

MADRAS RECORD OFFICE.

Government of Madras.

DEPARTMENT.

G.O. No.

17

Press
Mis.

Dated

6-1-1866

Not to be folded or roughly handled

[Signature]
14

No. 17. Read the following Proceedings of Government in the Military Department, dated 5th May 1865, No. 1690.

Transferring for disposal Mr. Ellis' Memorandum for the constitution of a Public Health Service for the Madras Presidency, revised in accordance with the provisions of the new Military Cantonment Act. (Vide Proceedings Military Department, dated 5th May 1865, Nos. 98—101.

No. 18. To the Secretary to the Government of India, Home Department, dated Fort Saint George, 6th January 1866, No. 17.

I am directed to submit, for the consideration of His Excellency the Viceroy and Governor General in Council, the enclosed papers containing certain proposals made by the President of the

Sanitary Commission for the establishment of a Public Health Service in this Presidency. Mr. Ellis, it will be seen, has recommended in his revised Memorandum, the appointment of four Public Health Inspectors on salaries of Rupees 1000 per mensem, with the requisite establishments of clerks and allowance for travelling, and of 40 Local Health Officers on salaries ranging from Rupees 50 to Rupees 200 per mensem. The aggregate cost of the proposed establishment is Rupees 9000 per mensem or Rupees 1,08,000 per annum.

2. Since Mr. Ellis' Memoranda were written, an Act has been passed by the Local Legislature, entitled the " Towns Improvement Act," which provides for the levy of rates and taxes, a portion of which is to be applied to the sanitary conservancy of those towns in which the Act may be put in force, and under the provisions of Section 16 of the Military Cantonment Act (Madras Act IV of 1865) rules have been prepared for carrying out the sanitary administration of Military Cantonments which are now under the consideration of the Governor General in Council.

3. The Madras Government think it very desirable that the several Committees which may be appointed under each of these Acts should be aided by Local Health Officers professionally qualified to advise them on sanitary matters, and further that their proceedings should be subjected to the supervision of Public Health Inspectors, whose experience may enable them to secure a uniform method of sanitary administration in all the Military Cantonments, and as far as may be, in all the Civil stations situated in their respective ranges. The Governor in Council would accordingly recommend the appointment of four Health Inspectors on salaries of Rupees 800 per mensem with establishment and travelling allowance, involving an aggregate cost of Rupees 4300 per mensem as proposed in Mr. Ellis' original Memorandum. He would also suggest the appointment of Local Health Officers at the Cantonment and stations named in the margin, involving an aggregate charge of

	Rs.	
Bangalore.....	150	Civil stations named by Mr. Ellis, Medical Officers have been appointed to the office of Superintendent of the Jail, District or Central, who will be required to perform the duties of Local Health Officers in addition to those of Superintendent of the Jail.
Secunderabad.....	150	
Bellary.....	100	
St. Thomas' Mount.....	100	
Trichinopoly.....	50	
Wellington.....	50	
Vellore.....	50	
Outacamund.....	50	

Proceedings of the Madras Government, Public Department,
6th January 1866.

PUBLIC

Number.	Date.	Extract from Home Dept. Govt. of India.	Office to which the proposi- tion refers.	Nature of charge.						Per				
				Present Scale.			Proposed Scale.			Increase per month.				
				RS.	A.	P.		RS.	A.	P.	RS.	A.	P.	
Public Health Department.				None.				4 Public Health Inspec- tors, at 800.....	3,200	0	0			
								4 Clerks for do. at 50.	200	0	0			
								Travelling allowance to 4 Inspectors, at 200.....	800	0	0			
								Do. for 4 Clerks at 25.....	100	0	0			
								1 Local Health Officer, at Bangalore.....	150	0	0			
								1 Do. Secunderabad...	150	0	0			
								1 Do. Bellary.....	100	0	0			
								1 Do. Saint Thomas' Mount.....	100	0	0			
								1 Do. Trichinopoly...	50	0	0			
								1 Do. Wellington.....	50	0	0			
								1 Do. Vellore.....	50	0	0			
								1 Do. Ootacamund.....	50	0	0			
								Total...	5,000	0	0	5,000	0	0

FORT SAINT GEORGE,
6th January 1866.

Proceedings of the Madras Government, Public Department,
6th January 1866.

DEPARTMENT.

Proposition.									Casual or Extraordinary.	Grounds of Proposition.	Local Government's recommendation.	Orders of the Government of India.		
Permanent.	Temporary.						Home Department.	Financial Department.						
	Decrease per month.		Increase per month.		Decrease per month.			Remarks.				Remarks.	Orders.	
Period.			Period.											
RS.	A.	P.	RS.	A.	P.	RS.	A.	P.						
										Vide letter to the Secretary to the Government of India, Home Department, 6th January 1866, No. 17.				
										Favorable.				

Forwarded for sanction to the Home Department of the Government of India.

(Signed) A. J. ARBUTHNOT,
Chief Secretary to Government.

MILITARY DEPARTMENT.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

Pro. of Govt. Mily. Dept., No. 3911, dated 3rd Novr. 1864.
To the Secy. to Govt. of India, Mily. Dept., No. 563, dated 7th February 1865.
Pro. of Govt. Mily. Dept., No. 1361, dated 8th April 1865.

} Read again the papers noted in the margin.

Read also the following papers :—

From the Members of the Mixed Board of Officers, Madras, 12th April 1865, No. 660A ; to the Secretary to Government, Military Department, Fort St. George.

1. As directed by the Order of Government, No. 1361, dated 8th April 1865, we have carefully considered the Rules, prepared by Messrs. Ellis and Robinson, in accordance with the provisions of the Military Cantonment Act.

2. We beg to submit these Rules, after having made in them the revisions and alterations which seemed to us necessary. The alterations which we have made have, for their principal object, to bring the procedure laid down in the Rules, into accordance with that which at present is in force in the several Administrative Departments of the Army, and to secure the important principle of the supremacy and responsibility of Officers Commanding Cantonments, within their Commands.

3. Under the Rules now submitted, the Officer Commanding the Cantonment will be assisted by the advice of a Committee, consisting of ex-officio and non-official Members, but no Proceedings of the Cantonment Committee can be carried into effect without the concurrence of the Officer Commanding the Cantonment.

4. Whenever that Officer considers it undesirable to give effect to any Resolution of the Cantonment Committee, power is given to him to stay all action upon such Resolution until he has taken the orders of the Commander-in-Chief. We have also modified certain other portions of the Rules, as originally prepared, and provisions have been introduced according to which all references, applications, and reports which it may be necessary for Cantonment Committees to make to the Governor in Council will, in the first instance, be submitted to His Excellency the Commander-in-Chief. This is in accordance with existing official routine, and could not be advantageously altered.

5. We are unanimous in thinking the above amendments necessary in the Rules as originally framed.

6. Thus amended, we believe that the Rules are strictly in accordance with the provisions and spirit of the new Act for the Administration of Military Cantonments, and that they can, with advantage, be applied to the Cantonments of this Presidency.

7. As directed by Government, we have also had under consideration the Memorandum for the constitution of a Public Health Service for the Madras Presidency, drawn up by the President of the Sanitary Commission.

8. We have made certain alterations in that part of Mr. Ellis' proposal according to which the duties of the Health Inspectors appeared to clash with the duties which are performed by the Deputy Inspectors General of Hospitals, and which might have been misunderstood as invading the authority and responsibility of the Officers Commanding Cantonments.

9. We also recommend that the Officer Commanding Troops in those smaller Stations, to which the new Military Cantonment Act will not be applicable, should invariably be appointed as a Member of the Municipal Committee in such Station, so that the Sanitary requirements of the part of the Station in which the Troops are located, may be adequately represented.

10. With these alterations we are united in thinking that the proposal for a Public Health Service, made by the President of the Sanitary Commission, is deserving of the consideration of the Government, as being, apart from other advantages, necessary to secure the full improvement of the Health of the Troops, European and Native, by the careful supervision and care of the Health of the Civil population.

Proceedings of the Madras Government, Legislative Department.

Read the following letter :—

From the Under Secretary to the Government of India, Fort William, 12th April 1865, No. 3490; to the Assistant Secretary to the Government of Fort Saint George, Legislative Department.

Home Department.

I have the honor to return, with the assent of the Governor General signified

*“*To make provision for the Administration of Military Cantonments in the Presidency of Fort Saint George.*” thereon, the authentic copy of the Law* received with your letter, No. 90, dated the 25th of March.

ORDER THEREON, 2nd May 1865, No. 131

Ordered that a copy of the Act assented to by the Governor General, and received with the foregoing letter, be forwarded to the Superintendent Government Press, for publication in the *Fort Saint George Gazette*.

2. The assent of the Governor General to this Act will be communicated to the Council, for the purpose of making Laws and Regulations, as prescribed in Rule XXXIX of the Council Rules.

3. The necessary steps will be taken in the Military Department for bringing the Act into operation, with reference to Section 39.

(True Extract.)

(Signed) THOMAS M. BUSTEED,

Ag. Asst. Secy. to Govt. Legislative Dept.

ORDER, No. 1690, 5th May 1865.

Resolved that Act IV of 1865, received with the foregoing Proceedings, be brought into operation from the 15th May 1865, in the Military Cantonments at Bellary, Cannanore, Trichinopoly, Saint Thomas' Mount and Wellington, and that meanwhile His Excellency the Commander-in-Chief be requested to furnish specifications of their limits for publication in the Fort Saint George and District Gazettes, with the notification of the declarations required by Sections XXIV and XXXIX.

2. The Governor in Council approves the amended draft Rules submitted with the letter above recorded, for carrying into effect the provisions of Sections XVI and XVIII of the Act, and directs that they be forwarded for the confirmation of the Governor General of India in Council, with reference to Section XVII.

3. Mr. Ellis' Memorandum, for the constitution of a Public Health Service for the Madras Presidency, will be transferred to the Public Department for disposal, with the remark that, in its present amended form, there is no objection to the proposal in the Military Department.

To the Secy. to the Govt. of India, Mily. Dept., } Here enter 5th May 1865, No. 1691.
with the Governor General, Simla.

(True Extract.)

Marshall
Secretary to Government.

To the Members of the Mixed Board of Officers.

” Legislative Department.
” Quarter Master General.
” Judge Advocate General.
” Public Department, with an enclosure. *100 spare Copies*
” Adjutant General,.....
” Principal Inspector General, Medical Department, } for information.
” Judicial Department,.....

Ed. T. Stubbs.

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Enclosures 2.

1 *Memorandum on the constitution of a Public Health Service, with two Appendices.*
1 *Map showing proposed Ranges of Public Health Inspectors.*

2nd - 6. August 1885.
Luthe's 1805. September.

[illegible]

18
May 1865
No 334
79^{no} 1635 of 1867.
79^{no} 192 of 1868

1895
May 1895

7th No 1635 of 1867.
7th No 192 of 1860

Dear Mr. [illegible]

4

7th No 1635 of 1867.
7th No 192 of 1860

Dear Mr. [illegible]

4

7th No 1635 of 1867.
7th No 192 of 1860

Dear Mr. [illegible]

4

Cantonment Committee an executive officer to be called the Local Public Health Officer, specially charged with the executive duties of conservancy; 2ndly, an Executive Engineer specially charged with the works of construction and repair required in Cantonments, and 3rdly, the Superintendent of Police, who is specially under the direction of the Officer Commanding, in all that relates to Police.

9. In like manner the Magistrate of every district should, I submit, be as at present the guardian of the public health throughout his province. In all the important towns he should be assisted by Municipal Committees chosen from the most influential and intelligent inhabitants.

10. Having in view the great size of the districts in the Presidency, it will not be possible for the Magistrate of the district to preside over all these Municipal institutions, and his authority in these matters will be delegated to his subordinate officers in the same manner as it has been found necessary to delegate his Magisterial and Revenue duties. But the Chief Magistrates of every district will be responsible to the Government for the due administration of the public health in his province in exactly the same degree as he is responsible for the Revenue and Magisterial administration.

11. I would propose that, to certain Civil stations at which there are Native troops, and to certain important Civil stations and towns, there should be appointed stationary Local Health Officers acting as the executive conservancy officers at the disposal of the Magistrate as President of the Municipal Committee of these places. The duties of these Local Health Officers would be similar to those imposed on the Public Health Officers in Cantonments as described above in paragraph eight, and in the Military Cantonment Rules.

12. Having provided these Officers of Public Health for the large Military Cantonments, and for the stations which are of a mixed Civil and Military character, and for the more important towns, it remains to make provision for an agency to superintend the public health of minor towns and of the rural districts, which, in its action on the health of troops during their march and on the neighbouring Cantonments and towns, is of great importance.

13. For this and other duties to be hereafter detailed, I would propose to divide the Presidency* into the same circles as has been done for the purpose of Police inspection, and to each of these four ranges to appoint a Public Health Inspector.

14. These would be superior officers of the Public Health Department, placed in respect of the public health equally at the disposal of the chief Military and Civil authorities within their respective ranges.

15. Having provided the subordinate agency of the public health Department, it remains to provide for a chief officer of the department, directly in communication with the Government in the Civil and Military Departments, the channel by which all the requirements of the public health of the country should be represented to Government, and who should be responsible to the Government for the public health in the same manner as the Inspector General of Police is responsible for the safety of life and property.

16. To the President of the Sanitary Commission there have been in some measure assigned these duties in respect of the health of the Army, and I would propose to enlarge the sphere of his duties and responsibility by constituting him the head of the Public Health Service, and considering him as the Inspector General of Health throughout the Presidency.

17. The Public Health Department would then be constituted as follows:

I. Inspector General of Public Health and President of the Sanitary Commission.

II. Inspectors of Public Health.

III. Local Public Health Officers for Military Cantonments.

IV. Local Public Health Officers for Civil and Military stations and for large towns.

18. I will now enter briefly into such additional detail of the duties of each of these officers as may be necessary.

19. The President of the Sanitary Commission will continue as at present assisted by his colleagues to offer advice and suggestions to Government in the Military Department in all that concerns the health and welfare of the Army.

20. In like manner he will advise the Government in all that relates to the public health of the Civil population of the country.

Vide Sketch Map.

To him will be assigned the duty of collecting the Health Statistics of both the Civil and Military population, in communication with the Magistracy of the district and the Local Public Health Officers, and he will keep the Government, by means of periodical Returns and Reports, as thoroughly and minutely informed of the public health, as they are informed by the head of the Police Department of the criminal condition of the people.

21. In his executive capacity he would make tours of inspection, and in communication with the Officers Commanding Cantonments and the Civil Officers throughout the country thoroughly examine the regularity and progress of the sanitary administration throughout the country, introducing uniformity of action. In his capacity as ex-officio Member of all Cantonment and Municipal Committees, he would during these tours assist those Committees with his advice and the experience acquired as the head of the Health Department; while on the other hand, the practical acquaintance which he would acquire with all the important Cantonments, Towns, and Stations, will enable him to give reliable information and advice to the Government in all that relates to the public health.

22. The "Inspectors of Public Health" would be under the immediate direction and instruction of the Inspector General in all that relates to their duties in assisting the Officers Commanding Cantonments and the Magistracy, in preserving the public health of the Military and Civil population. By the diaries and reports of these officers, the Inspector General of Public Health would be kept constantly informed of all that is taking place in every part of the Presidency, bearing directly or indirectly on the public health, and be able to warn and advise, when any necessity arises for taking precautionary or preventive measures for the safety of the Army or of the Civil population.

23. As their name implies, the duty of these officers would be chiefly that of observation. They would watch without any direct interference the regularity with which the sanitary administration was being carried on and point out, to the proper local authorities, any negligence or failure in the action of that administration. In this manner they would communicate personally with the Officer Commanding Cantonments, and afford him the aid of all that they have observed in the other Cantonments within their ranges, and be specially directed to afford him advice and assistance.

24. In like manner they would relieve the Civil Officers who are already over-burdened with their Revenue and Magisterial duties, of the details of personal inspection, and they would bring to the notice of these officers all that is required for the proper sanitary administration of their districts.

25. The Health Inspectors would also be ex-officio Members of all the Cantonment and Municipal Committees within their ranges, but without any executive functions. They would bring to the aid of all these Committees the results of their observations made over a large extent of country, and they would assist in securing throughout the country uniform sanitary administration.

26. To these officers it would specially belong to give vitality to the whole system of sanitary administration and to prevent any relaxation of the efforts of the Cantonment and Municipal Committees. For without some such impulse there is reason to fear that the action of these bodies, vigorous enough at first, will become weaker and weaker till they sink into entire inaction.

27. To these officers would belong the constant and careful inspection of the rural districts and the principal lines of march of the Army and their camping grounds. They would also, for health purposes, inspect the sites and supervise the sanitary arrangements of the great Fairs and Pilgrimages throughout the country. They would ascertain and report the sanitary condition of the Railway stations. And during their constant tours throughout their ranges, they would, as Health Officers, visit all the Jails, Hospitals, Barracks, and Regimental Lines, in their ranges, so as to enable their Official Head, the Inspector General of Public Health, to communicate to the heads of departments, and the principal local Civil and Military authorities in every Province throughout the Presidency any facts which may require their notice and action.

28. By means of these officers, the Inspector General of Public Health would be able to keep His Excellency the Commander-in-Chief informed as to the execution of his orders regarding the maintenance of the health of the Army, and in like manner he would bring to the notice of the Government all that was of importance in regard to the health observance of the Regulations affecting the Civil population.

Proceedings of the Madras Government, Military Department.

These appointments should be held by such Civil and Military Medical Officers as might be at the time employed in the several Military Cantonments and Civil Stations, and the allowances proposed in the Estimate at the end of this Memorandum will vary from 150 to 50 Rupees per mensem, according to the importance of each sanitary charge.

Such allowances would be in addition to the salaries now drawn by these officers, and this portion of this Public Health scheme does not require the creation of any agency not already in existence.

Health Department. I propose to divide Cantonments into 1st and 2nd Class Cantonments, and to allot a different rate of remuneration to the Local Health Officers assigned to these two classes.

32. The Local Health Officers appointed to towns and Civil stations, where there are no troops, would, with the exception of Ootacamund, be paid at a uniform rate.

33. The salaries which I would propose for the several grades of officers of the Public Health Department, are as follows :—

4	Public Health Inspectors at...	...	800 each.
2	Local Public Health Officers in First Class Cantonments...	...	150 each.
6	do do...	...	100 each.
14	Local Public Health Officers, in 2nd Class Cantonments and Stations...	...	75 each.
1	Local Officers of Towns and Districts non-military. (Ootacamund)...	...	150
14	do do...	...	50 each.

34. Appended to this Memorandum is a tabular statement exhibiting the 1st and 2nd class Cantonments, and the towns and Civil stations to which Local Health Officers should be appointed. The ranges of inspection assigned to the Public Health Inspectors, and the salaries and establishments, travelling allowances, &c., &c., of all these officers, are also roughly shown. It will be observed that the total cost of such a Public Health Establishment, complete in itself, and I believe adequate for the present requirements of the Sanitary administration of the country, is Rupees 7,025 per mensem, or Rupees 84,300 per annum.

35. The next question is the provision of funds to enable improvements to be effected in the sanitary condition of Military Cantonments and the large towns throughout the Presidency. For the purely Military purposes such as the conservancy and drainage of Barracks and Hospitals in Cantonments, and the conservancy of Native lines and Military pacherries and bazaars, it would seem proper that the expenditure should be met by appropriate grants from the general revenues of the country.

The funds provided in each town from this rate should be expended locally—so that the inhabitants may have the satisfaction of knowing that the money they have contributed is spent on improvements conducing to their own health and comfort. It would be premature in the present social condition of this country to expect to raise such a high rate from the towns, as would suffice not only to improve their sanitary condition but also to meet the charge of the Public Health Department—and I therefore propose that this latter charge should be met from the general revenues of the country.

29. “Local Public Health Officers.” It is not necessary in this sketch to enter into a detail of the duties of these officers in Military Cantonments, which are fully set forth in the Rules prepared in accordance with Act XXII of 1864.

30. In the other stations their duties will be identical with those of the Public Health Officers in Cantonments, the Magistrates of districts and the Municipal Committees being substituted for the Commanding Officer and Cantonment Committees.

31. And now as to the cost of the Public

36. For the improvement of the conservancy of Native towns generally, and of such portion of towns as are within the limits of a Military Cantonment, it is just and proper that funds should be raised by a rate to be levied on the inhabitants of such towns.

37. This rate should be levied as is provided in Act III of 1864, (Bengal.) It would be a very great advantage to obtain the funds necessary for both Police and Conservancy by a single Legislative enactment, and to collect the rates by a single agency.

38. By these means a multiplication of taxes—every where an evil and peculiarly so in this country—would be avoided.

Proceedings of the Madras Government, Military Department.

39. It would be for the Government, on the recommendations of the local Committees, supported or amended by the Inspector General of Mofussil Police, and the President of the Sanitary Commission, to determine the proportionate assignment of the collections to the two departments of Police and Public Health.

40. In conclusion, I may glance at other duties which may be advantageously assigned to the proposed Public Health Department.

41. In order to judge of the present condition of the public health and to test hereafter the action of sanitary administration, we require to have ascertained, with something approaching to accuracy, the numbers of the population, and the rates at which births and deaths take place.

42. We require also to know the relations between the variations of climate and season, and the rates of mortality, and the prevalence of disease in every district in the Presidency.

43. We must obtain an insight into the peculiarities of social life in different parts of the country. The density or sparseness of the population, their means of locomotion, their occupations, their food, the more or less degree in which they are exposed to influences injurious to health, and the best method of removing or reducing these influences.

44. The important subject of the registration of births and deaths throughout the Presidency is occupying the attention of the Government; and it is proposed, I believe, to collect these most important statistics through agencies which already exist, and which are well able to perform the duties required—namely, the Village Officers and the Mofussil Police. I would suggest that the Returns thus collected should be sent to the Public Health Officers, and that to them should be confided in the first instance the tabulation of these Returns under the general supervisions of the Magistrates of the districts in the same way that the Police Officers now are under the same supervision, tabulate all the Criminal statistics throughout the country.

45. I am of opinion that the President of the Sanitary Commission as the Head of Public Health Department should also be the Registrar General of births and deaths throughout the Presidency, and that he should by means of the Health Inspectors, exercise a vigilant control over the Civil and Military registration throughout the country.

46. Returns in prescribed forms of births and deaths, should be submitted monthly by the Public Health Officers to the office of the President of the Sanitary Commission, with a view to an Annual Registration Report being prepared by that officer to accompany his annual Report on the Public Health, Military and Civil, of the whole Presidency.

47. I have not in this scheme made any proposal for the appointment of a Public Health Officer for the Town of Madras. Such an appointment is as much required in Madras as in any other Presidency town. But such an officer will form a part of the Municipal service of the town, and I reserve the suggestion of improvements which should be introduced in the Municipal management of Madras, for a future Report.

OFFICE OF SANITARY COMMISSION,
MADRAS, 18th July 1864.

(Signed) R. ELLIS,
President of the Sanitary Commission.

Proceedings of the Madras Government, Military Department.

APPENDIX B.

STATEMENT of the Chief Towns within the limits of the Presidency of Madras in each proposed range of the Public Health Inspectors, and the estimated population of these towns.

Northern Range.

Dis- tricts.	Towns and Villages.	Popula- tion by last Census.	Cost of Local Health Officers.	Dis- tricts.	Towns and Villages	Popula- tion by last Census.	Cost of Local Health Officers.	
Gan- jam.	Ganjam.....	5,741	75 0 0 50 0 0	Godavery.	Coringa.....	6,875	50 0 0	
	Berhampore*...	17,945			Talares or Palekur- roo.....	6,285		
	Chicacole.....	11,828			Nellapilli.....	5,126		
	Ankapilly.....	13,317			Tuni.....	5,713		
	Munagapuka...	5,035			Baputla.....	8,933		
	Madagole.....	6,399			Cherala.....	7,859		
	Vizagapatam...	16,758			Guntoor.....	15,333		
	Vizianagram...	17,019			Prattipaud.....	6,435		
	Bimlipatam.....	5,912			Juggiapett.....	7,691		
	Jami.....	5,415			Masulipatam.....	35,820		
Vizagapatam.	Salur.....	9,292	100 0 0	Kistna.	Nuzeid.....	5,564	75 0 0	
	Bobili.....	11,619			Nellore Town.....	26,637		
	Parvuttipur.....	5,870			Ongole.....	5,026		
	Palcondah...	7,790			Allur & Kottapatam	6,002		
	Capelaisweram.....	6,628			Vencatagiri.....	6,435		
	Amalpore.....	5,288			Secunderabad.....	150 0 0		
	Pulwela.....	5,008			<i>Cost of Northern Range.</i>			
	Nursapore.....	5,912			1 Health Inspector.....	800 0 0		
	Achenta.....	5,651			Travelling allowances (say) .	200 0 0		
	Attili.....	5,275			1 Clerk.....	50 0 0		
Godavery.	Rajahmundry...	15,283	50 0 0	Nellore.	Travelling allowances (say) .	25 0 0		
	Dowlashiveram ...	7,870			1 Local Health Officer, at ...	150 0 0		
	Peddapore.....	9,176			1 " " " " " " " " " " " "	100 0 0		
	Ellore.....	20,131			2 " " " " " " " " " " " "	at 75 150 0 0		
	Cocanada.....	8,814			4 " " " " " " " " " " " "	at 50 200 0 0		
	Juggunaikpore. ...	6,751			<i>Cost of Central Range.</i>			
	Samulcotta.....	5,751			1 Health Inspector.....	800 0 0		
	Pittapore.....	8,444			Travelling allowances (say) ..	200 0 0		
					1 Clerk.....	50 0 0		
					Travelling allowances (say) ..	25 0 0		
		1 Local Health Officer... ..	150 0 0					
		1 " " " " " " " " " " " "	100 0 0					
		2 " " " " " " " " " " " "	at 75 150 0 0					
		4 " " " " " " " " " " " "	at 50 200 0 0					
		2 " " " " " " " " " " " "	at 100 200 0 0					
		4 " " " " " " " " " " " "	at 75 300 0 0					
		2 " " " " " " " " " " " "	at 50 100 0 0					

Central Range.

North Arcot.	Kurnool.	Kurnool.....	27,849	75 0 0	Madras.	North Arcot.	Vellore.....	22,270	75 0 0
		Maddikera.....	5,012				Amoor.....	8,917	
		Nundial.....	8,219				Arcot Town.....	11,995	
		Cumbum.....	13,138				Wallajahpett...	10,768	
		Bellary and Cowl					Kavaripaukum.....	5,157	
		Bazaar.....	37,459				Calastry.....	6,197	
		Hospet.....	8,786				Poonganoor.....	7,520	
		Cumpli.....	8,294				Conjeeveram	28,620	
		Hurpunhully....	5,965				St. Thomas' Mount.	15,000	
		Adonie.....	17,476				Chingleput.....	5,149	
Bellary.	Bellary.	Kesigy.....	5,303	100 0 0	Madras.	North Arcot.	Bangalore.....		150 0 0
		Yemmiganoor....	5,653				Hurryhur.....		
		Ooravakonda....	5,982						
		Taudputry.....	6,415						
		Yadiky.....	6,243						
		Raidroog.....	6,546						
		Dhuramaveram..	5,386						
		Poodootoor....	5,189						
		Budvail.....	6,324						
		Cuddapah.....	10,347						
Cuddapah.	Cuddapah.	Vaimpully.....	5,540	75 0 0	Madras.	North Arcot.			75 0 0
		Muddenpilly...	5,634						
		Kundkhor.....	6,735						
		Town of Chittoor							
		and its suburbs..	7,901						
		Tripatty Town....	8,858						
		Gureattum	7,189						

Cost of Central Range.			
1	Health Inspector.....	800	0 0
	Travelling allowances (say) .	200	0 0
1	Clerk.....	50	0 0
	Travelling allowances (say) .	25	0 0
1	Local Health Officer... ..	150	0 0
2	" " " " " " " " " " " "	at 100	200 0 0
4	" " " " " " " " " " " "	at 75	300 0 0
2	" " " " " " " " " " " "	at 50	100 0 0
		1,825	0 0

Cost of Central Range.

1 Health Inspector.....	800 0 0
Travelling allowances (say) ..	200 0 0
1 Clerk.....	50 0 0
Travelling allowances (say) ..	25 0 0
1 Local Health Officer... ..	150 0 0
2 " " " " " " " " " " " "	at 100 200 0 0
4 " " " " " " " " " " " "	at 75 300 0 0
2 " " " " " " " " " " " "	at 50 100 0 0
	1,825 0 0

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Western Range.

Dis- tricts.	Towns and Villages.	Popula- tion by last Census.	Cost of Local Health Officers.	Dis- tricts.	Towns and Villages.	Popula- tion by last Census.	Cost of Local Health Officers.	
South Canara. Malabar. Coimbatore.	Mangalore.....	25,253	75 0 0	Salem.	Salem.....	28,238	50 0 0	
	Cannanore.....	8,585	100 0 0		Rauzeppoor... ..	6,899		
	Tellicherry.....	6,470	50 0 0		Ahtur.....	5,796		
	Baddagarra.....	5,133			Sandamungalum ...	10,123		
	Palghat.....	8,631			Kistnagherry... ..	6,651		
	Ponani.....	9,513			Oosoor... ..	5,488		
	Cochin.....	10,910	50 0 0		Tripatoor.....	9,443		
	Calicut.....	13,147	75 0 0		Vaniembady.....	11,308		
	Coimbatore.....	26,008	50 0 0		Mercara.....		75 0 0	
	Mulliapooram... ..	do.	75 0 0		Mysore.....		75 0 0	
	Perindooray.....	5,001			Cost of Western Range.			
	Errode.....	6,096			1 Health Inspector.....	800	0 0	
	Ootacamund... ..	12,770	150 0 0		Travelling allowances (say)..	200	0 0	
	Wellington.....	Unknown	} 100 0 0		1 Clerk.....	50	0 0	
	Coonoor.....	do.			Travelling allowances (say)..	25	0 0	
Darapuram... ..	5,533	1 Local Health Officer		150	0 0			
Caroor.....	9,663	2 " " " " " " " " " " " "		at 100	200 0 0			
Aravacoorchy... ..	7,442	5 " " " " " " " " " " " "		at 75	375 0 0			
Collegal... ..	5,750		4 " " " " " " " " " " " "	at 50	200 0 0			
Bowany... ..	5,564							
						2,000	0 0	

Southern Range.

South Arcot.	South Arcot.	Punrooty.....	5,369	50 0 0	Tanjore.	Tencaushee....	8,461	50 0 0
		Cuddalore.....	37,633			Colasagaraputty....	6,147	
		Trippalyur.....	5,268			Kuddianelloor.....	6,074	
		Munjacoozum....	5,256			Sunkaranainarcoil..	5,331	
		Porto Novo.....	7,499			Pooliangoody....	5,161	
		Chellumbrum... ..	11,789			Cusbah of Shevagiery		
		Tirunamalay....	6,073			Zemindary.....	5,468	
		Tanjore.....	38,578			Shevilputur.....	15,716	
		Trivady.....	5,476			Rajapolliam.....	15,326	
		Vullum.....	6,258			Sivacaushhee.....	9,427	
Tanjore.	Tanjore.	Combacoenum... ..	34,371	50 0 0	Tinnevely.	Virdooputty.....	5,101	75 0 0
		Madiarjenum....	5,425			Tuticorin.....	7,468	
		Iyempettah.....	6,028			Ettyapoorum....	5,377	
		Myaveram.....	21,545			Kamoody.....	6,000	
		Tranquebar.....	19,517			Abiramam.....	5,949	
		Negapatam.....	20,362			Tinnevely.....	19,516	
		Nagore.....	13,221			Pettah (of do.).....	8,795	
		Trivalore.....	7,071			Palamcottah....	13,399	
		Manargoody.....	12,283			Malapolliem....	10,153	
		Tirchinopoly Fort..	97,154			Tencaray.....	7,708	
Trichinopoly.	Trichinopoly.	Warriore.....	8,263	100 0 0	Tinnevely.	Streedygoondum ..	9,380	75 0 0
		Veerapatchipuram.	7,855			Siruthandanellor..	5,616	
		Seringham.....	7,603			Attoor.....	5,491	
		Torriore.....	5,716			Coilasagrapatam....	6,014	
		Arrealore.....	5,298			Trichindoor.....	5,063	
		Madura Town....	41,601			Coilputtam....	11,215	
		Triumungalum....	5,107			Oordungoody....	8,433	
		Puttoor.....	6,186			Kalangoodyrupu..	5,647	
		Karungalakudy ..	8,185			Umbasamoodrum..	7,202	
		Tadicomboo....	6,634			Kalladacoorchy....	10,765	
Madura.	Madura.	Adyanoothoo....	7,665	50 0 0	Madura.	Iyempolliem.....	8,847	75 0 0
		Authoor.....	5,429			Palany.....	11,151	
		Vuthlagoondoo ..	7,642			Ayakoody.....	9,148	
		Paupancollum....	7,233			Combay.....	6,029	
		Shirmadavy.....	5,716			Thenkurray.....	7,554	
		Veeravanulloor....	10,456			Audypetty....	12,142	
		Moolicarripetty ..	5,680			Cumbum.....	9,673	
		Vullyoor.....	6,712					

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Southern Range.—(Continued.)						
Dis- tricts.	Towns and Villages.	Popula- tion by lost Census.	Cost of Local Health Officers.	Dis- tricts.	Towns and Villages.	Popula- tion by lost Census.
Madura.	Mailamungalum.....	4,997		<i>Cost of Southern Range.</i>		
	Thavaram.....	5,574				
	Bodinaickenoor ...	9,652				
	Shevagungah....	7,471				
	Dindigul.....	6,258				
	Ramnad.....	9,687		1 Health Inspector.....	800	0 0
	Paramagoody....	12,000		Travelling allowances (say) .	200	0 0
	Keelakurray.....	10,000		1 Clerk.....	50	0 0
	Tondy.....	6,000		Travelling allowances (say) .	25	0 0
	Danicottah.....	6,000		1 Local Health Officer	100	0 0
	Aroopocottah.....	10,000		2 " " " at 75	150	0 0
	Quilon.....	Unknown	75 0 0	5 " " " at 50	250	0 0
					1,575	0 0

APPENDIX A.

ESTIMATE of the proposed Establishment of the Department of Public Health for the Presidency of Madras.

Public Health Inspectors' Ranges.			
Districts.	{	Ganjam.....	Northern Range.
		Vizagapatam.....	
		Godavery.....	
		Kistna.....	
		Nellore, and Secunderabad....	
Districts.	{	Bellary.....	Central Range.
		Kurnool.....	
		Cuddapah.....	
		North Arcot.....	
		Madras (beyond Municipal limits) and Bangalore.....	
Districts.	{	South Canara.....	Western Range.
		Malabar.....	
		Coimbatore.....	
		Salem and Mercara, and Mysore.....	
Districts.	{	South Arcot.....	Southern Range.
		Tanjore.....	
		Trichinopoly.....	
		Madura.....	
		Tinnevely, and Quilon.....	

Public Health Inspectors.

Public Health Inspectors.

	Monthly.	Yearly.
4 Inspectors, at 800 Rupees consolidated salary.....	3,200	38,400
4 Clerks for do. do. at 50 Rupees.....	200	2,400
Travelling allowance to 4 Inspectors as under Police Rules at (say) 200 Rs. per mensem.....	800	9,600
Do. for 4 Clerks at (say) 25 Rupees.....	100	1,200
	4,300	51,600

Local Health Officers.

MILITARY CANTONMENTS AND STATIONS (1ST CLASS.) Bangalore + and Secunderabad.....			
Bellary + Cannanore + Trichinopoly—St. Thomas' Mount with Palaveram and Poonamallee + Vizagapatam and Vizianagrum + Wellington and Coonoor.....	2 at 150 Rs.	300	3,600
MILITARY CANTONMENTS AND CIVIL STATIONS (2ND CLASS) Calicut + Cuddapah + Palamcottah + Mulliapoorum + Mangalore + Hurryhur + Mysore + Berhampore + Quilon + Vellore + Mercara + Kurnool + Masulipatam.....			
	6 at 100 ..	600	7,200
TOWNS AND RURAL DISTRICTS. Chicacole + Chingleput + Chittoor + Coimbatore + Cuddalore + Guntoor + Madura + Nellore + Negapatam and Tranquebar + Rajahmundry + Salem + Tanjore + Tellicherry + Tinnevely + Cochin.....			
	13 at 75 ..	975	11,700
Ootacamund.....	15 at 50 ..	750	9,000
		150	1,800
		2,775	33,300
Total cost of 4 Inspectors of Ranges with Clerks and travelling allowance of all.....		4,300	51,600
Total cost of Local Health Officers.....		2,775	33,300
Grand Total...		7,075	84,900

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No. 107. Minute by His Excellency the President, — October 1864.

The scheme submitted by Mr. Ellis, in his Memorandum on the constitution of a Public Health Service for this Presidency, seems to have been well considered, and if any progress is to be made towards the improvement of the sanitary condition of the native towns, it must be through the medium of some organization analogous to that therein sketched out. I am inclined to think, however, that it would be as well to pause before we commit ourselves to the adoption of the scheme as a whole. In the first place, I should be glad to see how the system works in the Military Cantonment, under the provisions of Act XXII of 1864. In the second place, I should wish to work out some of the suggestions in the latter part of Mr. Ellis' Memorandum, and thus, through the agency of the Sanitary Commission, and with the aid of the local authorities, prepare the country for the adoption of a more perfect arrangement such as that suggested. One of my principal reasons, however, for suggesting the postponement, is the cost of the scheme. In the course of the next year the Income Tax expires, and with a decreased revenue we shall have to provide for a largely increased expenditure, for we shall be compelled to raise the pay of all our Subordinate agents at a cost of some 15 lacs, and we shall therefore hardly be in a position to expend an additional three-quarters of a lac upon sanitary arrangements.

(Signed) W. T. DENISON.

No. 108. Minute by the Honorable E. Maltby.

I concur in the favorable view expressed by the President of Mr. Ellis' Report. Before, however, attempting to bring Mr. Ellis' scheme to a practical test, the very important point of the financial means which are likely to be at our command must be considered. I doubt, with the President, whether the Government of India will be prepared to sanction the proposed Health Department in this Presidency, at the annual cost of Rupees 80,000 and upwards. My impression is that it will be necessary at present to confine ourselves to sanitation for the first part of Mr. Ellis' scheme, viz., for the large Military Cantonments, the stations which are of a mixed Civil and Military character, and for the more important towns. This, however, will depend on the financial resources placed at our command by the Government of India, to whom the papers will be sent. The registration of births and deaths, to which Mr. Ellis refers in paragraph 44, is only at present under consideration, and presents much difficulty. If the Returns are merely to be shown in the gross, with a view to illustrate the state of the population, they could with advantage be prepared or tabulated in Mr. Ellis' Department. But if the registration is to be of such elaboration and accuracy as to be useful for judicial purposes, their accuracy would be best ensured, I think, by their preparation in the Collector's Department.

(Signed) E. MALTBY.

No. 109. Minute by the Honorable T. Pycroft.

I concur with the President that Mr. Ellis' scheme, as laid before us in his Memorandum, has been carefully considered, and that some such organization as he has proposed will have to be carried out—and that ere long—if any real progress is to be made in placing the sanitary condition of the country at large, on which that of the Army so greatly depends, upon a satisfactory footing.

2. For the present and until matters are a little more advanced, the appointment of Public Health Inspectors may perhaps be deferred; but I agree with Mr. Ellis

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(Memorandum, paragraph 26) that without such a supervising and inspecting agency due efficiency among the local Committees will not be maintained.

3. The local Health Officers for the (8) first class Military Cantonments and Stations must be entertained at once.

4. Those for Military Cantonments and Civil Stations (13),* and for the towns and rural districts (15) will have to be entertained more gradually as the system proceeds.

* *Of the second Class.*

5. It will be best, perhaps, to ask from the Government of India sanction to the cost of the first Rupees 10,800 per annum immediately, and for liberty to entertain the others at the rates proposed, and at an aggregate annual cost not exceeding Rupees 22,500, as occasion arises.

6. These local Health Officers will of course be the Medical Officers, Civil and Military of the several Cantonments, Stations, and Districts. The salaries—additional to their present allowances—proposed for them do not seem to me excessive. The duty, especially in the larger Cantonments and towns, will not be inconsiderable, and experience shows that such additional duties, unless accompanied with some extra remuneration, are not cheerfully and efficiently performed.

7. An Act such as Act III, 1864, (Bengal), adapted to this Presidency seems very desirable.

8. The suggestions in paragraphs 40—46 of Mr. Ellis' Memorandum are deserving of consideration.

(Signed) T. PYCROFT.

No. 110. From the Honorable R. S. ELLIS, C. B., President Sanitary Commission, and W. ROBINSON, Esq., Inspector General, Mofussil Police, Ootacamund, 26th September 1864, No. ³⁷⁵_A; to the Chief Secretary to Government, with His Excellency the Governor, Ootacamund.

On the 28th June a rough draft of the Rules required under Act XXII of 1864, drawn up by us was forwarded to the Quarter Master General of the Army for such amendment as might appear necessary to the Military authorities. The Quarter Master General has returned the draft Rules for amendment in a letter dated 30th July 1864, and has recorded his observations thereon, copies of which are enclosed.

2. We prepared this draft of Rules under orders of Government, dated 17th May 1864, No. 1897, and 14th June 1864, No. 874, orders which we believe must have been communicated to His Excellency the Commander-in-Chief and to the Quarter Master General, and we are therefore at some loss to understand the misapprehension that has arisen, to the effect that in the preparation of the draft of Rules the *Sanitary Commission* have exceeded the limits assigned to them as Supervisors of Public Health, and that the *Sanitary Commission* have sought to bring under their control matters affecting "the order and discipline of the Army whether in Garrison or in the Field, and the Military requirements of Cantonments for purposes

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of defence, strategy, and discipline, and the protection which should be given to the rights and property of residents in Cantonments, all of which the Commander-in-Chief considers should be totally eliminated from the Code of Laws framed for the sole purposes of sanitation."

3. We would remark in the first place that the Sanitary Commission were not concerned in the preparation of these Rules, except in so far that the President of the Sanitary Commission, Mr. Ellis, was selected by Government to be associated with Mr. Robinson, the Inspector General of Mofussil Police, to prepare them in communication with the Military authorities.

4. These Rules if approved would be issued according to the terms of Act XXII, 1864, by the Governor in Council including His Excellency the Commander-in-Chief, and neither the Sanitary Commission nor the Mofussil Police would appear in connection with the preparation and promulgation of these Rules any more than if the Government had ordered one or more of the Secretaries to Government or the Members of the Board of Revenue to prepare a draft of the Rules.

5. We have thought it right to advert to the misconception on this point, because it so frequently recurs throughout the Quarter Master General's observa-

Colonel Scott's 'Notes on Preface to the Rules.'

* "Yet in all these Rules the position and responsibility of the Head of the Army are apparently totally set aside, for all communications are to be made direct to Government by the Health Department."

tions on the Rules, and because repeated attempts are made by the Quarter Master General to establish the fact that by these Rules the Sanitary Commission, through their President, have endeavoured to usurp authority in Military matters, and* to ignore and set aside the position and authority of the Head of the Army.

6. We respectfully submit that this is an interpretation of the Rules which is not supported by anything contained in them, and we regret that we should have been suspected of showing any want of respect for His Excellency the Commander-in-Chief.

7. We would also beg to observe that the Rules to be framed under Act XXII of 1864 must necessarily relate to other than sanitary objects, and to establish this fact we need only refer to Clause 1, regarding land, the property of Government in Cantonments.

Clause 2.—Respecting registration of immoveable property, and

Clause 3.—For regulating the manner in which houses shall be claimed for the use of Military Officers.

8. We will now proceed to notice seriatim the objections raised by the Quarter Master General, to the proposed Rules.

9. We have proposed that there should be appointed in every Military Cantonment by the Governor in Council a Committee to be denominated "The Cantonment Committee," and that the administration of the Cantonment in all that regards the objects of these Rules, should be vested in this Committee.

10. The Quarter Master General sees no objection to this Committee or to its composition, provided that its functions are restricted to duties properly appertaining to public health, classed under the heads of Conservancy and Sanitation.

11. In the execution of the Rules other questions, besides Conservancy and Sanitation, will come under the cognizance of the Cantonment Committee, questions which will affect the interests and rights of the numerous non-Military inhabitants

of Cantonments. And if, as is desirable for the protection of the health of the troops, the limits of Cantonments be extended, this Civil population will so greatly exceed in number the Military occupants, that it becomes, we submit, necessary to provide a civil element in the formation of the Cantonment Committee.

12. But we would submit that the subjects to which the Rules (other than those regarding Sanitation and Conservancy) relate, can hardly be considered as of a purely Military nature, but rather as affecting rights to property and other matters which are much more Civil than Military.

13. Those Rules which are of most importance, and which have been most strongly objected to by the Quarter Master General, are the Rules prepared under Clauses 1 and 3 of Section XIX, Act XXII of 1864.

14. This Act directs that Rules shall be framed "for regulating in cases in which the land within a Cantonment is the property of Government, and the occupation and use of which by private persons is only permissive, the conditions under which such occupation or use shall be allowed, and under which the Government may resume possession of such land, and under which compensation shall be given to persons occupying or using the land resumed." And "For regulating the manner in which houses within the limits of the Cantonment shall be claimable for purchase or hire, when necessary, for the accommodation of Military Officers."

15. The Quarter Master General, as regards the Rules proposed under these clauses, objects that the Rules go further than is contemplated by the Act, inasmuch as Clause 1, Section XIX only contemplates "lands the property of Government, the occupation of which is only *permissive*."

16. Rule 6 proposed by us undoubtedly goes beyond this, inasmuch as it indicates the course to be pursued in lands which although within a Cantonment are not the property of Government. Such lands are to be found within the limits of all the present Cantonments, and may still more frequently be found on the formation of new Cantonments, or on the extension of the boundary line of present Cantonments.

17. The course recommended, namely, the putting in force Act VI of 1857, has the advantage of making use of a Law which has worked successfully, and we have thought it advisable to comprehend within the Rules relating to land within Military Cantonments, every possible case.

18. The Quarter Master General asserts that the proprietorship of land in every Cantonment is accurately known, and that there is no difficulty whatever in resolving all questions referred to Head Quarters regarding such lands, and further that every house proprietor on Government lands within a Cantonment holds the land under lease containing the conditions of his tenure.

19. From this assertion on the part of the Quarter Master General it might be inferred that no difficult questions have ever arisen in respect of the rights to land situated within Military Cantonments, or respecting the legality of the existing Rules on the subject. We believe that the Government are well aware that there have been numerous cases in which these questions have been found of much less easy solution than is supposed by the Quarter Master General, and that difficulties have constantly arisen in this Presidency from the uncertainty which has prevailed regarding the legal power of Government to interfere with the private rights of

individuals, whose property has been included within the limits which it has pleased the Government to assign to Cantonments. It seems to us very desirable that the authority which is afforded by Act XXII of 1864, for removing this uncertainty by the preparation of Registers in which the rights claimed by Government shall be detailed, and in which all documents relating to real property within Military Cantonments may be entered, should not be lost.

20. There is some contradiction in the statement contained in paragraph 3 of the Quarter Master General's letter, that every house proprietor on Government lands within the limits of a Cantonment holds a lease, and the admission in paragraph 4, that there are persons possessors of houses, (huts and native houses) who do not hold leases, but have had permission from the local authorities to build, and over whom the Quarter Master General admits there is no effectual control.

21. We may be permitted to refer to the Government Proceedings and Order, No. 376, dated 30th January 1861, containing a correspondence between the Acting Quarter Master General and the Secretary to Government, Military Department, enclosing an opinion of the Government Solicitor; Mr. Boyson states that he and the Acting Quarter Master General had agreed that although the great majority of houses in Military Cantonments are subject to the rules for controlling Military Cantonments regarding purchase, hire, &c., (*i. e.*, held under leases,) there are *some houses* which are not so subject.

22. With existing *leases* the Rules under Clause I will not interfere, except that a correct Register, available to the public generally, of lands and houses kept under leases will be prepared, and a mode of compensation more satisfactory than that at present afforded, will be provided whenever it may be necessary for public purposes to terminate the occupancy of such lands and houses.

23. Under Clause 3, Section XIX, we have prepared Rules for regulating the manner in which houses within the limits of the Cantonment shall be claimable for purchase or hire, when necessary, for the accommodation of Military Officers.

24. The Quarter Master General, in his objection to this Rule, again repeats his statement that all persons holding lands within a Military Cantonment, the property of Government, on which houses are built suitable for Officers, hold under leases—and that these afford the Officer Commanding a Cantonment ample power to provide accommodation for the Officers of a Garrison.

25. If the house is held on lease in the form entered by the Quarter Master General, this power is most certainly in existence, and it may be as well to modify Rule 1 as follows, "when any house or houses, within the limits of a Cantonment, *not on land the property of Government, and not held under Government lease*, are required for purchase or hire, for the accommodation of Military Officers stationed in such Cantonment, it shall be lawful for the Cantonment Committee to prepare a list of such house or houses." But we would recommend that the award of rate of rent to be paid should be transferred from the present House Boards to the arbitration provided for in Rules 2, 3, and 4, and in like manner that when the land thus held on lease is required by Government for public purposes, the compensation should be awarded in accordance with Rule 5, Clause I.

26. We entertain serious doubts whether that the awards of House Boards have been as generally equitable and satisfactory as is believed by Colonel Scott.

27. We must further observe that Clause 3 of Act XXII of 1864 refers to *all* houses within the limits of a Cantonment required for the accommodation of Mili-

tary Officers, and not only to houses built on land, the property of Government, as would seem to be supposed by the Quarter Master General. When houses are built on land, the property of Government, and held under the form of leases given in the Quarter Master General's remarks, there is no difficulty in securing these houses for Military Officers; but where houses have been allowed to be built on Government land, without any stipulations that will have legal effect, or where they are built on land not the property of Government, the only course to be pursued is, we submit, either to leave the Military Officer requiring accommodation and the house owner to make their own terms, when the rate of rent will follow the usual law of demand and supply, or else to give effect to the Rules proposed by us under Clause 3, Section XIX, namely, to refer the matter to arbitration, and failing the consent of the house-owner to submit to arbitration, that the Government should take the house and land under Act VI of 1857. We believe that this is the only course which will be both equitable and legal.

28. We think that it will be seldom necessary to have recourse to this procedure if, as stated by Colonel Scott, the great majority of houses suitable for Officers are held under leases providing for the right of Military occupancy; other house-owners, not the lessees of Government, will seldom refuse to receive a fair rate of rent for their houses which, in most Cantonments, if not occupied by Officers, would remain untenanted. Cases might, however, arise from a great increase of the Force stationed at a Cantonment, when a large number of houses would be required, and where by a combination of house-owners it would be necessary to provide in some such manner as that indicated in the proposed Rules under Clause 3 for the accommodation of Military Officers.

29. To meet such exceptional cases the Rules have been framed. But in providing for these cases we have endeavoured to suggest means in accordance with existing laws, and with the general and well recognized spirit which has hitherto pervaded legislation affecting the rights of property.

30. For the sake of convenience we have noticed consecutively the Quarter Master General's objections to the Rules proposed under Clauses 1 and 3 of Section XIX of the Act, as these Rules relate to similar subjects.

31. The objections raised by the Quarter Master General to the rules under Clause 2 "for maintaining proper Registers of immoveable property within the limits of a Cantonment, and for providing for the registration of transfers of such property"—are

1st.—That this subject is "not connected with either Sanitation or Conservancy, and is therefore under the Commander-in-Chief." As before shown, these Rules are not to be issued or enforced by the Sanitary Commission, as would seem from this remark to be inferred by the Quarter Master General, but by the Governor in Council, which includes His Excellency the Commander-in-Chief.

2nd.—That this Rule includes moveable property such as "horses, carriages, furniture, &c., whereas the Act only intended to provide for the registration of immoveable property." It will be seen that under this Rule we have proposed that the registration should, in Military Cantonments, be in accordance with Act XVI of 1864. Section 10 of the Military Cantonment Act provides that a Cantonment may be declared a sub-district under Act XVI of 1864—and this Law (Act XVI of 1864) provides for the registration of documents

relating to both immoveable and moveable property. A reference to Act XVI of 1864 would have shown to the Quarter Master General that the registration of the latter class of documents is permissive and *not compulsory*, and therefore there is no interference such as is supposed by the Quarter Master General. The execution of documents relating to moveables, other than those described by the Quarter Master General, will be frequent—for instance, documents relating to loans and contracts are often executed in Cantonments,—and it is very desirable that if parties wish it they should be able to register these instruments.

32. The Quarter Master General objects to the Rules under Clause 4, Section XIX, as not being sufficiently explicit in separating the construction and conservancy of Barracks from the construction and general conservancy of Cantonments exclusive of Barracks. It was not intended by these Rules to interfere with purely Barrack conservancy which, as is well known, is part of the interior economy of a Regiment. The Rules can be amended if necessary to make this intention clear by adding at the conclusion of Rule 6: "Provided that these Rules shall not apply to the improvement of Regimental Barracks and Military buildings, or to the internal economy of such buildings." It is of great importance, however, that all Conservancy Establishments in a Cantonment, outside the Barracks, should be under the control of a single agency, as proposed in these Rules.

33. Improvements in the construction or the enlargement of Barracks would, of course, as at present, rest with the Department Public Works.

34. The objection raised by the Quarter Master General to Rules under Clauses 5, 6, and 8, are of a similar nature.

For the cleanliness within Barracks, and for the proper maintenance of the Barrack drains, &c., the Officer Commanding the Regiment and the Department Public Works are responsible. It is only proposed that the Cantonment Committee should keep the Cantonment generally free from nuisances and look to the proper maintenance of roads and drains outside of Barracks. But the wording of these Rules may also be amended if necessary to make this clear. The supervision of the interior of Barracks will not be the duty of the Cantonment Committee. The Regimental Surgeon is the Health Officer of a Regiment in Barracks. In these objections the Quarter Master General seems again to have confused the Cantonment Committee with the Sanitary Commission.

35. The Quarter Master General objects to the Rules under Clause 9, Section XIX, that it will be necessary to define the class of works to be executed under the *Sanitary Commission* for public convenience and utility so as to keep them distinct from works to be executed in the Military Department under the Commander-in-Chief.

36. To this objection we would point out that these works will be executed not by the Sanitary Commission, as supposed by the Quarter Master General, but by the Cantonment Committee, and that there can hardly be any confusion as regards the nature of such works. For, under the Rules, they cannot be commenced without the orders and sanction of the Governor in Council, which includes His Excellency the Commander-in-Chief.

37. It only remains for us to notice the objections raised by the Quarter Master General to Schedule A, which are neither numerous nor important.

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38. In answer to the first objection we do not contemplate applying the Conservancy Rules to the interior of Barracks, for the cleanliness of which the Commanding Officer is responsible, and this limitation can, if it is considered necessary, be fully stated.

39. The necessity as to further definition raised in paragraph 2, by the Quarter Master General, we do not admit, as these Rules having the force of Law will apply to all persons within a Military Cantonment not specially exempted by the Rules themselves.

40. We do not admit the force of the objection raised in paragraph 45 of the Schedule. This paragraph which relates to the removal of huts, a source of nuisance and dangerous to health in a Cantonment, has been drafted in accordance with the Calcutta Conservancy Act, and there seems no reason why more compensation should be given to the inhabitants of a Military Cantonment than to the inhabitants

* 47 provides for the numbering of houses in a Cantonment.
49 power to trim hedges and trees bordering roads.

of a large city, such as Calcutta. Paragraphs 47 and 49* are not objected to, but are noticed by the Quarter Master General as not necessary, as these Rules are already in force by the terms of leases in Cantonments. We do not consider that the Schedule A would be complete without these Rules, and have therefore inserted them, and, moreover, as we have before shown leases are not so universal in a Cantonment as is here supposed by the Quarter Master General.

41. For the convenience of reference we enclose a copy of the Quarter Master General's letter, copied half margin, with brief marginal notes on each of the objections.

42. We regret the length of this communication, but as the objections of the Quarter Master General are generally concurred in by His Excellency the Commander-in-Chief, we have thought it proper to reply to them in seriatim.

From the Quarter Master General, Head Quarters, Ootacamund, 30th July 1864, No. 167/7140; to the President, Sanitary Commission.

I have the honor to acknowledge the receipt of your letter of 28th June last, and its enclosures, on the subject of the Draft Rules you propose to issue in order to carry out Act XXII of 1864, and agreeably to your wish, I have the

Paras. 1 and 2. There has, we believe, been a misunderstanding in this matter; His Excellency supposes that the Sanitary Commission has 'proprio motu' proposed these Rules, whereas they have been prepared by order of Government by Messrs. Ellis and Robinson, (President of the Sanitary Commission, and Insp. Genl. of Police) and communicated to the Quarter Master General. The Rules, when considered complete, will be sanctioned by Government and prescribed as the Rules under the Cantonment Act; the constitution of the Sanitary Commission has nothing whatever to do with the scope of these Rules.

5 Enclosures. pleasure to forward observations thereon, which have been submitted to the Commander-in-Chief and which meet generally with his concurrence.

2. His Excellency desires me to say from himself, that he thoroughly appreciates the high importance of the duties entrusted to the Commission to perform; and that his hearty co-operation shall be afforded to them on all occasions by all Departments under him. But he has to observe that, the Commission have, in the

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papers submitted to him, far exceeded the limits assigned to them as Supervisors of Public Health, and have even exceeded the authority contained

Para 2. We cannot understand how this action of the Sanitary Commission can be deduced from the Rules; in matters of defence, strategy, discipline, properly so called, these Rules do not interfere. A glance at the headings of the Rules will show to what they relate, and by these Rules the Sanitary Commission have taken no power. Some confusion has arisen between the terms the Cantonment Committee to whom powers are confided by the Rules, with the Sanitary Commission to whom no power is given by these Rules.

in some of the Clauses of the Act of the Government of India as noticed in the Memoranda by the Quarter Master General. He is therefore of opinion that all matters affecting the order and discipline of the Army, whether in Garrison or in the Field, all reference to the Military requirements of Cantonments for the purposes of defence, strategy, and discipline: and to the protection which should be given to the rights and property of residents in Cantonments, matters which the Commission seek to bring under their control

should be totally eliminated from the Code of Laws framed for the sole purposes of sanitation.

3. If the line is not drawn distinctly between the functions of the Commander-in-Chief, and the functions of the Commission, delays and misunderstandings must arise: and there can be no difficulty in drawing that line, when the nature of each function is so palpably different.

4. The Commander-in-Chief has before him the letter of instructions from the Government of India, to the President of the Sanitary Commission, Calcutta, in which the general scope of the duties of the Commission are clearly laid

Dated 29th February 1864.

down. He observes that those duties are to be partly consultative and partly administrative, but no where are they declared to be executive: and to quote the words of the Royal Commission, they are to give advice and assistance in all mat-

Paras. 3 and 4. The constitution and duties of the Sanitary Commission are not in any way connected with these Rules which are simply draft Rules; when approved they would be issued by the Governor in Council including His Excellency the Commander-in-Chief.

ters relating to public health; and so far as local causes of disease are concerned which require for their removal the construction of works, the functions of the Commission are to be mainly consultative. If, for example, Barracks and Hospitals are to be built or improved, drainage works constructed, supplies of good water afforded,

the duty of the Commission is only to advise. If the Commission will therefore revise their Rules so as to bring them within the terms of this limitation, every source of embarrassment will be removed.

5. It is true that the Government have referred to the Sanitary Commission and to the Inspector General of Police to frame Laws, the

Para. 5. The origin of these Rules is recognized in para. 5, but it is again assumed that the administration of the Cantonment Rules will be under the Sanitary Commission;

If the 3rd para. of the rough sketch of these Rules is looked at it will be seen that,

"The administration of the Cantonment in all that regards the objects of these Rules will be vested in this Commission, i. e., the Cantonment Committee."

registration of property, for instance, which have nothing immediately to do with public health: but the Commander-in-Chief conceives that the administration of such Laws no more devolves on the Sanitary Commission than it does on the Inspector General of Police. They are framed for Military uses and are therefore best administered by Military Officers; and they are of a character resembling very much many of the Regulations contained in the Articles of War.

6. The Commander-in-Chief wishes to be favored with the perusal of the draft after all the necessary amendments have been made.

No. 111. From the Honorable R. S. ELLIS, C. B., President, Sanitary Commission, and WILLIAM ROBINSON, Esq., Inspector General Mofussil Police, Ootacamund, 26th September 1864, No. 375/B; to the Chief Secretary to Government, with His Excellency the Governor, Ootacamund.

1. We have the honor, in compliance with the Order of Government, No. 721, dated 17th May 1864, to submit a draft of the Rules which we have prepared under Section XVII of Act XXII, 1864.

2. It will be observed that we have prefaced the Rules by a proposal for the Agency by which these should be administered. This proposal involves the appointment of a Cantonment Committee presided over by the Officer Commanding the Cantonment.

3. His principal colleague in the Committee is the District Magistrate, the chief Executive authority of the district in which the Cantonment is situated. It is very desirable that the Cantonment Committee should have the assistance of this Officer's experience, and that they should act in concert in all measures which are necessary for giving effect to these Rules.

4. For obvious reasons it is also necessary that the principal Officer of the Department Public Works in the Division, and the most experienced Medical Officers available in the Cantonment, should form part of the Committee.

5. The appointment of the Public Health Inspector of the range in which a Cantonment is situated, to be a Member of the Cantonment Committee, requires some explanation. No such Officers at present exist, and we request that a proposal for a public health service which is now before the Government may be considered with these Rules and with the subject of the administration of Military Cantonments. The duties to be performed by the Public Health Inspectors are fully set forth in this scheme, and it will, we think, be evident, that supposing the creation of this office to receive the sanction of Government it will be one of the most important duties of these officers to bring to the aid of the Cantonment Committees their local knowledge of all the districts within their range which may include more than one Military Cantonment. The difficulties which from time to time may arise in carrying into effect the provisions of Act XXII of 1864, will probably occur similarly in each Cantonment, and the means found useful in overcoming these difficulties will be found everywhere applicable. The experience of the Health Inspectors will, we trust, greatly assist in securing a uniform method of administrative action in sanitary matters in all the Military Cantonments of the Presidency.

6. It will be observed that we have further provided for the representation of the interests of the civil population of Military Cantonments by the nomination of two respectable householders, to be Members of the Cantonment Committee, one of whom shall be a Native. Our Cantonments have in most cases been located near towns possessing a large civil population, whose interests must be gravely affected by any Rules, framed under the new Law, however carefully they may be drawn, and it seems just and politic that these interests should have the opportunity of being fairly represented. We propose that these nominations should be for one year only, but that the nominees should be eligible for re-appointment.

7. If, as we hope, the civil population of towns shall be subject hereafter to a rate for Police and for Public Health and Conservancy, it is desirable that the money levied under this rate should be applied by the Cantonment Committee, and it becomes still more necessary that the rate-payers should be fairly represented.

8. We have purposely assigned to a Sub-Committee the execution of the Rules framed under Clause 7 of Act XXII of 1864. These Rules relate to the inspection and control of houses of ill-fame and for the prevention of the spread of venereal disease, and we trust that the reasons for appointing a Special Sub-Committee which are given in a separate letter, will be held sufficient.

9. Certain Officers of the Army, and of the Police Sanitary, and Medical Departments have been proposed as ex-officio Members of the Cantonment Commit-

tee. Their authority and their experience in their respective departments, will, it is hoped, usefully direct the action of the Cantonment Committees, and give weight to their recommendations. The occasional presence of these officers and their joining in the actual work of the Cantonment Committees, will familiarize them with the results of this portion of the Military administration, and will enable them to advise the Government on questions affecting the welfare of the Army with a more thorough and practical knowledge of its wants.

10. The Agency at the disposal of the Cantonment Committee consists of a Local Public Health Officer, the Superintendent of Police, and the Executive Engineer in charge of the Public Works in a Cantonment. We would beg as regards the Local Public Health Officer to refer the Government to the scheme for a Public Health Service above alluded to, in which the functions of such Officers are fully explained. No more detailed description of the duties to be performed by the Superintendents of Police and Executive Engineer than what is contained in the Rules themselves appears necessary.

11. The Rules framed under Clauses 1 and 3 of the Act, relate to the occupation of land and houses within Military Cantonments.

12. In considering this subject we have directed our attention especially to two points. The Military requirements of a Cantonment, for purposes of strategy, discipline, and health: and the protection which should be given to the rights of property of residents in such Cantonments.

13. We do not consider it necessary to detail the many difficulties which have so constantly arisen in this Presidency from the uncertainty which has prevailed and still continues regarding the right possessed by Government to interfere with the private rights of individuals, whose property has been included within the limits which it has pleased the Government to assign to Cantonments. We have, however, endeavoured in the Rules framed on this subject to prevent the continuance of this uncertainty by providing for the preparation of registers in which the rights claimed by the Government shall be detailed, and by the formal registration of all documents relating to real property in Cantonments. By these means we hope, future inquiry into titles to land in Military Cantonments will be rendered comparatively easy.

14. We have provided for taking land not the property of Government for Military purposes, by proposing that where this cannot be obtained by private purchase, it should be taken as land required for a public purpose under Act VI of 1857. This Law has been sufficiently tested, and has everywhere been found to work well. It involves but little delay or expense, and the fact that it can be applied with unquestionable equity, will greatly facilitate direct negotiation for the acquisition of land when required.

15. Rule 9, under Clause 1, provides for a somewhat arbitrary interference with the lawful use of landed property in Military Cantonments; and requires explanation. In some Cantonments, such as Cannanore, walls, fences, and enclosures of fields and buildings, which might serve as low ramparts and afford cover on emergency to insurgents, have been erected in close vicinity to Barracks, Powder Magazines, and Military Stores. These should not be suffered to remain, but should be re-placed by wire or other light fences, and a careful watch should for the future be kept against this practice, which seriously interferes with the safety of our Cantonments.

16. Where the owners of such erections have by lapse of time acquired a vested right, it may be necessary to take the land, thus encumbered, as land required for a public purpose. We also recommend that for the future Rule 9 be strictly enforced, and that the owners of land be absolutely precluded from doing anything which can interfere with the Military defence of a Cantonment, provision being made at the same time for granting compensation when necessary, for such interference with private rights.

17. We have also in these Rules provided for securing houses required for Military Officers. There is no doubt that it is necessary that Officers' quarters should, for Military reasons, be in particular portions of a Cantonment, and it is desirable that the hire of such quarters when they are rented should not be excessive. At the same time it can hardly be permitted that the rights of private property should be ignored. The present system, which is of doubtful legality, by which a Committee of Officers who are all more or less directly interested, decide upon the value of house property in a Cantonment, is open to the gravest objection and defeats its own object.

18. The rights of ownership in a Military Cantonment are so ill-defined that it has seriously affected the value of property so situated, and has discouraged the investment of capital which would have been devoted to building the class of houses suitable for the occupation of Officers. Much injustice has been done to individuals, and it seems very desirable when the whole subject of the administration of Military Cantonments is under consideration to provide Rules, which shall effect the desired object and yet protect the rights of property.

19. Provision has been made under Clause 2 for maintaining proper registers of documents relating to immovable property within a Cantonment. It will have been seen that by the Rules under Clause 1, it is the duty of the Cantonment Committee to prepare lists of all lands and houses, which are either the sole property of Government, or of houses which, though not the property of Government, have been built on land belonging to Government and subject to conditions of occupancy and removal. The whole of this information should, under the orders of Government, be recorded in the office of the Registrar of Assurances, whose Registers will be open to public inspection. By these means we hope to remove the present uncertainty as to the claims of Government over property in Cantonments. We believe that by the Act for Registration of Assurances, these lists will come under the provisions of Sections XIII and XVI of that Act as documents which declare rights and interests.

20. The portion of the Rules under Clause 4 which requires explanation is, that which makes the office of the President of the Sanitary Commission the Account Office for all expenditure on account of Public Health and Conservancy. We may be permitted, having in view the scheme of a Public Health Service, to which allusion has already been made, to look at the President of the Sanitary Commission as the head of the Public Health Service, and as such, regard him as an Executive Officer rather than as an Officer with duties principally consultative. It will be very desirable that this Officer's personal acquaintance of the details of Public Health and the Conservancy arrangements and local peculiarities of all the Cantonments throughout the Presidency, should be used for the service of Government in checking the Budgets of each Cantonment, that he should direct expenditure

towards the most necessary objects, and that he should carefully watch over the whole of the sanitary expenditure throughout the country.

21. It will be advisable that all the Conservancy establishments of every Cantonment, both those required for the purely Military portion of the Cantonment, and those employed for the civil portion, should be under one responsible Officer directly under the orders of the Cantonment Committee, and in constant communication with the Head of the Public Health Service. This concentration of authority will, it is hoped, add to the completeness of the Conservancy and secure economy. We therefore recommend that the Conservancy establishments in every Cantonment and of all towns in which Cantonments are situated, or to which they are adjacent, should be under the direct management and control of the Local Public Health Officer. With him will rest the appointment and dismissal of all Conservancy employes, subject to the approval of the Cantonment Committee.

22. The same authority has been given to the Executive Engineer in regard to all the persons employed by the Cantonment Committee, for the repairs and constructions of roads, buildings, streets, within each Cantonment.

23. The Rules framed under Clauses 5, 6, and 8 of the Act, all relate to one subject. The due maintenance of Cantonments in a proper sanitary condition and the protection of the public health.

24. We have thought it desirable to enter into considerable detail in defining nuisances and in making Rules for their prevention. Our guide in this part of our work has been the recent Act passed in Bengal, and known as "The Conservancy Act" for Calcutta, Act VI of 1863. We have endeavoured to adapt the provisions of this useful and carefully drawn Act to the somewhat simpler requirements of Military Cantonments. In order not to cumber the general Rules with a mass of details, we have thrown the special Rules relating to Conservancy and Sanitation into a Schedule marked A, which will serve as a Manual for the guidance of the Cantonment Committee and the Local Public Health Officer, on matters relating to Conservancy.

25. In Rules 6 and 7, under Clauses 5, 6, and 8 of the Act, we have assigned to the Cantonment Committee the duty of laying by their Agents, the Superintendent of Police and the Public Health Officer, informations against persons guilty of offences affecting public health, safety, decency and morals described in the Indian Penal Code and Police Act, and the Indian Criminal Procedure Act. By this indication of one of the duties of the Cantonment Committee, it is not intended to relieve the Police or the Magistrate of the duties or powers assigned to them by the Law, and which are the same in Military Cantonments as in other parts of the country. There may, however, be cases in which an offence against the general law, or against the present Rules which are to have the force of Law, may come to the notice or knowledge of the Cantonment Committee, and when it may be desirable that they should take initiative in bringing offenders to punishment.

26. A separate letter on the subject of the Rules framed under Clause 7 of the Act, and which relate to prostitutes in Military Cantonments, accompanies this letter.

27. The Rules under Clause 9 do not call for any special remark or explanation, except that, the reasons which have induced us to recommend that the Cantonment Budgets should pass through the office of the President of the Sanitary Com-

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mission, induce us also to recommend that the estimates of works of public convenience and utility in Cantonments, should pass through the same office before being finally submitted to Government.

28. The Rules prepared under Clause 10 for the registration of Deaths, have been taken from the Conservancy Act VI of 1863, above described, modified to suit the requirements of Military Cantonments. We have also made provision for establishing a Registry of Births.

29. In the Rules framed under Clause 11 of the Act, we have endeavoured to show clearly that the Cantonment Committee in the exercise of their duties will in no way interfere with the powers at present vested in the Police to arrest without Warrant persons who on view are guilty of an offence against the Law—*vide* Section XLVIII of the Police Act—and we have extended the powers contained in that Section to the Police, in respect of breaches of Rules under Act XXII of 1864, when an offence against them is committed within view of the Police. We have also to recommend, for the approval of Government, Rule 2 under this Clause, which declares that it shall be competent to the Cantonment Committee generally or the Sub-Committee under the Rules of Clause 7 of the Act, upon the report of a Police Officer, or otherwise, to direct inquiry to be made by a Police Officer into an offence punishable under the Indian Penal Code, or under any special or local laws, among which will be the Rules now submitted to Government for approval, and which under the provisions of Act XXII of 1864, will have the force of Law.

30. We have in Rule 4 under this Clause of the Act, given the same power in regard to procuring the attendance of persons summoned to attend before them as is given to Civil Courts. This is the course followed for procuring the attendance of persons summoned by the Assurance Registrars in the recent Act for the Registration of Assurances, and appears equally necessary in the case of Cantonment Committees.

31. Finally, we have provided in Rule 5 for limitation of Actions against the Cantonment Committee and their Agents in the same manner as has been done in the Police and Municipal Acts.

Memorandum on proposed draft of Rules framed under Clause 7 of Act XXII of 1864, for the inspection of Brothels and for the prevention of Venereal Disease, by Honorable R. S. ELLIS, C. B., President Sanitary Commission, and WILLIAM ROBINSON, Esq., Inspector General of Mofussil Police.

It will be seen that we propose that a Sub-Committee should be formed from among the Members of the Cantonment Committee, for the special duty of giving effect to the Rules framed under Clause 7 of the Act, for the inspection of brothels and for the prevention of the spread of venereal disease.

The measures to be adopted are an innovation, and great vigilance is necessary to prevent their becoming means of oppression which would be peculiarly odious. We have therefore endeavoured to secure in the Sub-Committee, by the age and position of the Members, the greatest amount of experience, discretion, and judgment possible.

The principle once admitted that control should be exercised, by law, over the prostitutes in a Military Cantonment, we have found little difficulty in preparing the Regulations necessary to secure the desired object.

We had before us the result of the system of control which has for many years been exercised over prostitutes in various civilized European communities. And to any objection that may be

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urged to the minute detail and to the apparent stringency of these Rules, we may remark that there is not one that has not been found necessary in other countries. Indeed, the whole of the provisions which we recommend to the approval of Government are identical with the Law in force in France, framed and approved by the most enlightened public officers, at a period when that country enjoyed a constitutional representative Government. Measures identical with those now proposed have moreover been recently introduced into Italy by Statesmen of such acknowledged reputation as Cavour and Ratazzi.

Experience has shown that the essential parts of the system wherever it has been introduced, is registration of every prostitute within the place in which control is exercised, and a thorough Medical inspection of these women at very short intervals.

In France, which in respect of legislation on this subject, has served as the model for other European countries. The system of inspection is as follows :

Inspection of prostitutes who live in lodgings, and who are required to present themselves at the Dispensaries specially appointed for such inspections.

Inspection at the Police Offices of prostitutes arrested either for breaches of the Law regarding prostitution, or for other offences.

Inspection of prostitutes in public brothels which is made in the brothels by Medical Officers, specially appointed for that purpose.

We have carefully considered and have also taken the advice of those best qualified to form an opinion on the question of permitting domiciliary inspection of prostitutes in this country by a subordinate Medical Agency. For there are doubtless advantages in allowing a certain class of women to be examined in their own houses, and this is carried out effectually in Europe.

But in India the nature of the climate and the description of houses occupied by prostitutes, makes it doubtful whether the labor of domiciliary inspection should be imposed upon a European Commissioned Medical Officer, and it is very questionable if Medical Subordinates, either East Indian or Native could be trusted with these duties.

After a careful consideration of this portion of the subject, we are unable to agree as to the course to be adopted. Mr. Robinson inclines to leave it to the discretion of the Cantonment Committee to give orders in certain cases for domiciliary visits of inspection, and he does not think that European Medical Officers would object to pay these visits in special cases.

Mr. Ellis entirely concurs in the opinion of his colleagues in the Sanitary Commission, and of Medical Officers of experience who unanimously recommend that there should be no such domiciliary inspection, but that all prostitutes should be required to present themselves at the Lock Hospitals. We are, however, agreed that whatever Medical Inspection takes place it should be conducted by a European Commissioned Medical Officer.

In Europe it has been found necessary to provide that when a registered prostitute is diseased, she should be detained in a special Hospital for treatment. All attempts to treat diseased prostitutes either in brothels or in their own houses, have resulted in failure and in the spread of venereal disease. We have therefore provided that all prostitutes found to be venereally diseased, should be detained in the Lock Hospital until cured.

In the larger Cantonments, such as Bangalore and Secunderabad, these Lock Hospitals should be distinct buildings ; as for obvious reasons, it is desirable to keep these establishments separate from any other Hospital. In the smaller Cantonments, economical reasons induce us not to recommend distinct buildings for Lock Hospitals, but that the Lock Ward should be made as separate as possible from the other Wards, and should have a separate entrance.

We recommend that the Lock Hospital in a Cantonment, where there is a European Regiment, should be under the charge of the Senior Officer in Medical charge of such Regiment. The measures now submitted to Government, have for their primary object the protection of European troops from venereal infection, and we have thought that the Officer most immediately interested in the health of the Soldiers, should be in charge of the Lock Hospital.

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The whole success of the measure is dependent on the care and regularity with which this inspection is carried out, and the professional reputation of the Regimental Medical Officer will in a great measure depend upon the decrease of venereal disease in the Regiment under his charge.

The duty which will be imposed on the Medical Officer in charge of the Lock Hospital will be very unpleasant and one of great responsibility, and the Government will doubtless assign a special remuneration for these services.

We have also differed on the necessity of Rule 27, according to which "no child above four years of age shall be kept in or upon the premises of any brothel situated within a Military Cantonment." The argument in favor of not allowing children to grow up among the evil influences which must necessarily surround a life of open infamy in a public brothel, has great weight. On the other hand it is urged, that the prohibition of children remaining with their mothers in brothels, may lead to the crimes of infanticide and desertion.

Unable to agree upon this point, we have inserted the Rule, but we request the special consideration of this point by the Government, and their decision as to whether Rule 27 should remain.

We have by Rule 30 made the supplying European Soldiers with liquor in any licensed brothel a penal offence, as it would be difficult to convict brothel-keepers of the actual sale.

We have by Rule 33 made brothel-keepers and prostitutes in their own houses responsible for the due observance of any orders which may from time to time be issued by the Sub-Committee charged with the execution of these Rules for the preservation of health, cleanliness or decency in such brothels and houses.

We recommend that the Cantonment Sub-Committee should insist upon brothel-keepers and prostitutes keeping in their houses the necessary appliances for ablution, which is known to be a powerful preventive of venereal infection, and that a printed notice on the subject of the necessity of immediate purification be affixed in every room used by a prostitute.

By Rule 37 we have given to the Police the power to arrest any female found publicly soliciting within the limits of a Military Cantonment.

This is in accordance with the law under which the Metropolitan Police in England act, and is, we consider, essentially necessary. The instructions which will be issued to the Police will sufficiently guard against any abuse of this power, and to the more experienced and trustworthy Officers of Police only, will be given the surveillance over the prostitutes in a Cantonment.

In Rules 49 and 50 we have provided for a class of women who are known to carry on clandestine prostitution in Barracks and Cantonments, and who contribute greatly to the spread of venereal disease among the European Soldiers.

These are the female servants in the married quarters of the Regiment, and female camp followers, such as grass-cutters, and the wives and female relations of cook-boys and horse-keepers attached to Regiments.

We leave to the Regimental authorities to point out cases in which clandestine prostitution is suspected in this class, and no action will be taken with reference to the women, except on the special requisition of the Commanding Officer.

(Signed) R. S. ELLIS,
President of Sanitary Commission.

No. 112. ORDER, No. 3911, 3rd November 1864.

The Governor in Council observes that pending the passing of the Bill adverted

No. 836, dated 6th June 1864.

to in Judicial Proceedings marginally noted, and the appointment of Health Officers being duly sanctioned, the Rules

submitted with the foregoing papers cannot be published. Meanwhile, the papers will be referred for the observations of His Excellency the Commander-in-Chief.

(Signed) R. HAMILTON, Lieut.-Colonel,
Under Secretary to Government

Exd. T. O'Connor.

33/
MEMORANDUM ON THE CONSTITUTION OF A PUBLIC HEALTH SERVICE
FOR THE MADRAS PRESIDENCY.

1. In the orders constituting the Sanitary Commission, it was stated that the diminution of mortality in the Army, and the improvement, generally, of its sanitary state, are the primary objects which the Government has in view—but it was added, "that the full improvement in the health of European troops, which the Government hopes to see effected, cannot be brought about by measures which are solely directed to the amelioration of the sanitary condition of the Soldiers as such."

2. It was therefore indicated that the Government looked forward to the growth of a great system of successful sanitary administration working uniformly throughout the country.

3. My attention, since I have taken charge of my present office, has been directed to the best means of carrying out the intentions of Government. It appears to me that it will be necessary, as a first step towards establishing a sound system of sanitary administration, to give additional powers to the Civil and Military authorities, to enable them to enforce the regulations, which it may be found necessary to issue, for the protection of the health of the Army in its Cantonments, and of the Civil population in towns and rural districts.

4. This course has been already adopted in Bengal by the passing of Act XXII of 1864, the Military Cantonment Act, and by Act III of 1864, the District Municipal Improvement Act.

5. The first of these Acts is about to be applied to this Presidency, and will give ample power to the Officer Commanding a Cantonment, assisted by a competent Committee thoroughly to protect the health of the troops.

6. Act III of Bengal provides for levying rates in towns, bazaars, stations and villages for police and conservancy purposes, and contains general conservancy clauses for the protection of the public health in these places. The Magistrate of the district, assisted by a Municipal Committee, is by this law most fully empowered to do all that is required for the improvement of the towns and villages within his province and for the prevention of nuisances.

7. I trust that the Government will recognize the necessity of introducing a measure similar to Act III of 1864, applicable throughout this Presidency.

It may however be of advantage not to apply such a measure simultaneously throughout the country, but to commence Sanitary administration in the larger towns where the people are more advanced in civilization.

8. Having obtained the legal powers necessary for effective action, it remains to be considered what should be the agency to carry into effect the provisions of the Law. It has been proposed that the Sanitary administration of each great Military station should be conducted by the Officer Commanding the station, assisted by a Committee, and in the Rules submitted to Government in connection with Act XXII of 1864, it has been proposed to place under the orders of the Military Cantonment Committee an Executive Officer to be called the Local Public Health Officer, specially charged with the executive duties of conservancy. 2ndly, an Executive Engineer specially charged with the works of construction and repair required in Cantonments, and 3rdly, the Superintendent of Police, who is specially under the direction of the Officer commanding in all that relates to Police.

9. In like manner the Magistrate of every district should, I submit, be as at present the guardian of the Public Health throughout his province. In all the important towns he should be assisted by Municipal Committees chosen from the most influential and intelligent inhabitants.

10. Having in view the great size of the districts in the Presidency, it will not be possible for the Magistrate of the district to preside over all these Municipal institutions, and his authority in these matters will be delegated to his subordinate officers in the same manner as it has been found necessary to delegate his Magisterial and Revenue duties. But the chief Magistrates of every district will be responsible to the Government for the due administration of the Public Health in his province in exactly the same degree as he is responsible for the Revenue and Magisterial administration.

11. I would propose that, to certain Civil stations at which there are Native troops and to certain important Civil stations and towns, there should be appointed Stationary Local Health officers acting as the Executive Conservancy Officers at the disposal of the Magistrate as President of the Municipal Committee of these places. The duties of these Local Health officers would be similar to those imposed on the Public Health Officers in Cantonments as described above in para. 8 and in the Military Cantonment Rules.

12. Having provided these Officers of Public Health for the large Military Cantonments and for the Stations which are of a mixed Civil and Military character, and for the more important towns, it remains to make provision for an agency to superintend the Public Health of minor towns and of the rural districts, which, in its action on the health of troops during their march and on the neighbouring Cantonments and towns, is of great importance.

13. For this and other duties to be hereafter detailed, I would propose to divide the Presidency into the same circles as has been done for the purpose of Police inspection, and to each of these four ranges to appoint a Public Health Inspector.

14. These would be superior officers of the Public Health department, placed in respect of the Public Health equally at the disposal of the chief Military and Civil authorities within their respective ranges.

15. Having provided the subordinate agency of the Public Health department, it remains to provide for a chief officer of the department, directly in communication with the Government in the Civil and Military departments, the channel by which all the requirements of the Public Health of the country should be represented to Government, and who should be responsible to the Government for the Public Health in the same manner as the Inspector General of Police is responsible for the safety of life and property.

16. To the President of the Sanitary Commission there have been in some measure assigned these duties in respect of the health of the Army, and I would propose to enlarge the sphere of his duties and responsibility by constituting him the head of the Public Health Service, and considering him as the Inspector General of Health throughout the Presidency.

17. The Public Health Department would then be constituted as follows:

- I. Inspector General of Public Health and President of the Sanitary Commission.
- II. Inspectors of Public Health.
- III. Local Public Health Officers for Military Cantonments.
- IV. Local Public Health Officers for Civil and Military stations and for large Towns.

18. I will now enter briefly into such additional detail of the duties of each of these Officers as may be necessary.

19. The President of the Sanitary Commission will continue as at present assisted by his colleagues to offer advice and suggestions to Government in the Military Department in all that concerns the health and welfare of the Army.

20. In like manner he will advise the Government in all that relates to the Public Health of the Civil population of the country.

To him will be assigned the duty of collecting the Health Statistics of both the Civil and Military population in communication with the Magistracy of the district and the Local Public Health Officers, and he will keep the Government, by means of Periodical Returns and Reports, as thoroughly and minutely informed of the Public Health, as they are informed by the head of the Police department of the criminal condition of the people.

21. In his executive capacity he would make tours of inspection, and in communication with the Officers Commanding Cantonments and the Civil Officers throughout the country, thoroughly examine the regularity and progress of the Sanitary administration throughout the country, introducing uniformity of action. In his capacity as ex-officio Member of all Cantonment and Municipal Committees, he would during these tours assist those Committees with his advice and the experience acquired as the head of the Health Department; while on the other hand, the practical acquaintance which he would acquire with all the important Cantonments, Towns and Stations, will enable him to give reliable information and advice to the Government in all that relates to the Public Health.

22. The "Inspectors of Public Health" would be under the immediate direction and instruction of the Inspector General in all that relates to their duties in assisting the Officers Commanding Cantonments and the Magistracy, in preserving the Public Health of the Military and Civil population. By the diaries and reports of these Officers, the Inspector General of Public Health would be kept constantly informed of all that is taking place in every part of the Presidency, bearing directly or indirectly on the Public Health, and be able to warn and advise, when any necessity arises for taking precautionary or preventive measures for the safety of the Army or of the Civil population.

23. As their name implies, the duty of these Officers would be chiefly that of observation. They would watch without any direct interference the regularity with which the Sanitary administration was being carried on, and point out to the proper local authorities any negligence or failure in the action of that administration. In this manner they would communicate personally with the Officer Commanding Cantonments, and afford him the aid of all that they have observed in the other Cantonments within their ranges, and be specially directed to afford him advice and assistance.

24. In like manner they would relieve the Civil Officers, who are already overburdened with their Revenue and Magisterial duties, of the details of personal inspection, and they would bring to the notice of these Officers all that is required for the proper Sanitary administration of their districts.

25. The Health Inspectors would also be ex-officio Members of all the Cantonment and Municipal Committees within their ranges, but without any executive functions. They would bring to the aid of all these Committees the results of their observations made over a large extent of country, and they would assist in securing throughout the country uniform Sanitary administration.

26. To these Officers it would specially belong to give vitality to the whole system of Sanitary administration and to prevent any relaxation of the efforts of the Cantonment and Municipal Committees. For without some such impulse there is reason to fear that the action of these bodies, vigorous enough at first, will become weaker and weaker till they sink into entire inaction.

27. To these Officers would belong the constant and careful inspection of the Rural districts and the principal lines of march of the Army and their camping grounds. They would also for health purposes inspect the sites and supervise the Sanitary arrangements of the great Fairs and Pilgrimages throughout the country. They would ascertain and report the Sanitary condition of the Railway Stations. And during their constant tours throughout their ranges, they would as Health Officers visit all the Jails, Hospitals, Barracks and Regimental Lines, in their ranges, so as to enable their Official Head, the Inspector General of Public Health, to communicate to the heads of departments, and the principal local Civil and Military authorities in every Province throughout the Presidency any facts which may require their notice and action.

28. By means of these Officers, the Inspector General of Public Health would be able to keep His Excellency the Commander-in-Chief informed as to the execution of his orders regarding the maintenance of the health of the Army, and in like manner he would bring to the notice of the Government all that was of importance in regard to the health observance of the Regulations affecting the Civil population.

These appointments should be held by such Civil and Military Medical Officers as might be at the time employed in the several Military Cantonments and Civil Stations, and the allow-

ances proposed in the Estimate at the end of this Memo. will vary from 150 to 50 Rs. per mensem, according to the importance of each Sanitary charge.

Such allowances would be in addition to the Salaries now drawn by these Officers, and this portion of this Public Health scheme does not require the creation of any Agency not already in existence.

29. "Local Public Health Officers." It is not necessary in this sketch to enter into a detail of the duties of these Officers in Military Cantonments, which are fully set forth in the Rules prepared in accordance with Act XXII of 1864.

30. In the other stations their duties will be identical with those of the Public Health Officers in Cantonments, the Magistrates of districts and the Municipal Committees being substituted for the Commanding Officer and Cantonment Committees.

31. And now as to the cost of the Public Health Department. I propose to divide Cantonments into 1st and 2nd Class Cantonments, and to allot a different rate of remuneration to the Local Health Officers assigned to these two classes.

32. The Local Health Officers appointed to Towns and Civil Stations, where there are no troops, would, with the exception of Ootacamund, be paid at a uniform rate.

33. The salaries which I would propose for the several grades of Officers of the Public Health Department, are as follows :—

4 Public Health Inspectors at.....	800 each.
2 Local Public Health Officers in First Class Cantonments..	150 each.
6 Do. do. do. do.	100 each.
13 Local Public Health Officers in 2nd Class Cantonments and Stations.....	75 each.
Local Officers of Towns and Districts, non-military.	
1 (Ootacamund).....	150
15 Do.	50 each

34. Appended to this Memo. is a tabular statement exhibiting the 1st and 2nd class Cantonments, and the Towns and Civil stations to which Local Health Officers should be appointed. The Ranges of Inspection assigned to the Public Health Inspectors, and the salaries and establishments, travelling allowances, &c., &c., of all these Officers, are also roughly shewn. It will be observed that the total cost of such a Public Health Establishment, complete in itself, and I believe adequate for the present requirements of the sanitary administration of the country, is Rs. 7,025 per mensem, or Rs. 84,900 per annum.

35. The next question is the provision of Funds to enable improvements to be effected in the sanitary condition of Military Cantonments and the large towns throughout the Presidency. For the purely Military purposes such as the conservancy and drainage of Barracks and Hospitals in Cantonments and the conservancy of Native lines and Military parcheries and bazaars, it would seem proper that the expenditure should be met by appropriate grants from the general revenues of the country.

The funds provided in each town from this rate should be expended locally—so that the inhabitants may have the satisfaction of knowing that the money they have contributed is spent on improvements conducing to their own health and comfort.

It would be premature in the present social condition of this country to expect to raise such a high rate from the towns, as would suffice not only to improve their Sanitary condition but also to meet the charge of the Public Health department—and I therefore propose that this latter charge should be met from the general revenues of the Country.

36. For the improvement of the conservancy of Native Towns generally, and of such portion of Towns as are within the limits of a Military Cantonment, it is just and proper that funds should be raised by a rate to be levied on the inhabitants of such Towns.

37. This rate should be levied as is provided in Act III of 1864 (Bengal.) It would be a very great advantage to obtain the funds necessary for both Police and Conservancy by a single Legislative enactment, and to Collect the rates by a single Agency.

38. By these means a multiplication of taxes—everywhere an evil and peculiarly so in this country—would be avoided.

39. It would be for the Government on the recommendations of the Local Committees, supported or amended by the Inspector General of Mofussil Police and the President of the Sanitary Commission, to determine the proportionate assignment of the collections to the two departments of Police and Public Health.

40. In conclusion, I may glance at other duties which may be advantageously assigned to the proposed Public Health Department.

41. In order to judge of the present condition of the public health and to test hereafter the action of sanitary administration, we require to have ascertained, with something approaching to accuracy, the numbers of the population, and the rates at which births and deaths take place.

42. We require also to know the relations between the variations of climate and season, and the rates of mortality and the prevalence of disease in every district in the presidency.

43. We must obtain an insight into the peculiarities of social life in different parts of the country. The density or sparseness of the population, their means of locomotion, their occupations, their food, the more or less degree in which they are exposed to influences injurious to health, and the best method of removing or reducing these influences.

44. The important subject of the registration of births and deaths throughout the Presidency is occupying the attention of the Government; and it is proposed, I believe, to collect these most important statistics through Agencies which already exist and which are well able to perform the duties required—namely, the Village Officers and the Mofussil Police. I would suggest that the returns thus collected should be sent to the Public Health Officers, and that to them should be confided in the first instance the tabulation of these returns under the general supervisions of the Magistrates of the districts in the same way that the Police Officers now are under the same supervision, tabulate all the Criminal statistics throughout the country.

45. I am of opinion that the President of the Sanitary Commission as the Head of Public Health department should also be the Registrar General of births and deaths throughout the Presidency, and that he should by means of the Health Inspectors, exercise a vigilant control over the Civil and Military Registration throughout the country.

46. Returns in prescribed forms of Births and Deaths, should be submitted monthly by the Public Health Officers to the office of the President of the Sanitary Commission with a view to an Annual Registration Report being prepared by that Officer to accompany his Annual Report on the Public Health, Military and Civil, of the whole Presidency.

47. I have not in this scheme made any proposal for the appointment of a Public Health Officer for the Town of Madras. Such an appointment is as much required in Madras as in any other Presidency Town. But such an Officer will form a part of the Municipal service of the Town, and I reserve the suggestion of improvements which should be introduced in the Municipal management of Madras, for a future report.

(Signed) R. S. ELLIS,
President of the Sanitary Commission.

OFFICE OF SANITARY COMMISSION,
MADRAS, 18th July 1864.

APPENDIX A.

ESTIMATE OF THE PROPOSED ESTABLISHMENT OF THE DEPARTMENT OF PUBLIC HEALTH
FOR THE PRESIDENCY OF MADRAS.

Public Health Inspectors' Ranges.

Districts.	Ganjam, Vizagapatam, Godavery, Kristna, Nellore, and Secunderabad.	Northern Range.	Districts.	South Canara, Malabar, Coimbatore, Salem and Mercara, and Mysore.	Western Range.
Districts.	Bellary, Kurnool, Cuddapah, North Arcot, Madras (beyond Mu- nicipal limits) and Bangalore.	Central Range.	Districts.	South Arcot, Tanjore, Trichinopoly, Madura, Tinnevely, and Quilon.	Southern Range.

Public Health Inspectors.

4 Inspectors at 800 Rs. consolidated salary.....	Monthly.	Yearly
4 Clerks for do. do. at 50 Rs.....	3,200	38,400
Travelling allowance to 4 Inspectors as under Police Rules at (say) 200 Rs. per mensem.....	200	2,400
Do. do. for 4 Clerks at (say) 25 Rs.....	800	9,600
	100	1,200
	4,300	51,600

Local Health Officers.

MILITARY CANTONMENTS AND STATIONS (1ST CLASS.) Bangalore + and Secunderabad—2 at 150	300	3,600
Bellary + Cannanore + Trichinopoly + St. Thomas' Mount with Palaveram		
and Poonamallee + Vizagapatam and Vizianagram + Wellington and	600	7,200
Coonoor.....		
MILITARY CANTONMENTS AND CIVIL STATIONS (2ND CLASS.) Calicut + Cuddapah +		
Palamcottah + Mulliaporam + Mangalore + Hurryhur + Mysore + Berhampore		
+ Quilon + Vellore + Mercara + Kurnool + Masulipatam.....	975	11,700
TOWNS AND RURAL DISTRICTS. Chicacole + Chingleput + Chittoor + Coimbatore +		
Cuddalore + Guntoor + Madura + Nellore + Negapatam and Tranquebar + Ra-		
jahmundry + Salem + Tanjore + Tellicherry + Tinnevely + Cochin.....	750	9,000
Ootacamund.....	150	1,800
	2,775	33,300
Total cost of 4 Inspectors of Ranges with Clerks and travelling allowance of all.....	4,300	51,600
Total cost of Local Health Officers.....	2,775	33,300
Grand Total...	7,075	84,900

APPENDIX B.

STATEMENT of the chief Towns within the limits of the Presidency
of Madras in each proposed range of the Public Health Inspec-
tors—and the estimated population of these Towns.

NORTHERN RANGE.

CENTRAL RANGE.

Districts.	Towns and Villages.	Population by last Census.	Cost of Local Health Officers.	Districts.	Towns and Villages.	Population by last Census.	Cost of Local Health Officers.
GANJAM	Ganjam.....	5,741		KURNOOL	Kurnool.....	27,849	75 0 0
	Berhampore*.....	17,945	75 0 0		Maddikera.....	5,012	
	Chicacole.....	11,828	50 0 0		Nundial.....	8,219	
					Cumbum.....	13,138	
VIZAGAPATAM.	Ankapilly.....	13,317		BELLARY.	Bellary & Cowl Bazaar.	37,459	100 0 0
	Munagapuka.....	5,035			Hospet.....	8,786	
	Madagole.....	6,399			Cunaply.....	8,294	
	Vizagapatam.....	16,758	100 0 0		Hurpinhully.....	5,965	
	Vizianagram.....	17,019			Adonie.....	17,476	
	Bimlipatam.....	5,912			Kosigy.....	5,303	
	Jami.....	5,415			Yemmiganoor.....	5,653	
	Salur.....	9,292			Ooravakonda.....	5,982	
	Bobili.....	11,619			Taudputry.....	6,415	
	Parvuttipur.....	5,870			Yadiky.....	6,243	
	Paleondah.....	7,790			Raidroog.....	6,546	
					Dhurmaveram.....	5,388	
GODAVERY.	Capelaisweram.....	6,628		CUDDAPAH.	Poodootoor.....	5,189	
	Amalpore.....	5,288			Budvail.....	6,324	
	Pulwela.....	5,008			Cuddapah.....	10,347	75 0 0
	Nursapore.....	5,912			Vaimpully.....	5,540	
	Achenta.....	5,651			Muddenpilly.....	5,634	
	Attili.....	5,275	50 0 0		Kundkhor.....	6,735	
	Rajahmundry.....	15,283					
	Dowlaisweram.....	7,870			Town of Chittoor & its suburbs.....	7,901	50 0 0
	Peddapore.....	9,176			Tripetty Town.....	8,858	
	Ellore.....	20,131			Gureattum.....	7,189	
	Coconada.....	8,814			Vellore.....	22,270	75 0 0
	Juggunaikpore.....	6,751			Amoor.....	8,917	
	Samulcotta.....	5,751			Arcot Town.....	11,995	
	Pittapore.....	8,444			Wallajahpett.....	10,768	
	Coringa.....	6,875			Kavaripaukum.....	5,157	
	Talares or Palekurroo.....	6,285			Calastry.....	6,197	
	Nellapilli.....	5,126			Poonganoor.....	7,520	
	Tuni.....	5,713					
KISTNA.	Baputla.....	8,933		MADRAS	Conjeveram.....	28,620	100 0 0
	Cherala.....	7,859	50 0 0		St Thomas' Mount.....	15,000	50 0 0
	Guntoor.....	15,333			Chingleput.....	5,149	
	Prattipand.....	6,435					
	Juggiapett.....	7,691			Bangalore.....		150 0 0
	Masulipatam.....	35,820	75 0 0		Hurryhur.....		75 0 0
	Nuzeid.....	5,564					
NELLORE	Nellore Town.....	26,637	50 0 0				
	Ongole.....	5,026					
	Allur & Kottapatam.....	6,002					
	Vencatagiri.....	6,435					
	Secunderabad.....		150 0 0				

COST OF NORTHERN RANGE.

1 Health Inspector.....	800 0 0
Travelling allowances (say).....	200 0 0
1 Clerk.....	50 0 0
Travelling allowances (say).....	25 0 0
1 Local Health Officer, at.....	150 0 0
1 " " " at.....	100 0 0
2 " " " at 75.....	150 0 0
4 " " " at 50.....	200 0 0
	1,675 0 0

COST OF CENTRAL RANGE.

1 Health Inspector.....	800 0 0
Travelling allowances (say).....	200 0 0
1 Clerk.....	50 0 0
Travelling allowances (say).....	25 0 0
1 Local Health Officer at.....	150 0 0
2 " " " at 100.....	200 0 0
4 " " " at 75.....	300 0 0
2 " " " at 50.....	100 0 0
	1,825 0 0

8. It has been suggested by the Bengal Sanitary Commission that in Military Cantonments at which, in the Public Health scheme before the Madras Government, it was proposed to have Public Health Officers on allowances varying from 100 to 150 Rupees per mensem. The duties assigned to these officers might be performed by the principal Medical Officers, who would generally be the Deputy Inspectors General of Hospitals, without assigning any extra allowance to these officers for this duty.

The objections to this arrangement, namely, the age and position of these officers which are incompatible with the performances of the active and continuous executive duties required of a Public Health Officer in charge of the conservancy of a large Cantonment, which includes also a large native city, have been fully laid before Government in the report of this Commission, dated this day, and submitted through the Military Department.

9. Should the Government of Madras not agree in the validity of the objections raised by this Commission to this portion of the proposals of the Bengal Sanitary Commission, and consider that the principal Medical Officer in a Military Cantonment should be the Public Health Officer of such Cantonment, the Public Health scheme now before the Government would be reduced still further by Rupees 3,600 annually, leaving the charge of a Public Health service for the whole of the Madras Presidency at about 58,500 Rupees, a sum which cannot be regarded as extravagant when the great extent of the Presidency and the important objects to be secured are remembered.

I have the honor to be, Sir,

Your most obedient servant,

R. S. ELLIS,

President of Sanitary Commission.

No decision has yet been arrived at by the Government of Madras.

MILITARY DEPARTMENT.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

Read the following papers:—

From the President Sanitary Commission.

Submitting, for the favorable consideration of Government, a Memorandum, (with Appendices and a Map) on the constitution of a public health service for the Madras Presidency. } Here enter 18th July 1864, No. 197.

From the President Sanitary Commission, and Insp. Genl. of Mofussil Police.

Submitting observations regarding the Rules required under Act XXII of 1864. } Here enter 26th Sept. 1864, No. $\frac{375}{A}$.

From the President Sanitary Commission and Inspector Genl. of Mofussil Police.

Submitting draft of Rules prepared under Act XXII of 1864. } Here enter 26th Sept. 1864, No. $\frac{375}{B}$.

ORDER, 3911, 3rd November 1864.

The Governor in Council observes that pending the passing of the Bill adverted to in Judicial Proceedings marginally noted, and the appointment of Health

Officers being duly sanctioned, the Rules submitted with the foregoing papers cannot be published. Meanwhile the papers will be referred for the observations of His Excellency the Commander-in-Chief.

(True Extract.)

Under Secretary to Government.

To the President Sanitary Commission.

„ Quarter Master Genl., with letters Nos. 5395,
(1 encl. 1 Plan) 5399, (2 enclos.) and 5400 (3 enclos.).

„ Judicial Department, for information.

Ed. R. Stephenson.

MEMORANDUM.

45

The Sanitary Commissions for India owe their existence to the report presented by the Royal Commission on the Sanitary state of the Army in India.

The high rate of mortality of the European Troops in India, deduced from the evidence laid before the Royal Commission, caused the adoption of all their recommendations of which the most prominent was the appointment of a Sanitary Commission at each of the Presidencies in India.

The instructions contained in the despatch of the Secretary of State for India calling into existence "Committees of Public Health" relate, as was natural under the circumstances attending the formation of these Committees, almost entirely to purely military subjects, such as the application of sanitary science to the selection of sites for military stations, to the drainage of stations, the construction of new and the improvement of existing barracks, the distribution of troops in India, and other considerations of a sanitary character, and all political and strategical, the dieting of troops, the best means of checking intemperance and disease in the army. These were the subjects which, on the immediate institution of the Sanitary Commissions, were to attract their attention.

The Secretary of State, in the despatch of the Secretary of State, the Governor-General, while directing the immediate appointment of a Sanitary Commission at each Presidency, stated that he did not consider it "desirable" to prescribe with any minuteness the manner in which the proposed new sanitary administration should be organized.

It was the object to call at once into existence a thoroughly complete Public Health Department, to be placed under the protection of the health authorities, but of the civil population, and to be directed to the health of the army. All that was first attempted was to lay down certain principles for the guidance of the Sanitary Commissions, and to indicate generally the objects and wishes of the Government.

It was, however, clearly announced from the first, that although "the diminution of mortality in the army, and the improvement generally of its sanitary state, was the primary object of the Government, the full improvement in the health of the European Troops, could not be brought about by measures which are solely directed to the improvement of the sanitary condition of the soldiers." Each.

It was added, that the amount of care in cantonments will be effected if all sanitary precautions are neglected in the cities and towns which lie adjacent. And the Government further announced that it looked forward to the establishment of a comprehensive and, as far as may be possible, an uniform system of sanitary administration throughout the country.

The truth was fully recognized in the despatch of the Governor-General, that in the present commencement of sanitary administration, the interests of the community at large are as much

concerned as those of the army; and that every step wisely taken towards the improvement of the public health will be a step towards better civilization and better government." Indeed, throughout this important document, it is evident that the Governor-General contemplated the future organization of a complete and efficient Public Health service. But it was wisely resolved not to call this service into existence until the Government had received from the Sanitary Commissions of each Presidency definite and well considered proposals upon this subject.

In accordance with their expressed intention not in the first instance to create a complete Public Health Department, the Government of India abstained from any strict definition of the duties of the Sanitary Commissions, and it was merely declared that their duties would be partly *consultative*, and partly *administrative*: and the terms were thus explained—"So far as these local causes of disease are concerned, which require for their removal the construction of works, the functions of the Sanitary commissions will be mainly *consultative*."

"But there are other local causes of disease which require for their removal not the construction of works, but good sanitary administration, and the proper carrying out of sanitary rules and regulations. This second class of removable causes of disease is as important as the first; and with respect to it, the functions of the Commissions will not be merely consultative, but administrative also." All the orders of the Government, in respect to sanitary measures, were, for the future, to be issued in the usual manner; but the Government supervision and control of the whole sanitary service was to be exercised through the agency of the Sanitary Commissions; and it was declared that *practically, though not in name*, Departments of Public Health were to be constituted in each Presidency, with the Presidents of the Sanitary Commissions as the responsible heads of these Departments; and these officers were to be responsible for obtaining and affording the best information and advice upon all matters of sanitary importance, and for exercising a proper supervision over the whole sanitary administration.

The Reports to the Government were to be made under the signature of the Presidents of the Commissions alone, and to the *Military Department of the Government*, with which the most important of the duties of the Commissions would at first be connected.

It was also stated that important questions of sanitary interest would arise in the civil departments, and that *references should be made to and from the several Departments of the Government*, while the practical work of executive sanitary administration was to be carried out by the local civil, and military authorities.

These passages contain the instructions issued by the Governor-General to the Bengal Sanitary Commission, and served with scarcely any alteration, as the instructions issued by the Governors of Bombay and Madras to the Sanitary Commissions of those Presidencies.

Experience has shown that the original constitution of the Sanitary Commissions, purposely left undefined at the time of their formation, is not such as to carry out the objects for which they were

In the proposal which is now submitted for amending the sanitary administration in India, nothing is suggested which is not in accordance with the original design of those who recommended the formation of these Sanitary Commissions.

It was pointed out by the Royal Commission that, at first, the duties of the Sanitary Commissions in India would be chiefly consultative and advising; but this first period is over, and the evil to be now avoided is, delay in the creation of an efficient Public Health Department, and in carrying into effect the recommendations of the Sanitary Commissions.

It has been found that their field has, since their creation, been so greatly extended, that if their practical action is to be effective and immediate, as it ought to be, a Department of Public Health in each Presidency of India must be formally constituted, and the Sanitary administration of each Presidency must occupy the same position, and be in as direct communication with the Governors in Council as the other Departments of the administration, such as the Public Works, Revenue, Judicial, and Military. In short, the President of the Sanitary Commission in each Presidency should be a Secretary to Government in the Public Health Department. In advocating this change, it is right to show—

1st.—In what respects the present constitution of the Sanitary Commissions is inconvenient and necessarily leads to delay in execution.

2nd.—How the proposed alteration in the constitution of the Commissions will amend the defects brought to light by experience.

As regards their consultative duties, it must be evident that if the Sanitary Commissions are only to give advice and assistance in writing to the Government on matters referred to them, they must either forward on each occasion such voluminous Reports as will exhaust every possible objection that may be raised to their advice, (and voluminous Reports are seldom studied) or the communications on any Sanitary subject upon which differences of opinion may arise must be frequent; and as is often the case with such written communications, they will degenerate into departmental controversies, delaying action, and often positively preventing any practical results; whereas the object of the entire proceeding being to save health and life, requires the utmost promptitude of execution.

But, if after due consultation with his Colleagues, the President of the Sanitary Commission, can, as Secretary to Government, confer with the heads of other Departments, he would, without loss of time, explain to them the reasons which have led to the recommendations of the Sanitary Commission.

After conferring with the Secretaries of other Departments and discussing any amendments or suggestions advocated by them, it will then only remain for the Secretary in the Public Health Department to submit the proposals of the Commission, modified if necessary after consultation with other departments, to the Members of the Government in Council assembled, and a final resolution can be speedily arrived at.

Any objection raised by any other Department would be advanced by the Secretary of such Department, and would be discussed then and there.

It is evident that no formal Report prepared by the President of the Sanitary Commission could have the promptitude and the completeness of the course above described.

An objection raised by any Department, and which might at first sight appear valid, would often be at once withdrawn if an explanation were afforded as to the principle concerned; and it may be safely affirmed that in no branch of the administration are principles less understood than in matters connected with Public Health.

Thus far, as regards matters upon which the advice of the Sanitary Commission has been asked as a consultative body by the Government. But in addition to this, the President of the Sanitary Commission has a very large field before him in India for the exercise of his functions, as head of the Public Health Department; and it is for the efficient discharge of these duties that it is important that he should, as one of the Secretaries to Government, have ready access to the Government. In short that he should have his fixed days of attendance, and that the sanitary administration should receive the same constant attention as is bestowed upon every other branch of the Indian administration. It is all the more necessary to give a satisfactory "status" to this branch of the administration, because it is one that has hitherto been greatly neglected. The application of Sanitary Science is both troublesome and expensive, its results are not immediate, and are often disbelieved or considered of little practical value by those who have not specially directed their attention to sanitary science, and who are not aware of the results obtained in England and other countries in Europe during so short a space as twenty years.

Till very recently, it may be safely stated that there was no such thing in India as sanitary administration. The protection of the health of the Civil population was not considered as part of the duties of the Government. There was no real municipal spirit among the native population, and to this indifference many valuable lives, not only among the natives, but among the Europeans entrusted with the administration of the country, have been sacrificed. The protection of the health of the Army, European and Native, was not based on any sound principle, nor was it accompanied by any continuous or well directed administrative action.

In short the whole work of sanitary administration has only recently been commenced in India. As soon as the attention of the Sanitary Commissions was directed to the task before them, it was found necessary to confer by legislation, additional powers on the Civil and Military authorities to enable them to enforce the sanitary regulations which it might be found necessary to issue from time to time, for the protection of the health of the Army in its cantonments, and of the Civil population in towns and rural districts.

It was also necessary to establish, generally, by law, and to give permanence to municipalities, and to provide, by local taxation, funds for the maintenance of the health of towns.

It was further apparent that even sufficient legal powers and the provision of funds would not in India

be all that was required, unless some agency was provided—charged specially with the duty of watching over the health of the community and seeing that the reforms necessary and which had the sanction of law were neither delayed nor neglected.

It thus became the duty of the Presidents of the Sanitary Commissions to prepare and lay before their respective Governments comprehensive schemes for the constitution of a Public Health service in each Presidency, for the collection of statistics of the health of the population, Civil and Military, and for a complete system of registration of births and deaths.

The great mortality that has prevailed in the Indian Jails, rendered it necessary also to offer advice and suggestions on this important branch of the administration.

The high death rate in the principal Presidency Towns, and the almost constant presence of epidemic disease, from causes which are removable, are subjects which have occupied, and are still occupying the Sanitary Commissions, and for some time to come there must be much discussion between these Commissions, the various departments of the Government, and the municipalities of the great Indian cities, as to the measures to be taken for the preservation of the Public Health.

Even in England, after many years' experience of the working of sanitary enactments, constant complaints are made of the want of some general superintending authority to prevent laxity of administration. The legislation in India calling into existence municipal corporations and imposing taxation for municipal purposes, is very recent. It is of the utmost importance that the working of these new laws should be carefully observed, and that a due control be exercised over the new municipal bodies while they are engaged in framing bye laws, and in adjusting local rates.

On all these important subjects the President of the Sanitary Commissions, who is the recognised Head of the Public Health Department, seems naturally pointed out as the officer who would best be able to keep the Government well informed, and to offer advice.

But to enable him to do this effectually, it is of the greatest moment that he should have the influential position of a Secretary of Government, and should be in frequent communication with the Government.

It would unnecessarily lengthen this Memorandum, to detail the numerous occasions, on which, in India, in matters connected with the health of the army, it would be most desirable that the President of the Sanitary Commission, in his acknowledged capacity as "the officer responsible for obtaining and affording the best information and advice," should be in a constant personal communication with the Commander-in-Chief of the Army, instead of conveying, as at present, information and suggestions by written Reports addressed to the Military Secretary to the Government.

In many instances, it would be of great advantage if the head of the Public Health Department could in person, lay before the Commander-in-Chief the knowledge which he has obtained of the actual condition of the sanitary administration, of all or

any military stations. He would be the Commander-in-Chief's confidential adviser in these respects, and would often enable that member of the Government to direct his attention to matters which though of apparently unimportant detail to the superficial observer, are of serious importance to the health of the army. Misappropriation of barrack accommodation; neglect of standard rules, connected with barrack administration; the non-observance of recognized preventive measures against epidemic disease in cantonments, and in camp, or on the march, matters of instant importance would all be known to the head of the Public Health service through his agents, and should by him be made known to the Commander-in-Chief. But if these suggestions are to be submitted formally, through purely Military Departments, such as those of the Adjutant and Quartermaster-general, it may often happen that no action will be taken on these representations, until much official correspondence has taken place; and in many cases until formal enquiry has been held to determine whether, as may have been alleged and was probably true, the regimental laundry was full of regimental stores, and the reading room was occupied by the regimental schoolmaster's family; or in graver cases of not unfrequent occurrence, whether many valuable lives have not been sacrificed to neglect of common precautions. And thus from sheer loss of time, the whole mischief may have been done before the official correspondence has been completed.

It may be asked—have things really come to a dead lock in sanitary administration in India in consequence of the faulty constitution of the Sanitary Commissions? And the answer would be, No. Much useful work has been done since the institution of these Commissions; mainly because at the head of the Indian Government is Sir John Lawrence, who himself firmly convinced of the value of sanitary science, as applicable to India, has, by the force of his high example, by his strong will, and by his accessibility to his official sanitary adviser, given power and working facility to an imperfect machinery. But suppose a Governor-General, or a Governor uninformed or indifferent as to sanitary improvement, inspiring all Departments with his own feelings, how could any progress be made?

A passive resistance might at any time be offered departmentally to every suggestion, and the consideration of subjects of vital importance might be most injuriously delayed, while the official head of the Public Health Department would have no official ground of complaint. The "routine" of all the Departments, civil and military, would have been strictly observed, and he would be left conscious of the evil prevailing and unable to apply any remedy; while nobody was specially responsible for matters on which hung the lives of thousands.

For it must be remembered that sanitary reform is different from legal and political reforms. It involves questions, not of some relative advantage and of social well being, but of life and death.

Take as an illustration the mortality that usually accompanies the marching of regiments, European and Native, in India. This mortality is preventable by observing certain sanitary laws. Suppose the Presidency of a Sanitary Commission to observe the neglect of these laws and to suggest the remedy.

Under the present constitution of the Sanitary Commissions he would, after laborious consultation with his colleagues, and after a careful compilation of the statistics of many years, frame a Report. This would be sent to the Military Department—it would rest with a Military Secretary to bring this Report to notice at once or to delay it officially. The Commander-in-Chief if disposed towards sanitary improvement would bring the matter prominently to the notice of his colleagues in the Government, or would delay the matter still further, even if he did not actively oppose the recommendations. Months might and would probably elapse before the subject would come under discussion by the Governor and his Council, and then the papers which contained the facts and proposed remedies, might be disposed of by the Government on the report of a Military Secretary, who never had any means of becoming acquainted with the subject, and who was supported by a Commander-in-Chief in a similar position. But this would not be the case the President of the Sanitary Commission, in his capacity as a Secretary to Government, had access before the formal discussion to the Commander-in-Chief so as to explain to him in detail the necessity of his recommendations, and who, failing in convincing him, had an opportunity of explaining and combating objections before the Governor in Council. This illustration is selected, not from any actual occurrence, but because it presents forcibly the fatal results which might occur from delay in an urgent matter of sanitary administration—a delay for which it is quite possible that nobody could be distinctly blamed, and which might be caused solely by the imperfect constitution of the present Department of Public Health in India.

What is here advocated is the recognition by the Home authorities, and by the Government of India, of the importance of the sanitary administration by placing personal responsibility on its representative, and by admitting him to the same means of influence as other heads of departments occupy and exercise.

The Secretaries to Government in India form in reality a sort of Cabinet, and are Ministers having separate Departments assigned to them. They bring their portfolios to the Council chamber and there dispose of every question connected with their several departments. Where a question involves the action of more than one Department, the other Secretary or Secretaries concerned are summoned and the matter is fairly debated before the Governor and his Council, who, thus enlightened, decide upon the action advisable for the Government to take.

Let the Secretaryship for Public Health be constituted; let the Secretary discuss with the Military Secretary to Government as to the condition of barracks and the conservancy of military stations, the rate of invaliding by intemperance and venereal disease, and the remedies necessary. Let him use his influence with the Secretary in the Public Works

department to get the engineers to bring clean water to the barracks, to drain the stations, and correct original faults in the construction of barracks and hospitals.

Let him have the official position necessary to urge on the Secretary in the Legislative Department the necessity of amending the municipal laws, and the necessity of having a Public Health Act considered by the Legislative Council. Let him press on the Revenue and Financial Secretary the necessity of making a serious provision in the ensuing year's Budget for sanitary expenditure. In short, let the head of the Public Health Department hold an influential position, such as will secure attention to his work, and prevent measures of public health depending upon the good will of the head of some other Department already overworked, and from whom it can hardly be expected that he will make sanitary administration, and the study of the requirements of the Public Health of the civil and military communities, his first and principal object.

It is not proposed, by the conversion of the President of the Sanitary Commission into a Secretary to Government in the Public Health Department, to do away with the Sanitary Commissions. The members of these Commissions are men selected for their special acquirements in Civil, Military, Engineering, Sanitary and Medical questions, involved in the preservation of the public health. They would be a consultative body, meeting with a Secretary to

advise on all matters referred to them by the Government, relating to the Public Health, such as the selection of new stations, and the sanitary improvement of existing stations and bazaars; the examination of new plans for barracks and hospitals; advice as to the laying out of stations and bazaars; the sanitary improvement of native towns; the prevention and mitigation of epidemic disease, etc., etc.

The result of their deliberations would be embodied in Reports which the President would personally lay before the Government in his capacity of Secretary to the Government. It would be his duty, and it would generally be in his power, to secure the application of remedies and improvements suggested by the Commission; and to see that, on the approval of the Government, recommendations based on sound sanitary principles are carried into effect, and that they are not delayed by the apathy or the want of knowledge of other departments.

It might also be advantageous to make over to the Secretary to Government in the Public Health Department all the official work, in connection with Prisons, which is now performed by the other Secretaries.

A great portion of this work is closely connected with questions of Sanitary science, and it would probably save delay and sometimes prevent serious error, if the Secretary in the Public Health Department was charged with this branch of the administration.

It may perhaps aid the success of these suggestions, if it is understood that by their adoption no serious increase of expenditure will be entailed.

with 2. Enclosures
from annexure.

Public Department.

No. 17.

To

The Secretary to the Government
of India.

Home Department.

Sir,

I am directed to submit for the consideration of His Excellency the Viceroy and Governor General in Council the enclosed papers containing certain proposals made by the President of the Sanitary Commission for the establishment of a Public Health Service in this Presidency. Mr. Ellis, it will be seen, has recommended in his revised Memorandum, the appointment of four Public Health Inspectors on salaries of Rs. 1000 per mensem with the requisite establishments of Clerks and allowance for travelling, and of 40 Local Health Officers on salaries ranging

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3rd Nov 1864 - Nos. 106-112 &
5th Nov 1865 - Nos. 1690.
98-151.

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ranging from Rs 50 to Rs 200 per mensem. The aggregate cost of the proposed establishment is Rs 9000 per mensem or Rs 108,000 per annum.

2 Since Mr Ellis' Memoranda were written, an Act has been passed by the Local Legislature entitled the "Towns Improvement Act" which provides for the levy of rates and taxes, a portion of which is to be applied to the sanitary conservancy of those towns in which the Act may be put in force, and under the provisions of Section XVI of the Military Cantonment Act (Madras Act IV of 1865) rules have been prepared for carrying out the sanitary administration of Military Cantonnments which are now under the consideration of the Governor General in Council.

3 The Madras Government think it very desirable that the several Committees which may be appointed under each

of these Acts should be aided by Local Health Officers professionally qualified to advise them on sanitary matters, and further that their proceedings should be subjected to the supervision of Public Health Inspectors whose experience may enable them to secure a uniform method of sanitary administration in all the Military Cantonnments, and as far as may be, in all the Civil Stations situated in their respective ranges. The Governor in Council would accordingly recommend the appointment of 4 Health Inspectors on salaries of Rs 800 per mensem with establishment and travelling allowances involving an aggregate cost of Rs 4,300 per mensem as proposed in Mr Ellis' original Memorandum. He would also suggest the appointment of local Health Officers at the Cantonnments

and stations named in the
margin involving an agree-
-gate charge of ⁷⁰⁰ Rs 850 per mensem.

At many of the Civil Stations
named by Mr Ellis, Medical
Officers have been appointed

~~of the Civil Station~~

of the Civil District or Central,
who will be required to

perform the duties of
Local Health Officers

in relation to those of ~~the~~

Superintendent of Civil ^{the}

- Bangalore — 150
- Secunderabad — 150
- Bellary — 100
- S. Thomas Mount — 100
- Trichinopoly — 100 50
- Wellington — 100

Fort St. George.
6th January 1866.