

# Judicial (1895) Department.

ORDINARY MS.

G.O., No. 1569

Dated 25<sup>th</sup> July 1895

INDEXED.

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[Despatch Abstract.]

CHOLERA RULES.

Communicating to the Inspector-General of Police, Proceedings,  
Local and Municipal Department, circulating to certain Municipal  
Councils and Collectors for remarks rules framed for combating epidemics  
of cholera in Municipalities.

# BACK PAPERS.

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CURRENT NO. 3478

26TH JUNE 1895, No. 1028 M., LOCAL AND MUNICIPAL.

GOVERNMENT OF MADRAS.

LOCAL AND MUNICIPAL DEPARTMENT.

READ—the following paper :—

From W. FRANCIS, Esq., Secretary to the Committee appointed under G.O., dated 6th February 1895, No. 170 M., to the Chief Secretary to Government, dated Fort St. George, 10th April 1895.

I am directed by the members of the committee appointed under G.O., dated 6th February 1895, No. 170 M., to draw up a set of instructions for working the scheme for combating cholera in municipalities suggested by the Sanitary Commissioner, and for the medical treatment of those attacked by the epidemic in such towns, to forward the enclosed rules which it has framed accordingly.

2. I am to observe that these rules do not claim to treat the question in accordance with the highest sanitary standards, for counsels of perfection would rapidly overstep the very narrow financial limits within which any practicable scheme must lie.

3. Financial considerations, for example, have induced the committee to propose that cholera excreta should be burnt in the neighbourhood of houses attacked, although a more elaborate scheme for its transport to, and burial after disinfection in, places at a distance might be more sanitarily perfect in practice. Destruction by burning is, however, sanitarily the most efficient method if properly carried out.

4. Financial considerations again, coupled with the belief that the scheme must for the present be in some degree tentative and experimental, have led the committee to propose that the rules should at first be introduced only in the twenty-four towns mentioned in Rule No. 1, in selecting which it has been compelled to take into consideration, not only the population and character as dangerous cholera centres of the various towns in the Presidency, but also the question whether they were in a position to meet the necessary charges.

5. Nor do the rules profess to afford detailed guidance for every step to be taken under the scheme with which they deal, for it would, in the committee's opinion, be not only inexpedient to endeavour to lay down a set of hard-and-fast instructions which should apply inflexibly to the varying conditions of the several towns to which the rules are proposed to be applied, but also impossible to do so satisfactorily. Many matters of detail have accordingly been expressly or impliedly left to the initiative of the individual officers who have been made responsible for the success of the scheme.

6. Operations under these rules must necessarily be of a somewhat exceptional nature, and it is upon this consideration, and for the reason that it is, in the committee's opinion, essential to the success of the scheme that the willing co-operation of the various departments of district and municipal administration and the ready acquiescence of the people generally should be secured, that it has proposed to lay the duty of initiating and controlling operations upon Collectors and Magistrates of districts. In its order, dated 12th May 1894, No. 613 M., dealing with the outbreak of cholera in Trichinopoly, Government has explicitly held these officers responsible in these matters. The present rules are but a slight extension of the principle there accepted.

7. The individual rules appear to call for little explanation or comment from the committee. Rule No. 2 does not profess to be a scientific explanation of the manner in which cholera infection may be spread, but is rather an endeavour to awake the interest of those who will have to carry out the rules, and to reconcile the people to the obedience to them, by showing in as simple language as possible the objects underlying them and the reasons for the precautions and the operations referred to in them.

8. The committee would request that, should Government approve of the proposal in Rule No. 12 to enlist the services of the police in assisting in reporting the first cases of cholera, it will take steps to ensure that their duties in this matter will be made known as widely as possible to all ranks in that department.

9. In Rule No. 16 it is proposed to offer only to the very poor compensation for cloths, &c., that have been burnt under the operation of the scheme. It is within the experience of the committee that such a provision seldom causes any opposition, for most of the people of this part of India already consider it unlucky to keep the clothes of those who have died of any infectious disease. The full explanation of the reasons for the destruction for which the rules provide would probably overcome any objections that might be offered in the case of the clothing of those who recovered from attacks, and any further difficulty would be met by section 232 (2) of Act IV of 1884.

10. In estimating the amount required for the cholera reserve which it is proposed to institute under Rule No. 26, the funds required for carrying out the rules for medical aid to the sick have not been included; for councils are usually expected, even at present, to ensure that such aid is provided.

11. The committee has endeavoured in drawing up these rules to ensure that they should, above all things, be practicable, and enquiries made have led them to hope that they will not be unacceptable to municipal councils in this Presidency, and that they will meet with a fair degree of success.

ORDER—dated 26th June 1895, No. 1028 M., Local and Municipal.

With the letter read above the committee appointed under G.O., dated 6th February 1895, No. 170 M., to draw up a set of instructions for working the scheme for combating cholera in municipalities, suggested by the Sanitary Commissioner, submit their report with a draft set of rules, which are in the opinion of Government likely to prove very useful, not only in the municipalities to which it is thought possible immediately to apply them, but throughout the Presidency. The thanks of Government are due to the gentlemen who formed the committee for the thoroughness and care with which they have performed their duties.

The Honourable Mr. C. S. Crole.  
Surgeon-Major-General C. Sibthorpe.  
Surgeon-Lieutenant-Colonel W. G. King.

2. The rules will now be circulated to the councils of the municipalities into which it is proposed first to introduce them, for remarks, as well as to the Collectors of the districts in which these municipalities are situated. They will also be communicated to the councils of other municipalities with the intimation that if they desire to make any suggestions in respect of them, they may do so.

3. Before circulation the two following emendations, besides a few that are merely verbal, will be made:—

(1) Rule 4 will be altered so as to make Chairmen of Municipal Councils instead of Collectors responsible for carrying out the scheme. The duty of the latter officers and of their subordinates will consist in seeing that it is carried out.

(2) As regards Rule 12, the co-operation of the police in removing sanitary defects will be required only in so far as it is compatible with their other duties.

4. With reference to Rule 7, it is observed that Collectors should not only watch the approach of cholera towards municipalities in their own districts but should make the practice of warning the authorities of neighbouring districts of its presence on occasions when, through the fact of large assemblages of people or otherwise, it is

likely to spread, universal. Tahsildars should also be directed to report to Chairmen of Municipal Councils the prevalence of cholera in the neighbourhood of municipal areas.

5. The principle of Rule 9 will be commended to District Medical and Sanitary Officers for consideration when selecting apothecaries and hospital assistants for cholera work. If experienced men are not otherwise available, the necessary medical officers should, when feasible, be deputed from outlying hospitals and dispensaries, which might be temporarily closed.

6. Criticism will be specially invited on Rule 16. While agreeing that the plan proposed by the committee would be easily worked and sanitarily correct, the Government cannot, as at present informed, concur in their statement that people in this part of India generally consider it unlucky to keep the clothes of those who have died of infectious diseases—a statement which recent evidence in connection with the Tiruvannamalai outbreak goes to show to be incorrect. It is also questionable whether, if the clothes are to be burnt, compensation should not be given in every instance.

7. In conclusion, it is hoped that the municipalities into which it is not at present proposed to introduce these rules will adopt the system as far as their funds will permit, and that those in which it is under contemplation to give them effect will endeavour to bring their conservancy and other arrangements to such a state of efficiency as will enable them at once to combat an outbreak of cholera, should that disease appear.

(True Extract.)

*Trani*  
for Chief Secretary.

To the Secretary of the Committee appointed under G.O.,  
dated 6th February 1895, No. 170 M.

„ all Municipal Councils.  
„ all Collectors.  
„ the Surgeon-General.  
„ the Sanitary Commissioner.  
„ the Sanitary Engineer.  
„ the Accountant-General.  
„ the Judicial Department.

Editors' Table.

[Appendix.]

## APPENDIX.

## RULES FOR COMBATING EPIDEMICS OF CHOLERA IN MUNICIPALITIES.

1. These rules are not intended for introduction into Madras City and will for the present apply only to the following mufassal municipal towns:—

| District.            | Municipality.   |
|----------------------|-----------------|
| Bellary .. .. .      | { Adoni.        |
| Chingleput .. .. .   | { Bellary.      |
| Coimbatore .. .. .   | { Conjeeveram.  |
| Cuddapah .. .. .     | { Coimbatore.   |
| Gódvári .. .. .      | { Cuddapah.     |
|                      | { Cocanada.     |
|                      | { Rajahmundry.  |
|                      | { Bezwada.      |
| Kistna .. .. .       | { Masulipatam.  |
|                      | { Guntur.       |
| Madura .. .. .       | { Madura.       |
| Malabar .. .. .      | { Calicut.      |
|                      | { Gudiyattam.   |
| North Arcot .. .. .  | { Tirupati.     |
|                      | { Vellore.      |
| Salem .. .. .        | { Salem.        |
|                      | { Vaniyambadi.  |
|                      | { Kumbakonam.   |
| Tanjore .. .. .      | { Negapatam.    |
|                      | { Tanjore.      |
| Tinnevely .. .. .    | { Tuticorin.    |
| Trichinopoly .. .. . | { Srirangam.    |
|                      | { Trichinopoly. |
| Vizagapatam .. .. .  | { Vizianagram.  |

2. It is now a generally accepted belief that the infection of cholera is conveyed by the microbes that exist in the vomit and excreta of persons attacked by it. The present rules therefore provide for the immediate destruction of these microbes. Should they remain undestroyed there is imminent risk that they may be conveyed into positions in which they will be swallowed by other persons and so infect them with the disease, for rain would wash them into drinking-water supplies, and the wind and flies and other insects would carry them into articles of food, and that they will moreover find their way into situations in which they can multiply with great rapidity, such as pools of dirty water and sewage, and so be the more difficult of extermination.

3. It is the object of these rules therefore to ensure (1) that the earliest possible information of every attack of cholera should be conveyed to the authorities, so that the cholera microbes may be at once prevented from being conveyed into situations in which they might spread the infection; (2) that the microbes should be at once completely destroyed; and (3) that medical assistance may be provided for those who, in spite of precautions, are attacked by the disease. They accordingly follow these three divisions.

4. Municipal Councils shall be responsible for the general carrying out of this scheme and District Medical and Sanitary Officers for the detailed working of the rules. The latter shall make their own arrangements both in their head-quarters and elsewhere in the district, except in municipalities where there are Civil Surgeons. In these the Civil Surgeons shall be responsible.

5. For the purposes of these rules every municipality to which they apply shall be divided into "circles" comprising from 2,000 to 3,000 houses containing from 7,500 to 10,000 inhabitants. These circles should, as far as possible, follow ward divisions or other local limits so that they may be readily comprehended. Three circles shall form a "division". Chairmen will at once map out their towns into "circles" and "divisions" and after approval by the Collector record the maps in their offices, and send a copy to the senior medical officer of the municipality.

6. For each division of 22,500 to 30,000 inhabitants, the Chairman shall at once procure and retain in the municipal stores the following apparatus and disinfectants:—

|                                                                            | RS. | A. | P. |
|----------------------------------------------------------------------------|-----|----|----|
| 12 portable tin canisters for disinfectants at Rs. 1-8 .. .. .             | 18  | 0  | 0  |
| 9 lb. perchloride of mercury at 3 annas an oz. .. .. .                     | 27  | 0  | 0  |
| 9 lb. commercial hydrochloric acid at 2 annas per oz. .. .. .              | 18  | 0  | 0  |
| 60 lb. carbolic acid at 4 annas per lb. .. .. .                            | 15  | 0  | 0  |
| 600 lb. of sawdust and 600 lb. of unslaked lime at 1½ pies per lb. .. .. . | 8   | 5  | 4  |
| Total .. .. .                                                              | 86  | 5  | 4  |

He will be responsible that these stores are always maintained and in good condition.

## I.—OBSERVATION.

7. Should it appear to the Collector of the district that cholera imminently threatens to attack any municipality to which these rules apply, he shall warn the Chairman of the Council and the District Medical and Sanitary Officer and the Senior Medical Officer of the town accordingly.

8. Upon receipt of such warning the Chairman shall immediately appoint in each circle of the town an observation staff consisting of—

|                                  | RS.           |
|----------------------------------|---------------|
| One inspector on .. .. .         | 15            |
| One peon on .. .. .              | 8             |
| One toty on a maximum of .. .. . | 7             |
|                                  | } per mensem. |

and in each division a divisional inspector on Rs. 35 + 15 jutka or horse allowance with an orderly on Rs. 8. The orderly should be allowed a jutka or pony to enable him to carry without delay such orders to circle inspectors as may be given. The Chairman shall without delay report to the Collector the date on which these appointments were made.

9. This staff should be drawn from the existing sanitary establishment of the municipality, as their local knowledge will be valuable, and the vacancies so caused should be filled by temporary hands who should be paid at the rates sanctioned for that establishment.

10. It will be the duty of the members of the observation staff to constantly and systematically patrol the whole of their circle in order to gain intelligence of the first case of cholera or severe diarrhoea in it, so that immediate action may be taken. At such times cases of severe diarrhoea should be regarded as equally dangerous with cholera. The members of the observation staff should also be employed in removing, with the aid of the ordinary conservancy establishment, all defects in sanitation which would favour the multiplication of the cholera microbe, such as decaying rubbish or stagnant sewage, and should report their action to the Chairman.

11. They should further warn the inhabitants of the circle to adopt the precautions against cholera prescribed in the extract from Surgeon-Lieutenant-Colonel King's "Simple Sanitary Rules" which is printed as an appendix to these rules, and should distribute copies of this, which the Chairman will keep ready printed in the vernacular, gratis and as widely as possible.

12. The Chairman and councillors and municipal servants of all ranks should assist the observation staff in every way possible, and the police in every way that is compatible with their other duties, both in getting information of the first attack and in removing sanitary defects in the circle.

## II.—PREVENTION OF INFECTION.

13. On receipt of information under the above system of the first attack of cholera, the Chairman shall at once employ in the circle in which it has occurred (but not in other circles) the following additional staff—

Three peons on Rs. 8 each,  
Three toties on a maximum of Rs. 7 each,

and shall report to the Collector, and the District Medical and Sanitary Officer the date on which he did so.

14. This staff, like the observation staff, shall be selected from the ordinary existing municipal establishment, the vacancies so caused being filled by temporary men on the sanctioned rates, and it shall be combined with the observation staff of the circle so that the whole may thenceforth form "a preventive staff" to carry out the duties set forth below.

15. The preventive staff shall visit every house in which cholera has occurred and shall use the greatest care in seeing that all choleraic vomit and excreta are at once collected in separate vessels, mixed with carbolic sawdust,\* paddy husk, or other combustible matter, and where necessary with kerosine oil, and thoroughly, completely and immediately burnt on or near the premises. The burning shall invariably be

\* One part of carbolic acid to ten parts of sawdust.

carried out in the Sanitary Inspector's presence, and he shall be responsible that it is thoroughly done. The Chairman shall delegate to the Senior Medical Officer of the town his powers under section 231 (i) of Act IV of 1884 of entering and inspecting houses.

16. Rags, clothes and bedding stained with vomit or excreta should similarly be burnt upon the spot under the same precautions, the danger of keeping such articles being fully explained to the owners and full compensation in money or kind being offered in the case of the very poor.

17. Floors and furniture stained with vomit or excreta should be disinfected by being thoroughly sprinkled with a solution of perchloride of mercury made up as shown in the margin†. The burning of tar and sulphur in houses and streets should be discontinued as it is inefficient as a disinfectant, but street drains

†  $\frac{1}{2}$  oz. Perchloride of mercury.  
1 oz. Hydrochloric acid.  
3 gallons (one small chatty full) of water with a pinch of red ink powder to colour it to prevent accidents.

outside the houses attacked should be flushed with the above solution. (Note.—Wooden buckets or earthen pots should alone be used for carrying about this solution, as it destroys metal vessels, and the packets of the solid perchloride should be labelled "Poison" in English and the Vernacular and only entrusted to the inspectors themselves.)

18. The greatest courtesy and consideration should be used by the preventive staff to all classes in carrying out these instructions, as the exercise of extreme tact is essential to the success of the scheme.

19. After a patient has recovered, the house, and especially the room which he occupied during the attack, should be thoroughly disinfected. The floors should be dug up wherever stained with choleraic matter and the earth burnt. The floor and the house-drains and the furniture should also be liberally sprinkled with the solution above described.

(Note.—It is most desirable that the excreta of a patient for at least ten days after he has recovered from an attack should be carefully collected and carried away. These still contain cholera microbes. For this purpose a Dindigul bullock lorrie costing Rs. 50 and air-tight iron excreta drums costing Rs. 2-8-0 each may be provided. The purchase of these will, however, be left to the option of councils.)

20. The Chairman shall provide the medical officer responsible for working the rules with a permanent advance of Rs. 50 per division, which shall be recouped from time to time by bills supported by vouchers where possible.

21. The preventive staff shall continue to be maintained in an affected circle for ten days after the last attack of cholera in it, and the observation staff in all circles for twenty-one days after the last attack in the town. During this time they should be employed in remedying sanitary defects.

### III.—MEDICAL AID.

22. There shall be a head-quarters in each division at which a medical subordinate shall reside who shall be supplied with medicines and medical comforts from the municipal hospital for the treatment of those attacked and who shall be available for attendance gratis on the sick in their own houses. This shall also be the head-quarters of the Division Inspector and of the preventive staff on night duty.

23. In one place at least in each town there shall be isolation huts with separate accommodation for males and females for the treatment of those who desire it or who are brought there. These shall be in charge of a medical subordinate with the necessary staff and supplied with equipment, medicines and medical comforts. This subordinate shall be deputed to no other duty. He shall reside with his staff on the spot and shall be adequately housed.

24. Charges for medical treatment under these rules shall be met from the allotment in the budget under Grant III, Hospitals and Dispensaries.

25. The head-quarters of the divisions and the sites for the isolation hospitals shall be at once selected and shall be marked on the maps referred to in Rule No. 5 above.

26. In order to make provision for meeting the charges under the portions of this scheme relating to observation and prevention, the council of every municipality to which the scheme applies shall be required to allot in every budget under "Cholera charges" a sum which shall be in the proportion of Rs. 1,000 to every 25,000 inhabitants in the municipality. This shall be called the "Cholera reserve" and shall not be spent upon any object but the carrying of this scheme into execution.

27. The provision of this reserve should not be allowed to disturb the existing percentages to the total municipal income of the expenditure upon communications, education, sanitation, &c., or to swell the total of the allotment made for sanitary purposes under Grants I, III and IV taken together, but should be set aside from funds which are at present annually expended upon permanent (as distinguished from recurring) sanitary needs.

28. Municipal councils are hereby authorized to employ establishments on the scales above laid down as the necessity for them arises, and to defray the charges from the cholera reserve in anticipation of the sanction of Government, but this sanction should be obtained without delay.

29. On the final withdrawal of the special staff, the medical officer responsible for working these rules shall within seven days forward a report on the epidemic and the operation of the rules through the Chairman of the Municipality to the Collector for the orders of Government. In cases where the medical officer in question is subordinate to the District Medical and Sanitary Officer or the Civil Surgeon, such report shall be forwarded through those officers. In every case such communications shall be submitted to Government through the Sanitary Commissioner.

## APPENDIX.

### Extract from Surgeon-Lieutenant-Colonel King's 'Simple Sanitary Rules'.

#### PRECAUTIONS TO BE OBSERVED ON THE APPROACH OF CHOLERA.

##### A.—Habitations.

1. Each house must be thoroughly cleansed, that is, all manure, dirty water, washings of cattle stalls and collection of dirt of any description must be completely removed.
2. Where the earth remains damp and foul after such removal, it should be dug up till dry and clean earth is reached.
3. The old earth should be taken far from the town and may be used as manure for the fields; new earth from a clean place should be laid down.
4. The interior and exterior of houses should be whitewashed. If persons cannot afford to do the outside, the inside at least should be whitewashed.
5. Bundles of clothing and other materials hanging from the beams, or occupying in any other way the rooms in which persons sleep, should be removed.
6. Doors and windows should at all possible hours be left open, so that free ventilation be obtained.
7. If private latrines are used, they must be kept free from faecal matter by removal at least twice daily.
8. The drains leading from houses should be cleansed twice daily.
9. Cesspools and pits for receipt of urine of cattle should be emptied daily.

##### B.—The Person.

1. The body and clothing should be kept scrupulously clean. If delicate, persons should use warm, not cold, baths.
2. The food should be plain, nourishing and of good quality.
3. All vegetables, or leaves, or fruits, likely to cause diarrhoea, should be abandoned.
4. All forms of drinking to excess, debauchery, late hours and exposure to wet and cold should be avoided.
5. Cold cooked food should never be used. Care should be taken not to allow flies to settle upon food. Vegetables and leaves should never be eaten otherwise than after cooking. Before being cooked, they should be well washed in water that has been purified by boiling. Salt should be freely used with the diet—but, on the other hand, it must not be used in such unusual amounts as to excite uneasiness or looseness of the bowels.
6. An inferior quality of water should not be kept in the house; only the cleanest available should be employed.
7. Water for drinking purposes and for washing the mouth or eating and drinking vessels, and milk, should be boiled before use.
8. No purgatives should be taken.
9. Any tendency to diarrhoea should at once be checked by the taking of appropriate medicines; any person having more than two motions in twenty-four hours should take this precaution.
10. No fear should be felt, nor should the subject of cholera be constantly thought or spoken of.

Judicial Dept  
CURRENT NO. 3478

Govt. of {1895} Madras.  
LOCAL AND MUNICIPAL.

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25-7-95

Issued

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G.O., 26th June 1895, No. 1028 M.

JUNE.

To  
The Sg. of Police (M.O. 30/11/95)  
MK 23.7.95  
M.S. 27/7

### Cholera Rules.

Circulating to certain Municipal Councils and  
Collectors, for remarks, rules framed for combating  
epidemics of cholera in municipalities.

When given for copying

When copied

When examined

When signed

189

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189

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