished in India during the period of its highest civilization, and when the greater part of the world was very little acquainted with science. Unani, or generally called *Hikmat*, held its sway in Spain for about 800 years. In Egypt, it alone relieved suffering humanity and saved the lives of many till a comparatively recent date. The Hon'ble Mover in his lucid speech has sufficiently proved the fact that these ancient sciences—antiquated though they may look to a bigoted mind—are not such as to be left neglected and permitted to be buried in oblivion. I have heard remarks to the effect that *Hakims* and *Kacirajs* are quacks, but that is not the fault of the science these men profess to know, but the ignorance of the science on the part of the man who passes such remark. It may be admitted that these ancient sciences have not kept pace with the progressing European world. With the changes and the circumstances brought about by time, many so-called *Hakims* and *Kacirajes* have cropped up who cannot have the least pretensions to the science to which they falsely profess to belong. They are rather a slur on the profession. In these days the example of so-called *Hakims* or *Baidis* will not be found wanting, who never learned or studied the science, but pretend to be *Hakims* because their grandfathers or great grandfathers in their time were renowned *Hakims* and had left some well-tried prescriptions. Admittedly such pretenders are a scourge and danger to the lives of Indian people. But why have such miserable and dangerous degradations crept into these noble sciences? The reason is not far to seek. The old institutions for imparting knowledge in this science were swept away by the change of kingdom, and no suitable institutions were found to take their places. When there was no criterion or standard left to judge the merits of those who claimed the knowledge of the science, it was a good day for the impostors to call themselves *Hakims* or *Kacirajes* as it suited their sweet will. Fearing a similar degradation of the European system of medicine, the Government was justified in introducing in this Council the Indian Medical (Bogus Degrees) Bill, though the cause of apprehended danger was not the same nor very similar.

“It is well known to the Government that there are still people in the land who have a preference for the Unani or Ayurvedic systems of treatment

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The Resolution we are discussing seeks, in a manner, for the sympathy of the Government towards these ancient sciences. Any action taken by the Government to teach these sciences on a scientific basis will shut the doors against pretenders and imposters. Naturally, it will improve the present condition of *Hakims* and *Kavirajes*. Thus, it will save the lives of many Indians who die for want of proper treatment. There are a few Madrasas for *Tib* and some colleges for Ayurvedic science in India. Let these be taken under the supervision of the Government, and I am sure in not very long time they will be turned into model *Tib* Madrasas and Ayurvedic colleges.

"With these few words, I support the Resolution."

The Hon'ble Sir Pardey Lukis :—"Sir, although I cannot agree with the remarks in regard to the alleged unsympathetic attitude of the Indian Medical Service towards the indigenous systems of medicine, it gives me very great pleasure to be able, on this occasion, to associate myself with the Hon'ble Mr. Surendra Nath Banerjee in supporting the motion of my Hon'ble friend Khan Bahadur Mir Asad Ali Khan, a motion which deals with practically the same subject as the Resolution recently proposed by the Hon'ble Dr. M. N. Banerji, *viz.*, the provision of competent medical aid for people in rural areas. The motion now before us deals with a subject to which I have devoted considerable thought during the 36 years of my residence in the East, and as I said the other day at Indore, the longer I remain in India and the more I see of the country and its people, the more convinced I am that many of the empirical methods of treatment adopted by the *Vaids* and *Hakims* are of the greatest value.

"I may say also that I do not recognise any fixed line of demarcation between the Eastern and the Western systems of medicine. The main difference between the two is, that whereas one has advanced the other has remained stationary, and that is why I am an advocate for the placing of the ancient and indigenous systems of medicine upon a scientific basis, thus increasing their usefulness. Modern medicine, as we know it to-day, is very different from the rough methods of treatment of the 'barber surgeons,' and we are ourselves only just emerging from the slough of empiricism. I well remember that in the early seventies, at which time disease-causing bacteria were unknown, I was almost howled down when I tried to deliver an address on the germ theory of disease before a Students' Debating Society. Hon'ble Members will recollect also that, until a few years ago, we believed malaria to be due to foul air, as its name implies.

"Why then should the Allopath arrogate to himself the right to appropriate for his individual benefit all new discoveries, denying these privileges to the practitioners of other systems of medicine? This appears to be especially unfair when it is borne in mind that 90 per cent of the Indian population live in rural areas where the *Vaids* and *Hakims* are—and will be for many years to come—the chief attendants of those dumb millions alluded to in recent speeches in this Council. It was in view of this, and in the hope that something might be done to raise the status and improve the education of *Vaids* and *Hakims*, that I insisted on a definite standard of education for the new type of vernacularly trained village practitioners which it is proposed to create, for I am strongly of opinion that, in the interests of the masses, the improvement of the education of those who profess the indigenous systems of medicine is quite as important as the invention of a lower grade of Allopathic practitioner. Personally if I were ill, I say frankly that I would prefer to be treated by a good *Vaid* or *Hakim* rather than by a bad doctor. I resent strongly that spirit of medical trades-unionism which leads many modern doctors to stigmatise all *Vaids* and *Hakims* as quacks and charlatans, and I shall always be proud of the fact that I was privileged to have the friendship of two such learned men as the late Nawab Shafa-ud-dowlah of Fyzabad and Kaviraj Bijay Ratan Sen of Calcutta. I will not trouble a lay audience with all the evidence that exists to show that many of

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the so-called discoveries of recent years are merely 're-discoveries' of facts known centuries ago to the ancients. I will merely remark that I am not alone in my opinion as regards the value of the ancient systems of medicine. If I err, I do so in good company, amongst whom I may mention my friend and former colleague, Sir Havelock Charles, Colonel King, of Madras, to whom India owes the magnificent Research Institute at Guindy, and that distinguished Sanitarian, Dr. Turner, the Health Officer of Bombay. For these reasons, Sir, it gives me great pleasure to be able to announce that I am authorised to accept this Resolution on behalf of the Government of India."

The Hon'ble Mr. C. Vijiaraghavachariar :—"I wish to say a few words, Sir. In associating myself with this Resolution, I thank the Hon'ble Surgeon-General Sir Pardey Lukis for the cordial sympathy he has extended to it. It does seem to me that there is some considerable difference of view between the Hon'ble Mover of the Resolution and the Hon'ble Sir Pardey Lukis, who has been somewhat misled, I think, by the speeches made in support of the Resolution. I am against treating the Ayurvedic and Unani systems of medicine as ancient monuments. I protest against it. I am also against providing the rural population with inferior practitioners, whether you call them Ayurvedic or Unani practitioners, or by whatever name you call them. If the Ayurvedic system and the Unani system are worth investigation they are worth investigation in the name of mankind, and not in the name of the rural poor. I come from the rural poor and I protest against the rural poor being treated as an inferior set of human beings to urban and suburban poor. What we want is, that the science—whether it is a perfect science or an imperfect science—should be investigated for its own sake apart from the uses to which it could be put in India. I also protest against having two sets of medical students and medical facilities in India, one for the poor and one for the rich. What we want is, that the medical future of India should be that, wherever people cannot afford to pay for such medicine and such medical aid, they must have it gratis or at half rates. Whether rich or poor, from Prince down to peasant, we must have the highest benefit which scientific skill can afford to us. The idea of two sets of institutions according as the people they will serve are rural or urban, rich or poor, is most vicious in principle and calculated to produce needless distinctions.

"I also protest against the statement that the ancient medical systems of India are entirely empirical. They had a scientific basis; they reached a certain degree of perfection, as most things in India did. There was progress, political progress, economic progress and progress in everything else; but for reasons we need not investigate now they came to a standstill, and medical science shared the fate of every other science. Then, the Hon'ble Sir Pardey Lukis made a claim for western medical science that it was advancing. I admit it is advancing; but I believe it is advancing mostly and only in one direction, namely, surgery. It is true surgery has decayed in India. If you look into any of the ancient books on surgery, you will find innumerable instruments that we cannot identify: they are named. Bones are also named. I believe something like 600 bones are named in Sanskrit literature, and over 140 or 150 surgical instruments. We don't know how to make those instruments now. But that decay began—it was not merely stationary but decayed—may be granted; while surgery has advanced in Europe to an extraordinary degree. But not Allopathy or anything else along with it. And one can understand why Europe has become the most military nation in the world, and it has summoned to its aid the science of inflicting the most deadly wounds. Those who know how to inflict the most deadly wounds must perforce also know how to cure them; for the two sciences, the science of inflicting the most cruel wounds on little or no provocation on women and children, and the science of surgery, are very intimately connected. I will not deny you this advantage. I freely and frankly admit that Europe

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has made marvellous advance in the matter of surgery. But I deny that they are superior even now in the matter of treating diseases to the Ayurvedic and Unani systems of medicine. I am entirely serious when I say this. What is the practice in Southern India? My friend, the Hon'ble Mr. Surendranath Banerjee always speaks for Bengal. Let me for once speak for Southern India, although we, members of this Council, ought to speak for the whole of India and the whole of Barina. In Southern India this is the practice. In all matters of acute diseases, people—even the best educated people—have recourse to English medicine; but in all matters of chronic diseases, diseases which require long and patient treatment, they abandon western treatment, and take Unani and Ayurvedic medicines. I am not talking of the poor; I am not talking of those who cannot afford it; I am talking of all the people, both rich and poor. They all believe that European doctors are the best for providing prompt provisional remedies in acute cases and arresting their course, where that has to be done; but somehow they have got the belief that European medical science has not got good medicines to get rid of the disease altogether, and they therefore have recourse to the celebrated *hakims* and *kacirajes*.

“I can also quote the case of Japan, though I forget the exact authority. How has it been there? Japan, as we all know, learnt everything that the world could teach her, and it learnt the science of medicine, like every other science from the West. She put the two together, her own science and western science, blending them into one and thus evolved a new system. With what result? In the Russo-Japanese War, she was able to cure 75 per cent of her wounded soldiers, while Russia was unable to cure 25 per cent. What we want is, a thorough investigation of Indian medical science, whether you call it Ayurvedic or Unani is immaterial; overhaul the whole of it and the medical future of India should be a State system in which, as in the Japanese State system, without any name the whole of medical science should be a blended mixture of the Ayurvedic, Unani and Western systems. No matter where the institutions are located, no matter who are the patients rich or poor, that will be the system used. If the Government is going to give us anything less than that; if you reduce your cordial support to the liberal support that you gave to the poor Resolution of the Hon'ble Dr. Banerjee the other day, I am very sorry for the motion, and I am very sorry for the support given by the Government of India. What I want is, that there should be an instalment of the future attitude of the Government, a formulation of that attitude now. We should thoroughly investigate these ancient systems of medicine, introducing Chairs into Medical Colleges for Oriental medicine and Chairs for all that is good in Oriental medicine. If that is not done, do what you like, the Oriental systems are bound to perish.”

The Hon'ble Pandit Madan Mohan Malaviya :—“I feel thankful, Sir, for the discussion which has taken place on this Resolution. I also feel thankful to the Hon'ble the Surgeon-General for the sympathetic support he has given both on his own behalf and on behalf of the Government on the subject. The duty of the Government in this matter is very clear. The Government finds that the systems in vogue in this country are the Unani and the Ayurvedic, and that millions of people resort for medical help to those who practise these two systems. It is, I submit, clearly the duty of the Government—a humane call on the Government—to see that those who practise these systems receive the best education that can be given to them, so that they may be able to render the utmost aid, and also to minimise the chances of their doing any disservice to the people they serve. In that view I agree with my friend, the Hon'ble Mr. Vijiaraghavachariar, that the object should not be to confine the system of education in the Ayurvedic and Unani systems to those who are to be educated in the proposed vernacular schools, but that there should be a proper recognition of the worth and utility of these systems. In order that it should be so, there are only a few facts which

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[15TH MARCH, 1916.] [*Pandit Madan Mohan Malaviya; Khan Bahadur
Mir Asad Ali Khan; Mr. Dadabhoj.*]

have to be recognised. I think that the Resolution is somewhat unhappily worded in that respect, because it speaks of an investigation to find out whether the ancient and indigenous systems of medicine can be placed upon a scientific basis. I submit, Sir, that the true view would be that neither the Western nor the Eastern system of medicine rest very much on a scientific basis; or rather to put it in a different way, that the ancient and indigenous systems of India are not more scientific nor less scientific than the western system of medicine. But the fact is that the triumphs and discoveries which science has made have gone very much to serve and improve the western system of medicine. This is an undoubted and indisputable fact, and to that fact we ought all to be grateful. Surgery has made undoubtedly great strides. In that respect the ancient systems lagged; as my friend has pointed out, we have to bring up the knowledge of surgery in the ancient systems of medicine up to date by incorporating a knowledge of western science in that direction; but in the matter of *Materia Medica*, in the matter of diagnosis and treatment of disease, the ancient systems of medicine have a great deal yet which will compare favourably with any other system. I am not concerned here, nor am I qualified, to institute a comparison between the two systems of medicine. My object is to point out that, as the Government finds that in this vast country a very vast number of His Majesty's subjects do place faith in the ancient systems of medicine, do resort to it in ill-health and times of trouble, it is the duty of Government to see that those who practise these systems of medicine receive the best possible education which can be given to qualify them for their profession. In that view, I hope that the Resolution will be taken up by the Government, not from the point of view of placing the indigenous systems of medicine on a scientific basis, but by promoting a systematic study of those systems alongside of the study of western medical science. It is a matter of sadness that for a long time, one hundred years and more, this duty has not been pressed upon the attention of Government. It is a pity, but it is never too late to begin a new reform, and in this matter I am very thankful that Government have shown an attitude of sympathy and willingness to institute an inquiry into the subject. I only hope that that inquiry will not be in the futile direction of placing one or the other system of medicine on a scientific basis, but on enriching the indigenous systems, by incorporating all that is best in the modern system and all that is lacking in the ancient system, of blending them together in such a way, that it will serve mankind in the best possible manner to the benefit of the people and to the immense credit of Government. I strongly support the Resolution."

The Hon'ble Khan Bahadur Mir Asad Ali Khan :—" Sir, I do not think it is necessary for me to make any speech at this stage. I must thank Sir Pardey Lukis and the Government of India that they have been pleased to accept my Resolution. I must also thank all my non-official colleagues for their support of my Resolution."

The Resolution was put and accepted.

**RESOLUTION *RE* EXHIBITION OF WAR FILMS IN
SCHOOLS.**

The Hon'ble Mr. Dadabhoj :—I beg to move the following Resolution :—

'That this Council recommends to the Governor General in Council that steps be taken by Government for the exhibition in all schools and colleges under Government control of the official war films, and for the introduction in them generally of the cinematograph for the impartation of instruction in hygiene, sanitation and agriculture.'

[Mr. M. B. Dadabhoj.] [15TH MARCH, 1916.]

"I need hardly commend this Resolution to Hon'ble Members with any lengthy remarks. The utility of the cinematograph as an instrument of instruction is obvious. As Professor Gregory of Glasgow pointed out, it 'is the most complete and the most vivid method of illustration.' It is very useful in the teaching of geography and natural history. Besides, in the words of Professor Gregory—

'In technical education the kinematograph promises to afford incalculable help. It will give medical students in all parts of the world the opportunity to observe special surgical operations, and to see them even better than they could do if present at the operation itself. It will, moreover, display costly industrial processes to students who have no chance of seeing them in actual practice.'

"In America, France, Germany and Japan the cinematograph has been introduced in schools. The Americans disseminate useful knowledge about phthisis and other diseases, and the fly and mosquitoes through the cinematograph, and in Pennsylvania it is used to great advantage in agricultural and horticultural education. In England, doubtless, Government has not done much in the line, but political, charitable and municipal organisations requisition the services of the cinematograph for their special purposes. The Women's Imperial Health Association communicates valuable information through the celluloid film. Its employment in schools for instruction is likely to be appreciated most in India, and the short experience we have had of it justifies the conclusion that it has already gained a firm hold upon the popular mind. It fits in well with the ancient traditions. The Sanskrit lore, the richest perhaps in the world, for centuries was transmitted from generation to generation by word of mouth, and representation either on the stage or in the village fair by means of shows has always formed one of the most effective agencies in the education of the masses. It is true according to the Western test of literacy as applied at present, the bulk of the people are submerged in ignorance, but so far as the high caste Hindu population is concerned, thanks to the efforts of the Iperipatic expounders of the *shastras* and the great epics, and of the organisers of the village shows, there is a considerable amount of ethical and spiritual knowledge even among the common people which helps to imbue them with sober ideas and a lively sense of their duty towards their King and country and towards themselves, and gives them a general refinement. And this knowledge has survived through centuries of chaos, misrule, war, rapine and successive foreign aggressions. The Mahomedans also have similar agencies for popular education. They have their *mullahs* and their fairs from time immemorial. And not only that: They have been influenced to some extent by the Hindu institutions. It may be broadly stated that, barring the aboriginal tribes inhabiting the hills and the jungles, the people have depended more upon shows than anything else both for the education and the delectation of the masses. 'Nature study' similarly, about the necessity of which we hear so much nowadays, has been one of the principal courses of education in orthodox India. The *asrams* formed the schools of Hindu India, and situated as they were far away from the hubbub of the towns amidst hills or beautiful forests or on the banks of the mighty rivers, hill streams and rapids, the scene afforded the amplest opportunity to the Indian pupil to imbibe all that a rich and bountiful Nature has to impart to the earnest inquirer. Life in the *asrams* was in itself a course of study of inestimable value. But the order has changed; new factors have come into play, and the conditions of life and study of the present day have destroyed the corrective and ennobling influence of the indigenous system of education. And informed opinion is that this has not been all to the good. We have lost much that was valuable in the previous system. But the die has been cast; a reversion to the old methods is not to be seriously thought of. Sound progress will lie in the judicious use in the schools and the colleges of the great scientific inventions of the world, alongside of the conventional instruction through secular books, with additional instruction in religion wherever practicable.

"Now, Sir, the European War that is going on, the greatest in the history of the world, should not be lost upon the youthful section of the people of the

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[*Mr. Dadabhoj.*]

country. The youths are the hope of the future; they will be our future citizens. Any effort to strike their imagination with the might of the great Empire of which India, through the wise Dispensation of Providence, forms an integral part, to instil in their minds a due sense of proportion, and to give them a proper idea of the responsibilities of the coveted Imperial citizenship, can never fail to have upon the country as a whole the most beneficial and abiding influence. Years ago, after the Chitral Expedition, a Military Tournament was arranged in Calcutta by Colonel Chatterton, and it was an effective demonstration of the military strength of this Indian Empire which appealed powerfully to the Bengal public. Even now as we discuss this resolution a Military Tournament is held in Calcutta for the War Fund. But the necessity of holding such Tournaments is no longer present after the introduction of the cinematograph. Every manœuvre, every little detail of the movements of colossal armies, the exploits of the invincible Royal Navy, which is the bulwark of the political independence and the commerce of the British Empire, the conveyance of war materials and provisions, the transport of troops and of volunteers going to the Front from India and His Majesty's Overseas Dominions under an impelling sense of duty,—in short, the numerous details of the huge machinery employed against the mighty forces of unscrupulous militarism, can be exhibited before the Indian public through the cinematograph at a minimum of cost and the maximum of profit. And it is of the first importance that the impressionable oriental youth should have laid before him the unique object lesson of this great War. It is desirable in the interest of law and order, it is necessary in his own interest that he should have an ocular demonstration of the military resources of the British Empire, and should have a correct idea of his insignificance against forces so highly organised and so large, as also of his important and dignified position as an Imperial citizen. Even the casualties will have their lessons. The war films are incalculably more valuable as instructors than the wounded soldier of the poet who could 'shoulder his crutch and show how battles are lost and won.' But we must necessarily have the official and authorised films. And Government can only reasonably be asked to exhibit these in the schools and the colleges under their control.

"Sir, the Resolution also recommends the introduction in them generally of the cinematograph with a view to impart instruction to the pupils in hygiene, sanitation and agriculture. Such instruction is admittedly absolutely necessary. Demonstration lectures on hygiene at least with the help of the magic lantern are familiar to us, and, as shown above, the cinematograph can be made to serve our purposes better than the magic lantern. Through it a continuous whole can be shown instead of individual parts by means of slides. And films can surely be made without much difficulty to demonstrate clearly and effectively sanitary methods and improved agricultural methods. The principles will be more readily grasped and much longer remembered by even the most careless student who feels bored and puzzled by dull and difficult text-books. The cinematograph so employed will increase the attractions of the public institutions, and will help to excite in the student a real interest in the subjects which cannot but be productive of the best of results. Dr. Bumpus of the Wisconsin University attaches great value to the cinematograph as an instrument of popular education.

"I should notice here two objections that are often raised to its employment in schools. It is said the exhibition is too trying to the eye and has a deadening effect upon the intellect by exposing too much. The first of these contentions is of dubious soundness and the second appears illogical. Experience does not lend support to the theory that the eyesight becomes damaged by following cinema shows. The other argument is, however, far more serious, but lacks substance. If demonstrations, pictures, maps and lantern lectures do not militate against the sound principle of education that the pupil should be encouraged to exercise his thought and imagination, it is difficult to see how visualisation by means of the cinematograph does. The principle is the same. On the contrary, these realistic shows, to my mind, dispel wrong notions.

[*Mr. Dadabhoj; Mr. Mant.*] [15TH MARCH, 1916.]

"The cost of the experiment, I believe, will not be prohibitive, and in view of the solid gain anticipated, is well worth incurring. Moreover, the whole thing can be managed economically if, instead of attempting to provide each school and college with an apparatus, important places are selected as centres, and exhibitions in all institutions within each centre are placed in the hands of peripatetic operators who will tour throughout their charge at regular intervals. It is likewise easy to recoup the maintenance charges as also the initial outlay by charging the pupils a small fee which nobody will grudge to pay.

"Sir, in consideration of all these facts I ask Hon'ble Members to adopt this Resolution. I am confident the suggested departure will be welcome to the people. It has already been mooted in the Press and by enthusiasts, and I ought to mention that, except as regards the suggestion of the employment of the cinematograph for instruction in agriculture, the Resolution follows the lines of the inspiring leaderette on the subject in a recent number of the *Times of India*."

The Hon'ble Mr. Mant:—"I am sure that this Resolution will command general sympathy. Probably every Member of this Council who looks back on his school days will be able to recall some dull moments when he would have welcomed an order to put aside his lesson books and go to an exhibition of moving pictures. Whether this diversion would have been good for his education is another matter.

"The attitude of the Government of India towards the Resolution as a whole will, I understand, be explained by my friend Mr. Sharp. I propose to deal only with a small part of it, *viz.*, the idea of imparting instruction in *agriculture* by means of the cinematograph. The scope for activity in this direction is at present extremely limited. Agriculture is not taught at all in the ordinary schools, and, as the Hon'ble Mr. Hill explained to the Council last week, the Conference on agricultural education recently held at Pusa came to the conclusion that all attempts to teach it as a subject in primary schools should be definitely abandoned. The accepted policy is to teach agriculture only at special schools and colleges, which are as yet very few and far between, though it may be hoped that one result of the Conference will be to increase the number of these schools.

"In one province, *viz.*, Bombay, a very promising start has been made with vernacular agricultural schools; but the success achieved has been chiefly due to the fact that the instruction is imparted on strictly practical lines. The boys actually cultivate the land themselves, and are shown how to do this to the best advantage. It is very doubtful whether the cinematograph would be a useful supplement to education of this kind. I understand that some films have been manufactured which will show a bud suddenly burst into flower. This is no doubt very wonderful, and it is possible that the advanced student may learn something from films illustrating the growth of plants. But to the ordinary school boy such a picture would be of doubtful value. It is just as likely to bewilder as to instruct. By compressing one of nature's slow processes into a few moments of time, it distorts the facts of nature, just as a concave mirror distorts the faces that it reflects. This sort of picture seems to me to be very similar to the performance of the conjurer who translates a mango seed into a tree. If it conveyed anything to the mind of the school-boy, it would probably give him the impression that flowers grow faster in Europe than they do in India. For the purpose of exhibiting pictures of plants, the magic lantern is, in many respects, superior to the cinematograph, as it does not misrepresent the facts, and the image can be kept on the screen while the teacher is explaining it. It is, moreover, cheaper, more portable, and much easier to work. The Agricultural Research Institute at Pusa is already doing a good deal in the way of producing lantern slides, especially those illustrating the life histories of Indian insects. The Institute has distributed over 500 of these slides to agricultural colleges, and has sent another 400 to Directors of Agriculture and to Agricultural Associations. On the outbreak of an insect-

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pest among crops, it has been found very useful to take a magic lantern to the locality and show the villagers slides of the insects concerned. We have some specimens of these slides in the Secretariat and I shall be very glad to show them to the Hon'ble Mover or any other Hon'ble Member who may care to see them.

"There are of course many agricultural operations which the cinema does not distort, and which it would be very useful to exhibit in India. If suitable films could be obtained, which is by no means an easy matter, the cinematograph would be an admirable medium for illustrating the working of agricultural machinery and numerous processes of manufacture subsidiary to agriculture; but exhibitions of this kind are, I think, more suited to a general audience and especially to the adult agriculturist than to boys at school. It is to be hoped that more films of this nature will gradually become available, as they would be of great value in giving the Indian cultivator a vision of the wide field of improvement that lies open to him. When one sees the rubbish that is ordinarily exhibited on the cinema, one cannot but feel that the public taste is bound to rebel against it, and to demand the presentation of more serious and useful subjects.

"I am so far, Sir, in sympathy with the objects of the Mover of this Resolution, but as I have already explained, I am doubtful of the advantage of introducing the cinema as a part of the curriculum in our agricultural schools and colleges. There is also a serious objection, which, it seemed to me, was somewhat lightly dismissed by the Hon'ble Mr. Dadaboy, *viz.*, that the cinema constitutes a grave danger to the eye-sight of the rising generation. My friend, Mr. Sharp, will be able to give the Council more precise information on this point, and he may perhaps be able to devise an amended form of Resolution which would be acceptable to the Government. As the Resolution at present stands, I am afraid that, from the point of view of the Department of Agriculture, I cannot support it."

The Hon'ble Mr. H. Sharp:—"I understand that the general intention of this Resolution is the encouragement of visual instruction. Any such movement is to be welcomed, and is indeed fully in accord with the policy of the Government of India as declared in their Resolution of 1913. I should like to take this opportunity of recounting very briefly some of the steps which have been taken to this end.

I think I may say that all provinces are now fairly supplied with wall pictures for schools and with magic lanterns. I can certify from experience that some provinces have long been supplied with these things, and that inspecting officers carry lanterns about with them and exhibit them even in the village schools. I can best give an idea of what is being done by referring Hon'ble Members to a press note issued by the Government of Bombay on the 4th August, 1914. It shows the following facts—

"In 1910, the Director in Bombay urged that the lantern should be used as an aid to the study of history, geography and science, and further, in conjunction with touring officers of the Agricultural and Sanitary Departments, for the display of agricultural and sanitary facts and principles. Every Government high school and training college was accordingly provided with a good lantern, and a collection of slides was accumulated. Next, Deputy Inspectors of schools and some of their assistants were provided with lanterns and slides for the promotion of general and sanitary knowledge in primary schools in rural areas. A sum of Rs. 20,000 was sanctioned for this purpose, and an officer was placed on special duty to instruct the teaching and inspecting staff. But, since lantern displays cannot be of frequent occurrence in village schools, it was decided to supplement them with sets of stereoscopic pictures, and to provide for every three Local Board schools a set of two stereoscopes and a number of stereoscopic pictures. Two sets, each of 250 pictures, have been prepared—one for primary schools to illustrate the readers, the other for secondary schools. Each Board school possesses 36 pictures out of a set interchangeable with other parts of the set. Each secondary school has a full set of 250.

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"I am not aware whether other provinces have thus specialised in stereoscopes. But this description from the Bombay Presidency gives a good idea of what is being done by Departments of Public Instruction in regard to lanterns.

"Again, with reference to hygiene and sanitation, which are specially mentioned in the Hon'ble Mr. Dadabhoy's Resolution, the Hon'ble Sir Pardey Lukis and the Sanitary Commissioner have kindly supplied me with a good deal of information regarding what is being done. Thus Major Glen Liston says that, at the Bombay Bacteriological laboratory, he has a collection of ten cinematograph films illustrating medical subjects. He is anxious to prepare his own films, and the Government of Bombay have sanctioned money for a camera. There is also an ample stock of slides at Parel, and illustrated lectures have been prepared on various subjects—plague, dracontiasis and tuberculosis. A set of about 165 slides on hygiene has been collected in Simla. Sets of slides dealing with sanitation are now for sale with private firms, and this fact has been brought to notice. Further, the Sanitary Commissioner has provided me with a description of what is being done in Bengal. Three Assistant Surgeons are attached to the Education Department, and provided with a lantern and a set of slides dealing largely with malaria and its prevention. The Sanitary Department also has two lanterns and three or four complete sets of slides on malaria for loan. These lanterns are also used for giving lectures at agricultural fairs. Now all this shows that a good deal is being done. But this Resolution would go further than lanterns and stereoscopes, and raises the question of the cinematograph and education. Quite a lot has been written on this subject. I propose briefly to state how the question stands at present.

"The cinematograph appears to have a certain vogue in schools of some countries, especially in the United States; and some American writers consider it an admirable adjunct to education. On the other hand, many opinions have been expressed unfavourable to the use of the cinematograph in schools. There is, in fact, considerable divergence of opinion on the subject. I need not multiply instances. But a report made by the Chairman and Director of Education to the Lancashire Elementary Sub-Committee states that, with very few exceptions, all the teachers interrogated on the subject agree that the shows are detrimental to children. An investigation made at a normal training school in the state of Ohio resulted in nearly all the pupils declaring that they were the worse for these displays, and were afflicted with head-aches and eye-strain. A Conference considered the matter in 1913. It was found that the experts were divided as to the educational value of the cinematograph. The London County Council decided not to proceed with its experiments at the Polytechnics. I should add that I have gathered these facts not from official sources, but from educational periodicals from time to time.

"Why should there be these misgivings about the cinematograph? At first sight, its advantages would appear to be obvious. It interests children, who naturally love movement and colour. It can make a dull lesson pleasing. It is an advanced form of visual instruction, and it is useful for demonstration in some higher forms of professional training. Moreover, in what has been written on the subject, there is a good deal which shows that it is recognised that the cinematograph has come to stay, and is taking an ever increasingly important part in town life, and that therefore it is better to organise displays for children on suitable lines rather than allow them to seek recreation in cinematograph halls where the displays are not arranged with reference to the requirements of children. This last is of course a negative argument, and is not necessarily flattering to the cinematograph. But, on the other hand, it is urged that there are positive dangers about the cinematograph in schools. The displays tend to bring children together in crowded and perhaps ill-ventilated rooms. *Pace my Hon'ble friend, evidence shows that attendance at the cinematograph has a detrimental effect on the eyes and even the nerves of children. Only the other day, I observed in a leading article in one of the best known papers in India, a statement that the eye-strain resulting from the cinematograph is demanding*

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the close and critical attention of all physicians who have a care for the rising generation I understand that efforts are being made to overcome these physical disadvantages. But there is also doubt about the mental effect. The cinematograph is exciting. It stimulates, but does not arrest, attention. The realistic nature of the films leaves too little to the work of the imagination, and I hold that the imagination is one of the most potent faculties in the young, and a faculty for the development of which complete representation is an actual error. Again, the Sanitary Commissioner tells me, as the result of experience, that, in matters of sanitation, for rural tracts, the simpler and cruder the picture the better is the result obtained. There are also difficulties of other kinds. The production of suitable films is not easy. It is not a paying proposition compared to that of popular films. The subjects require very special treatment. In order to illustrate this difficulty, I had intended to read a passage from one of the reports of the Commissioner of Education at Washington, the writer of which is an enthusiast on the educational use of the cinematograph. But it is late and the passage is long, and I must content myself with saying that it shows that it is difficult to procure films which give a faithful representation of facts (a point made in Mr. Mant's speech also); indeed, that children sometimes ask the teachers which they are to believe—the text-book or the cinematograph; and that the supply of films is inadequate, the distributing agents being interested in the popular side of the business, which is more lucrative. Indeed, it seems that at that time no manufacturer in America turned out educational films in sufficient quantities, though films were procurable from England, France and other European countries.

“Again, there are other things. The cinematograph is not so easy to work or to lecture to as are the commoner forms of visual instruction. The cost of a good film may run into hundreds of pounds, and of its loan into thousands of rupees, and I may add that films do not last for ever and in fact are rather destructible. Some idea of the cost involved may be gathered when I state that the comparatively simple devices which I have described as in use in the Bombay Presidency for visual instruction have already cost considerable sums. In that Presidency, Rs. 36,000 has been spent in purchasing lanterns, and I find that a lakh of rupees was sanctioned for the supply of stereoscopes and stereoscopic pictures to schools. How much more expensive would be the supply of the cinematograph? And, I may add, only a few can participate in the cinematograph displays, whereas lanterns and stereoscopes can be freely distributed over the country, since these smaller forms of instruction can be easily carried about even in remote places.

“These are the main reasons why there is still doubt as to the educational use of the cinematograph. I am assured that it is not of special value as regards sanitation and hygiene, though it is of value in medical instruction as the Hon'ble Mr. Dadabhoj has rightly pointed out. For sanitation and hygiene, the lantern is probably a more effective instrument. As regards agriculture, Mr. Mant has already spoken about it. Those who favour the cinematograph for educational purposes seem to think it is best applied in teaching geography, history, and natural history.

“The other part of my Hon'ble friend's Resolution, which deals with official war films, stands on a somewhat different footing. The existence of these films had already been brought to the notice of the Government of India, and the matter is under consideration. Intimation of their existence has already been given to at least one of the leading cinematograph firms in India, and Local Governments will probably be asked to lend official patronage to the displays. It is improbable that Government will take a direct hand in importing these films; nor is this necessary. For the cinematograph has attained a great popularity in India; the number of halls is rapidly spreading; and the firms engaged in these displays are in a strong position, and quite capable of purchasing even expensive films. No detailed arrangements have yet been decided upon. The displays will presumably be confined to the public cinematograph halls, and I myself hope that facilities will be given for students to see these displays under favourable conditions.

[*Mr. H. Sharp; Pandit Madan Mohan Malaviya; [15TH MARCH, 1916.]*
The Vice President; Mr. Dadabhoj.]

"The general position regarding the cinematograph in schools is this. The Government of India are not convinced that this method is the best for instruction, or is even free from harm. Much has already been done in the way of lantern slides and other forms of visual instruction. The suitability of these methods is unquestioned. The still picture arrests attention, and is easier to lecture about. The lantern and the slide are comparatively easy to work. The cost of the cinematograph for general purposes is prohibitive. The cost of a valuable film would probably build a dozen excellent primary schools. But even if there were not these objections, it is held by some authorities that the effects of the cinematograph on children are physically and mentally deleterious. Anyway, the still picture offers a more effective method for teaching the subjects which are specially mentioned in this Resolution, and the production of suitable educational films presents difficulties. At the same time, there is no harm in permitting experiments to be made. The Government of India have put a private agency, whose object is the display of educational films for pupils, into touch with Local Governments, and though I have no official information, I understand that some of the Local Governments are rendering assistance to this firm. I noticed a passage which appeared only the other day in the *Madras Mail*, which states that the Burma Educational Syndicate have said they are not in favour of the Education Department taking any action for the introduction of the cinematograph as a means of education, but considered that Managers of schools should be approached and arrangements made with them.

"In so far then as the Hon'ble Mr. Dadabhoj's Resolution represents a plea for visual instruction, it is to be welcomed as springing from the most wholesome and refreshing motives. But the Government of India would prefer to await the results of the experiment I have just mentioned, further information as to the progress of the educational cinematograph in other countries and success in the production of educational films, before accepting a Resolution which would commit them at this stage to the use of the cinematograph in schools. I am authorised to say that the Government of India are, therefore, unable to accept the Resolution in its present form. But if my Hon'ble friend will withdraw his Resolution, and will put it forward in a slightly modified form, it can then be accepted. The form suggested is as follows:—

'This Council recommends to the Governor General in Council that steps be taken by Government for the exhibition of the official war films, and that special facilities be given to pupils of Government institutions to attend these exhibitions, and that encouragement be given to the development of visual instruction in schools and colleges under Government control.'

The Hon'ble Pandit Madan Mohan Malaviya :—"Sir, I should like my friend the Hon'ble Mr. Dadabhoj to say whether he is going to accept the amendment so that others who wish to speak may do so before him."

The Hon'ble the Vice-President :—"The first point to settle is, what the form of the Resolution is to be. I will ask the Hon'ble Mr. Dadabhoj to say whether he wishes to press his original Resolution or to withdraw it, and to move this fresh one."

The Hon'ble Mr. Dadabhoj :—"I accept the amended Resolution."

The Resolution was, by permission, withdrawn.

The Hon'ble the Vice-President :—"The motion now before the Council is—

'That this Council recommends to the Governor General in Council that steps be taken by Government for the exhibition of the official war films, and that special facilities be given to pupils of Government institutions to attend these exhibitions, and that encouragement be given to the development of visual instruction in schools and colleges under Government control.'

The Hon'ble Pandit Madan Mohan Malaviya.—"I rise, Sir, to protest against the time that is being wasted by this Council in the consideration both of the Resolution as it stood originally and in the form in which it is now proposed. It will give an indication to the world that, in these days of war, we have nothing more serious to discuss than the question of the employment of cinematographs in schools, and that the Council has sat for an hour and a half listening to the discussion of a subject which could have been much more easily settled by correspondence.

"I only want to add this: I think the Resolution, in the form in which it has been altered now, is a very different Resolution from what the Hon'ble Mr. Dadabhoj proposed. Holding that view, I object to a Resolution which has been materially altered being suddenly sprung upon the Council. The Hon'ble Mr. Sharp has given it as complete a change as could be given by putting in the words 'the encouragement of visual instruction' at the end of the Resolution. As explained in his speech, we understand what the encouragement of visual instruction means in that Resolution, but the Hon'ble Mr. Dadabhoj made it very clear that he was referring to visual instruction of a definite kind. On that point, the Government have completely refused his Resolution, and I think, Sir, it is best, in these circumstances, that, as the Hon'ble Mr. Dadabhoj has withdrawn his first Resolution, he ought to have time to consider whether he will bring this Resolution in the form proposed by the Hon'ble Mr. Sharp for further consideration by this Council. At any rate, as a humble member of this Council, I request you, Sir, not to allow the Resolution in the altered form to be put before the Council, so that our time may not be taken up at this juncture with it any more."

The Hon'ble Mr. Dadabhoj:—"Sir, I have not been quite able to follow the line of argument of my friend the Hon'ble Pandit Malaviya. My Hon'ble friend protested against my having withdrawn the original Resolution and accepted the modification suggested by Government. I do not think that, by acquiescing in this arrangement, I have departed from the usual practice. In fact, my friend the Hon'ble Pandit Malaviya has oftener than myself accepted amended Resolutions before this.

"I shall now explain the circumstances under which I am constrained to accept this amended and modified Resolution. I was unwilling in the first instance to accept this modified Resolution; but if I had the alternative placed before me of either my Resolution in its original form being rejected, or some form of visual knowledge being imparted, I should certainly prefer the latter. Instead of having nothing, at least let us see that Government moves in this direction. And once the Government moves it will find hereafter the advantages of the scheme, and will perhaps be prepared to go further along the line we wish. I am therefore unable to follow either the line of argument adopted by my Hon'ble friend or his criticisms on the subject.

"Now, Sir, the Council has received some very interesting information both from the Hon'ble Mr. Mant and the Hon'ble Mr. Sharp. The Hon'ble Mr. Mant has explained to us with a reference to the Hon'ble Mr. Hill's speech the other day introducing certain heads of the Financial Statement, that special schools are few and far between, and that the Government is not in a position to introduce this method of instruction in the Department of Agriculture. I am sorry that the Government of India is not convinced of the desirability of this form of instruction. However, it is the same old story. The Government of India is slow; it prefers to adhere to its own antiquated methods; it is not like other Governments which move more quickly in these matters. We have got the example of America; we have got the example of Japan; and we find that in those places this form of instruction has been introduced with great success. I am sure if a similar experiment had been tried in this country, the Government would have found it to be equally successful. However, as I said, it is a matter of difference of opinion.

[Mr. Dadabhoj ; Pandit Madan Mohan Malaviya ; [15TH MARCH, 1916.]
The Vice-President.]

" From the interesting speech delivered by my friend, the Hon'ble Mr. Sharp, it appears that he is a lover of the magic lantern ; he prefers the magic lantern to the cinematograph. Here, again, opinion is very much divided. However, from the latter portion of his speech it appears that the Government has already started inquiries regarding this matter and opinions are being collected. Reading between the lines of his speech, it clearly appears to me that, sooner or later, the Government will come to a final decision in the matter, and very probably a year or so after, they will decide to introduce the cinematograph in schools. However, so far as the wording of the Resolution which has been placed before me for my acceptance by the Hon'ble Mr. Sharp goes, I do not find anything objectionable in it. It certainly does not meet my case ; it curtails the scope of my Resolution to a very material extent ; but, as I have said, I feel convinced that if a small beginning is made by the Government in this matter now, later on, when some experience has been gained and after they have ascertained the cost that will be involved in the experiment, they will come round to my way of thinking.

" Under these circumstances, I think it advisable to accept the amended Resolution, though it very much curtails my original Resolution. In hopes of future, further and wider action I accept this modified Resolution, namely :—

' This Council recommends to the Governor General in Council that steps be taken by Government for the exhibition of the official war films, and that special facilities be given to pupils of Government institutions to attend these exhibitions, and that encouragement be given to the development of visual instruction in schools and colleges under Government control.'

" I only wish to add that I hope the suggested departure will mark the beginning of a new system of imparting instruction, and that later on, if it proves successful, Government, in its generosity, will also see the advisability of extending its scope and this boon to private institutions and schools."

The Hon'ble Pandit Madan Mohan Malaviya :—" I want to speak on the amended Resolution, Sir."

The Hon'ble the Vice-President :—" I do not think the Hon'ble Member will be in order in doing that. This is now the final stage."

The Hon'ble Pandit Madan Mohan Malaviya :—" May I submit, Sir, that the Resolution as amended is a new Resolution, and that every one of us is entitled to give his opinion for and against it. I request that you will kindly rule on this point, *i.e.*, whether we are or are not entitled to speak. It is an entirely new Resolution that was put just now."

The Hon'ble the Vice-President :—" I admit the point. The Hon'ble Member can speak."

The Hon'ble Pandit Madan Mohan Malaviya :—" I only want to say a few words, and that is to add my strong protest against any money being spent even in the way suggested in the amended Resolution. We want every pie we can get for primary education. We are not in a state when any money can be spent on cinema shows ; and when there is, as evidenced in the speech of the Hon'ble Mr. Sharp, strong objection to the cinematograph being displayed to young students, I submit that the Government will be pleased to consider the matter much more seriously than has been done, and not send out a recommendation to Local Governments which will encourage them in incurring any expenditure on cinematograph shows, or in encouraging young students being brought to face the glare which is certainly injurious to their eyes and which is not very helpful in other ways. That is all I have to say."

The Hon'ble Mr. Dadabhoj :—" Am I not entitled to speak on the Resolution in reply to the remarks just made by the Hon'ble Pandit Malaviya ?"

RESOLUTIONS *RE* EXHIBITION OF WAR FILMS IN SCHOOLS, 359
AND THE PLACING ON THE TABLE OF THE CORRESPONDENCE RELATING TO THE RECOMMENDATIONS OF THE DECENTRALISATION COMMISSION.

[15TH MARCH, 1916.] [*The Vice-President; Mr. Dadabhoj; Pandit Madan Mohan Malaviya.*]

The Hon'ble the Vice-President:—“The Hon'ble Member is entitled to speak, but the subject is very nearly exhausted.”

The Hon'ble Mr. Dadabhoj:—“I just want to say one word more about the question of expenditure. I am sorry that my Hon'ble friend, Pandit Malaviya, cannot see eye to eye with me. His ideas of all education is by books, conferences, societies and that sort of thing. He underestimates apparently the value of the instruction to be received by means of the cinematograph. This is one of the most important methods, and it has been recognised as such in every educated and advanced country. If my Hon'ble friend will study the educational history of such a country as Japan, he will find the progress that has been made there by the utilisation of the cinematograph. I say that is a complete justification of any reasonable expenditure which the Government may have to incur in this matter. It will pay Government tenfold by making citizens that are better informed, more loyal and having a knowledge of their responsibilities and duties.”

The Resolution, as amended, was then put and accepted.

RESOLUTION *RE* THE PLACING ON THE TABLE OF THE CORRESPONDENCE RELATING TO THE RECOMMENDATIONS OF THE DECENTRALISATION COMMISSION.

The Hon'ble Pandit Madan Mohan Malaviya:—“Sir, I see that in answer to a question put this morning by my friend the Hon'ble Mr. Banerjee, important papers with which my Resolution is concerned, have already been laid on the table. In these circumstances, I beg leave to withdraw the Resolution, with liberty to bring it in another form if I feel so advised, namely.—

‘That this Council recommends to the Governor General in Council that the correspondence between the Secretary of State and the Government of India, and also that between the Government of India and Local Governments relating to the recommendations of the Decentralisation Commission contained in Chapters 19 and 20 (Rural Boards and Municipalities) be placed on the table of this Council.’

The Resolution was, by permission, withdrawn.

The Council then adjourned to the next day, Thursday, the 16th March, 1916.

A. P. MUDDIMAN,

*Secretary to the Government of India,
Legislative Department.*

DELHI;

The 22nd March, 1916.

APPENDIX A.

(Referred to in Answer to Question 1.)

Statement showing the population and the death-rate from fevers, plague and cholera for each province and for the whole of British India for five years ending 1914.

Province with population under registration.	Year.	DEATH-RATE PER MILLE FROM			
		Fever.	Plague.	Cholera.	
MADRAS.					
Census of 1901	36,742,908	1910	8.7	.1	.9
Census of 1911	40,847,357	1911	7.4	.4	1.4
	40,847,357	1912	7.6	.2	2.3
	40,006,785	1913	6.7	.1	.9
	40,006,785	1914	7.7	.2	1.7
BOMBAY.					
Census of 1901	18,481,362	1910	14.26	1.85	.20
Census of 1911	19,587,883	1911	11.38	5.13	.30
	19,587,883	1913	14.62	1.48	3.29
	19,587,883	1913	12.58	1.29	.26
	13,687,333	1914	13.23	1.02	.91
BENGAL.					
Census of 1901	50,521,604	1910	20.42	.92	3.21
Census of 1911	52,458,818	1911	20.60	1.44	2.37
For the province as reconstituted.	45,329,247	1912	21.16	.04	2.10
	45,329,247	1913	21.30	.02	1.74
	45,329,247	1914	23.40	.01	1.96
EASTERN BENGAL AND ASSAM.					
Census of 1901	29,512,735	1910	23.31	.001	3.95
Census of 1911	33,229,865	1911	18.32	.0008	1.18
BIHAR AND ORISSA.					
Census of 1911	34,290,633	1912	18.80	1.70	2.24
	34,290,633	1913	18.18	1.06	2.05
	34,490,038	1914	17.7	1.8	.9
ASSAM.					
Census of 1911	6,051,507	1912	12.94	...	2.36
	6,051,507	1913	14.43	...	2.71
	6,051,507	1914	13.75	.0001	1.52
UNITED PROVINCES.					
Census of 1901	47,691,582	1910	27.07	3.31	2.15
Census of 1911	46,585,108	1911	27.94	7.09	2.51
	46,585,108	1912	20.66	2.45	.40
	46,585,108	1913	23.85	2.30	1.39
	46,585,108	1914	22.43	2.22	.69

Statement showing the population and the death-rate from fevers, plague and cholera for each province and for the whole of British India for five years ending 1914—contd.

Province with population under registration.	Years.	DEATH-RATE PER MILE FROM			
		Fever.	Plague.	Cholera.	
PUNJAB.					
Census of 1901	20,108,690	1910	17.10	8.74	.11
Census of 1911	19,731,729	1911	15.33	8.89	.08
	19,337,146	1912	14.22	1.54	.09
	19,337,146	1913	17.15	.92	.30
	19,337,146	1914	17.87	3.31	.84
BURMA.					
Census of 1901	8,543,753	1910	9.37	.91	.24
Census of 1911	9,878,593	1911	7.71	.61	.42
	9,865,853	1912	8.72	.31	.73
	9,535,353	1913	8.42	.44	.44
	9,865,853	1914	7.72	.76	.21
CENTRAL PROVINCES AND BENGAL.					
Census of 1901	11,970,201	1910	21.43	2.42	.41
Census of 1911	13,916,308	1911	16.86	2.01	.22
	13,916,308	1912	19.41	1.28	2.43
	13,916,308	1913	14.06	.04	1.10
	13,916,308	1914	16.86	.06	1.46
NORTH-WEST FRONTIER PROVINCE.					
Census of 1901	1,908,184	1910	19.53	.02	.84
Census of 1911	2,041,077	1911	17.43	.12	.01
	2,041,077	1912	16.11	.001	.65
	2,041,077	1913	16.62	.04	.08
	2,041,077	1914	19.04	.03	1.12
COORG.					
Census of 1901	180,607	1910	21.65	.06	.21
Census of 1911	174,976	1911	26.03	.23	.08
	174,976	1912	23.56	.06	...
	174,976	1913	23.20	.06	1.10
	174,976	1914	27.44	.06	...
AJMER-MERWARA.					
Census of 1901	476,912	1910	21.80	13.87	...
	476,912	1911	24.95	.72	.10
Census of 1911	501,395	1912	27.80	.08	...
	501,395	1913	21.71
	501,395	1914	25.2808

Statement showing the population and the death-rate from fevers, plague and cholera for each Province and for the whole of British India for five years ending 1914—conold.

Province with population under registration.	Years.	DEATH-RATE PER MILLE FROM			
		Fevers.	Plague.	Chole a.	
DELHI.					
	396,997	1913	26·18	·60	·09
	396,997	1914	21·33	·03	·03
BRITISH INDIA.					
Census of 1901	226,438,733	1910	19·17	1·83	1·90
Census of 1911	238,688,119	1911	17·63	3·07	1·48
	238,681,346	1912	16·50	1·10	1·71
	238,323,365	1913	16·71	·83	1·24
	238,522,770	1914	17·16	1·12	1·18

APPENDIX B.

*(Referred to in Answer to Question 2.)*India Office, London,
11th July 1913.Revenue,
No. 83.**To His Excellency the Right Honourable the Governor-General of India in Council.**

MY LORD,

I have examined with interest the letter from Your Excellency's Government of the 6th March 1913, no. 4-
Recommendations of the Royal Commission on Decentralisation on the subject of Municipalities in India. Education, and its enclosures, in which you deal with the recommendations of the Royal Commission on Decentralisation on the subject of municipalities in India. You report that, as a result of a fresh examination of the whole question, you find evidence that there has been a steady advance in the efficiency of local bodies, and that future prospects are generally hopeful, and you forward a summary of the observations of local Governments on the specific recommendations of the Commission.

2. I see clearly the magnitude of the obstacles that have to be overcome before India can acquire in any great or general measure the public opinion on local affairs, and the will and ability to cope with municipal duties, that exist in Western countries, but it is also true that no progress can be expected if the question is approached in too cautious a spirit. You refer to the position of local Governments as immediately responsible for efficient administration, and propose in addressing them to indicate your assurance that it will be found possible in the more backward provinces to proceed steadily on the general lines of advance laid down by the Commission, and while maintaining all essential control to abstain from all unnecessary interference in matters of detail, and in particular to relieve officials of their municipal duties whenever possible. I agree that any attempt to exact uniformity in local administration, or to apply wholesale to existing conditions the general recommendations of the Commission, would be foredoomed to failure; and I fully concur in the view that local Governments must be left to decide how far the circumstances of their provinces admit of an advance towards the management by the people of their own local affairs. I also recognise that something has been done in recent years of plenty to give full effect to the policy of freeing municipal revenues from certain charges which more properly fall on Government, *e.g.*, for Police, and I am glad to observe that Your Excellency's Government are separately considering the possibility of giving further effect to the suggestions of the Commission in paragraph 833. The principle stated in paragraph 818 of the report, on which these suggestions are based, is in my opinion sound.

3. There are, however, certain large considerations that appear to me of importance in dealing with municipal administration, and I notice in the papers forwarded with your letter indications that these may not be fully appreciated at present by some authorities.

4. Your Excellency's Government has given many pledges of an anxiety to promote, in municipal as in other areas, the development of sanitation and education as matters of Imperial concern. But the success of these great movements depends, not merely on financial grants and the provision of expert officers, but on the extent to which the people can be brought to help in furthering them, not only individually but also collectively. The existence, therefore, throughout the country of moderately efficient municipal institutions is, as it appears to me, a necessary condition of permanency in the success of your efforts. Expert control is, as remarked in paragraph 4 of your letter, necessary

to efficiency in these matters, but it cannot take the place which should be occupied by interested and active municipal authorities. You refer to the fact that in the resolution of the 18th May 1882 the promotion of municipal and local self-Government was described as an instrument of political and popular education, and as being chiefly desirable from this point of view. It may also from one point of view be regarded as an extension of Lord Mayo's scheme of financial decentralisation and an endeavour to provide local agencies to take charge of local services of sanitation and elementary education, and some support to the suggestions of the Commission in paragraph 837 may be found in such a line of argument. I think it desirable that the attention of local Governments should again be drawn to the consideration that any permanent success of your efforts in the direction of sanitary and educational progress depends largely on the extent to which it is found possible to foster the vitality of municipal authorities.

5. However that may be, it was recognised in 1882 that the movement was not directed primarily to immediate improvement in administration, but to the attainment of an efficiency based on intelligent co-operation of the people themselves in the sphere of public duty affecting their daily needs, and it was foreseen that failures would doubtless occur. Failures have occurred, and may still be expected; but there have also been encouraging successes, and the former should not be allowed to weigh too heavily against the need to enlist the co-operation of the people and their representatives in the improvement of sanitation and education. Such co-operation must rest on an interest in the work and a feeling of responsibility, and these in turn can only be secured by entrusting to municipalities an adequate sphere of work, adequate funds, and sufficient powers of decision in respect of both. In this connection I would suggest for your consideration, with reference to paragraphs 836 and 837 of the Commission's report, and to paragraph 7 of your letter, that it may be found that earmarked grants for sanitation and education are less fruitful in the long run in fostering the growth of responsibility than local self-Government grants as to which the local bodies have discretion. On the other hand, the risk attending unearmarked grants can hardly be regarded as a very serious one, since the sphere of municipal work as described by the Commission in paragraph 816, is such that their expenditure must directly or indirectly promote sanitation or education.

6. I request that you will give weight to these remarks in addressing the local Governments as to the opinions which form an enclosure to your letter under reply. I do not propose to discuss these opinions in detail, since I accept your view that the local Governments must decide, in consultation with you, how best to foster and adequately finance municipal self-government within their provinces.

7. I accept your proposals on the subject of the Presidency municipalities and Rangoon, and would only remark that in such cities, where there is a responsible public Press and representation in the Provincial Councils, the case for entrusting large powers and extended freedom to the municipal bodies appears to be specially strong.

I have the honour to be,

MY LORD,

Your Lordship's most obedient humble Servant,

(Signed) CREWE.

India Office, London,
25th December 1914.

Revenue,
No. 181.

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

MY LORD,

I have considered in Council Your Excellency's despatch in the Education Department, no. 15, dated the 1st October 1914, on the subject of the recommendations of the Royal Commission on Decentralisation in connection with Rural Boards in India.

Recommendations of the Decentralisation Commission as to Rural Boards.

2. The method which you propose to adopt in dealing with these recommendations follows the principle laid down by Your Government, and accepted by me, in dealing with the Commission's recommendations as to municipalities, *etc.*, that no attempt should be made to exact uniformity in local administration, but that local Governments should be left to decide how far the circumstances of their provinces admit of an advance. I note that the local Governments have expressed willingness to accept to a large extent the financial recommendations of the Commission, and I agree that the measure of progress accepted by the local Governments may be regarded as sufficient for present requirements. But while I would deprecate any attempt to bring pressure to bear on local Governments to induce them to adopt larger measures of advance than they have themselves decided upon, I regard it as important that the Central Government should exercise watchfulness in the matter, and should be ready to help and foster every genuine sign of growth from below. In particular, I desire to associate myself with the view expressed by your Government in paragraph 4 of your circular letter of the 23rd September 1914 that the present restrictions on the powers of Rural Boards with regard generally to budget expenditure and establishment should be gradually relaxed with due regard to local conditions and requirements.

3. I notice that in one respect your Government depart from the principle of not attempting to prescribe uniformity. In addressing the local Governments you have expressed the opinion that it is desirable for every District Board to have a competent engineering staff of its own, suggesting for consideration that in cases in which the finances of the Boards do not permit of the maintenance of a separate staff, a District Engineer corresponding more or less to an Executive Engineer might be placed in charge of two or more districts, and similarly that an officer corresponding more or less to a Superintending Engineer might be placed in charge of two or more divisions or other extended area. It appears to me that the necessities of the case are adequately met by the recommendation of the Commission, which was merely that in districts where there are sufficient works falling under Rural Boards to justify the special appointment of a trained Engineer, a District Board which desires to entertain such an officer, and can afford to pay him an adequate salary should be permitted to do so. The local Governments have, generally speaking, expressed unwillingness to make any material advance in this matter, and I see no good reason for urging them to do so, especially as the question is largely one of administrative economy, and the measure recommended by your Government may, in some instances, lead to uneconomical duplication of establishment.

I have the honour to be,

MY LORD,

Your Lordship's most obedient humble Servant,

(Signed) OREWER.