

1. Number of page *24*
2. Date of repair. *10. 11. 36*
3. Initials of Reference *7*

M.R.O. 1-89,000-16-10-89

MADRAS RECORD OFFICE.

Government of Madras.

Revenue

DEPARTMENT.

G.O. No.

579

Press
~~Mis.~~

Dated

27-4-1968

Not to be folded or roughly handled

Proceedings of the Madras Government, Public Department,
27th April 1868.

No. 170. Read the following letter from Surgeon-Major J. L. RANKING, Sanitary Commissioner for Madras, to the Chief Secretary to Government, Fort Saint George; dated Madras, 16th December 1867, No. 683.

In forwarding the accompanying report, regarding the control of pilgrimages in this Presidency, I have the honor to report that 200 copies of the same have been prepared, of which any number required by Government can be forwarded at once.

Enclosure 1.

2. Should Government see fit to sanction it, I would be glad if permission were granted me to distribute copies of the whole paper to all Collectors and to all Officers to whom my Proceedings are regularly supplied. These can be subsequently supplemented by the addition of any orders which Government may be pleased to pass upon them.

3. The early distribution of them will, to a certain extent, enable Collectors and others to anticipate the nature of the regulations to be observed during agglomeration of people at fairs, festivals, &c.

4. The immediate submission of my remarks on the subject, together with a list of the chief fairs and festivals, which I was directed to prepare in Order of Government, No. 1300, dated 19th October 1867, is unavoidably prevented in consequence of my not having received, except in two or three instances, any reply to the following letter addressed to all Collectors, under date 22nd October 1867:—

“ 1. With reference to Government Order, No. 1300, dated 19th current, I have the honor to request that you will be so kind as to favor me with a list of the festivals, fairs, or pilgrimages occurring within the limits of your jurisdiction, and of any other occasions on which large crowds of people are brought together.

“ 2. The object of this inquiry is to enable me to submit a comprehensive list to Government, with a view to arrangements being made to promote the sanitary condition of people thus assembled, so as, if possible, to effect for them immunity from epidemic disease.

“ 3. Will you kindly specify the date upon which each fair or festival is held, the probable number of permanent inhabitants of the place; and the average number of visitors; number of bullock-carts and other vehicles likely to accompany the latter, and the capabilities of the rendezvous, as to affording space for separate encampment of travellers and bullocks, &c., the two being kept strictly apart.

“ 4. A brief report should also be forwarded, indicating the route by which the several places of concourse are reached, and any facts of note regarding the origination of contagious disease among travellers at them, and its subsequent extension to the inhabitants of the place, or those of districts, through which the travellers pass when returning home, should be carefully recorded.

“ 5. I should bring to your notice that measures of conservancy have been adopted with the happiest effects at Conjeveram during and since the festival of 1864, and at Humpi in 1866 and 1867, and it is hoped that a similar success may attend like precautions, if adopted, within the limits of the district under your charge.”

5. I have to solicit that Government will be kind enough to direct all Collectors to favor me with an early reply to the foregoing communication.

From the Members of the Cholera Committee, to the Chief Secretary to Government, Fort Saint George; dated Madras, 4th December 1867.

We have the honor to report, for the information of Government, that in compliance with Government Orders, No. 1067, dated 30th August, and No. 266, dated 21st September 1867, we have carefully considered the subject therein referred to us for report.

2. The questions raised by Major Malleson, Sanitary Commissioner for Bengal, had almost all of them been considered by us in connection with the general subject of the measures to be adopted to give effect to the conclusions of the Cholera Congress at Constantinople. Our detailed report on this subject is now under preparation and will be shortly submitted.

3. On the present occasion we purpose only reporting to Government the measures which appear to us to be best calculated to prevent agglomerations of people at fairs and festivals, pilgrims and other travellers proceeding along public thoroughfares in large numbers, being attacked with contagious epidemic disease, and to check the spreading of the same to the general population.

4. Major Malleson's remarks especially referred to us are as follow:—

"The supervision of pilgrims returning to their houses is a matter of much greater difficulty. The vast numbers of people, the numerous routes by which they travel, the ease with which many might evade the strictest cordon by leaving the main roads, the oppression and extortion to which they may be subjected by the Police, all form very serious obstacles in the way of carrying out a really efficient quarantine. I have no hesitation in coming to the conclusion that quarantine should be established; but I propose to defer the preparation of any definite rules on the subject pending the receipt of a full report on the recent outbreak of the disease at Hurdwar and the result of the preventive measures which were adopted both there and in the various districts through which the pilgrims passed. Full particulars have been requested, and as this is, I believe, the first occasion in which any precautions of this nature have been adopted on this side of India, it appears desirable to take advantage of the valuable experience which the epidemic has supplied. So far as yet received all the information is in support of the belief that the disease has been carried by the pilgrims, and that in no case did any place suffer prior to the return of persons who had been at the fair. As some time may elapse before all the reports have been collected, I would suggest that a copy of this letter should be sent to all Local Governments and Administrations, and that they should be asked to give their opinions on the whole subject, and especially as to the best means by which quarantine, as regards returning pilgrims, may be carried out, and whether any fresh legislation is requisite to give them the effect of law. But the peculiar difficulties in the way of carrying out quarantine, as regards the general population, do not exist to the same extent as regards Military stations. Pilgrims should be invariably discouraged from entering them, and whenever they are known or suspected to be affected with Cholera, or to be coming from any quarter in which the disease has appeared, their entrance should be entirely prohibited. In Umballa this measure was adopted, but apparently not before many pilgrims had already passed through the station. Of the outbreak of the disease at that station full particulars have been asked for."

5. In connection with the foregoing observations, we have considered the recent report upon the outbreak of Cholera at Hurdwar, and the report thereon of Inspector General John Murray, M. D., (copy appended).

6. While fully concurring with Major Malleson, that very serious obstacles exist to prevent the institution of a strict system of quarantine for bands of pilgrims leaving shrines, and for large concourses of people dispersed after fairs and festivals, we are of opinion that the time has now arrived when a law should be passed

Epidemic Cholera at Fair at Hurdwar.

Legal enactments to control pilgrimages required.

placing these collections of people under strict supervision, and we further consider that local taxation should be had recourse to in order to defray the cost of such supervision and of such measures of conservancy and Police as may seem best calculated to prevent the appearance or check the diffusion of epidemic disease. In both these respects such measures should be adopted as might promote the salubrity of the place of congress, and may protect the health of the Civil community with whom the pilgrims may come in contact in their progress to, or from the place of congress.

7. That Cholera was carried from Hurdwar to distances varying from 2 to 700 miles is so clearly proved in Dr. Murray's very able analysis of the report of the Hurdwar fair, that we deem it unnecessary to do more than note this fact, which is of importance, as indicating the necessity of continuing the supervision even after fairs or festivals may have terminated without any considerable or even any development whatever of epidemic disease.

8. The experiences of the Hurdwar fair seem especially to suggest the propriety of adopting such measures of surveillance and quarantine as would effectually prevent the importation of the disease by pilgrims into large Native cities or Military Cantonments. It is now a well-recognized fact that intercommunication between the town of Conjeeveram and the city of Madras was for years productive of outbreaks of epidemic Cholera, when that disease had broken out at the annual festival at Conjeeveram. And it is also known that from the Cholera camp at Guindy the disease was imported into a notoriously over-crowded and unhealthy portion of Madras, from which, as a focus, it spread rapidly through other districts of the Presidency town. The importation of Cholera into Umballa would, in itself, suggest the necessity which exists for the diversion from the neighbourhood of Barracks and Military and Civil stations of all streams of pilgrims, &c. Experience in former years within the limits of this Presidency shows that the introduction of Cholera into the British Infantry Barracks at Bellary was due to pilgrims and travellers who, proceeding from the fair at Humpi, passed in a dense stream close to the Barracks. In these buildings Cholera first appeared immediately after the passing of the crowds, and it was in the buildings close to the public road that the disease was first observed.

9. A power to control the route to be travelled by the masses returning to their homes, should be one of the most imperative and rigidly-enforced conditions upon which fairs and festivals should be permitted to be held.

Recommendation.

This equally applies to those proceeding to, or coming from, places of congress. The danger, however, in the latter instance is much greater than in the former.

10. We now proceed to discuss the various means to be adopted to render the place of congress salubrious. In one respect, however, great diversity of practice may of necessity occur. At Hurdwar where 3,000,000 of people assembled, encampments were required for this enormous population; while at Conjeeveram, to which not more than 1-15th of this number resort, sufficient accommodation is usually found in the houses of the resident population. In Humpi again, on the other hand, so few are the houses available for strangers, that it would be necessary to provide temporary encampments for travellers. Natives of Southern India would probably object to any arbitrary rule suddenly and unexpectedly imposed, which would compel their occupying temporary encampments. But if, as certainly should be done, it is rendered compulsory that they should sleep apart from the cattle and the carts in which they have come, it is probable that they would be not unwilling to avail themselves of temporary huts or shedding to be erected on well chosen encamping grounds which should be, if possible, selected at convenient distance from the adjacent town. The importance of such encampments consists not only in the possibility of maintaining in them the observance of order and of sanitary regulations, but

Measures of sanitation.

also in the immunity which these would probably afford to the resident population in case of epidemic disease. *A strict cordon should be maintained round places of encampment, and*

intercommunication between them and neighbouring towns or villages should be prevented, should epidemic disease break out

Cordon Sanitaire during Epidemics.

either among the temporary or permanent residents.

11. Nothing could apparently have been better planned than the encampment at Hurdwar.

Camping ground at Hurdwar well considered.

It consisted, says Dr. Murray, of "about 25 square-miles of bare level sandy ground, was regularly sub-divided into streets and lanes with shops in which an ample supply of good food was provided, where the water was supplied by the sacred Ganges and where conservancy was provided for and carried out most strictly and effectually."

With the knowledge now in our possession that epidemic Cholera did break out on this very

Disease checked at Hurdwar.

encamping ground, we might be inclined to infer that the precautions adopted failed singularly to secure that immunity from disease among the people, which was the special object of their institution. But it is undoubted from the experience of previous years that, as remarked by Assistant Surgeon Cutcliffe, the sanitary measures adopted did check the extension of Cholera at Hurdwar, did restrict the disease within comparatively narrow limits.

12. But no sooner were the pilgrims free from the beneficial influence of sanitary arrangements than the disease spread with fearful rapidity among them. On this point Dr. Cutcliffe says, "But though Cholera commenced in the vast crowd at Hurdwar, it made almost no progress amongst the people until they had dispersed. The total number of Cholera patients admitted

* Cholera among pilgrims at Hurdwar was slight.

into the Hospital* at Hurdwar up to the evening of the 15th was nineteen; and the total number of deaths eleven. By the evening of the 15th the pilgrims had all departed; and it was when they had left Hurdwar and were beyond all sanitary control, that the disease began to spread amongst them. At former fairs, as I have previously shown when Cholera

Subsequent extension of disease.

broke out, it destroyed the pilgrims in great numbers at Hurdwar itself; and since the laws which the disease observes in relation to crowds are known to be everywhere alike, we may be sure that it would this year have produced a terrible havoc in so vast and dense a multitude as were present at the Koombh, had it not been for the very complete arrangements that opposed both its outbreak and its diffusion."

13. It becomes necessary, therefore, to endeavour, if possible, to account for the occurrence

Different explanations of appearance of Cholera.

of Cholera, under conditions which we do not consider to have been favorable to its development. Two opposite theories have been started, each of which is worthy of consideration. Dr. Cutcliffe suggests three explanations and details his opinion regarding each of them. He thinks that it must have been

"First.—Spontaneously generated; or

"Second.—Have pre-existed on the spot; or

"Third.—Have been imported there.

"1st.—The hypothesis of the spontaneous origin of the agent of a specific disease is as untenable as is that of the spontaneous generation of an animal.

"2nd.—A supposition of the existence of the Cholera poison at Hurdwar must rest on the fact that the disease has several times shown itself there at former fairs. But Cholera has not been endemic at Hurdwar; nor has it occurred, so far as I can ascertain, for the last ten successive fairs. This, however, does not prove the absence of the poison; for certain known, and probably many, unsuspected conditions are necessary to its development.

"How long this poison of Cholera may remain dormant, we know not. It has shown itself in old camping grounds that have been deserted for weeks and months, as it has been conveyed in a dormant state over great distances for as long a period of time. But facts have not demonstrated the effects of time in modifying or destroying the Cholera element.

"3rd.—That the specific agent of Cholera can be conveyed by people passing from an infected district, is a well known fact. Now Cholera occurred at the Agra Durbar in November, and it prevailed as an epidemic at Benares and in Rajapootana, at or about the time of the Hurdwar fair, and, since pilgrims came from these places, it is probable that they conveyed with them the Cholera poison or agent to Hurdwar."

14. Dr. Murray, on the other hand, assigns reasons for our believing that the very ground

Dr. Murray's suggestion on same subject.

so carefully laid out was itself the source from whence the disease sprang. He shows that Cholera appeared immediately after heavy rain, and with the knowledge of previous epidemics of it in the same place, he sees "no valid reason to question the probability of the seed of the disease deposited on some previous occasion having been brought into action by the rain in the immense crowd collected during the present fair at Hurdwar," and he proceeds to show that from the rapidity of development "the attack must have been of recent date and of general application."

15. Whichever of the foregoing explanations be received as indicating the true cause of the

Inferences from above.

occurrence of Cholera, they must all be taken to point clearly to the necessity of examination of all persons arriving at, or leaving, places of congress and the careful Medical supervision of all assemblages of people. The second indication suggested by the foregoing theories is, that at all encampment occurring annually, the use of fresh ground not previously occupied should be as far as possible enforced—this suggestion equally applies to all Military encampment.

In connection with this subject it would be well also that ground occupied by encampments of pilgrims or travellers should be ploughed and put under cultivation after the dispersion of the temporary inhabitants. This suggestion is in elaboration of the recommendation of His Excellency the Commander-in-Chief in India, as approved by the Right Honorable the Governor General (*vide* Proceedings Madras Government, with Order No. 3578, dated 20th September 1867) as regards Cholera camps for Military troops.

16. The history of the epidemic disseminated by the pilgrims from Hurdwar, and indeed

Dead bodies.

that of any epidemic of Cholera, would be of little use, did it not suggest many measures calculated to prevent the extension of the disease, and among these there is one which has not, until recently, received sufficient attention. We allude to the early removal of the dead bodies of those who died of Cholera and their incineration or sepulture. As the possibility of dead bodies proving a source of Cholera diffusion, we quote from a very interesting report by Surgeon Day, who thus explains the events occurring at Cochin from this cause:—

"On Saturday March 20th, Mrs. M., the wife of a resident of Cochin, died at Alwaye, 16 miles distance, of Cholera, and the body the same evening was brought into the town, and remained in a house situated in a close street all night. The next morning a woman living in the same line of street was attacked, and died on the 23rd in the Dispensary. Captain E.'s son, residing two doors beyond the house in which this woman lived, likewise had premonitory symptoms the same day, 21st, but recovered without its passing into Cholera. On the 23rd a patient in hospital was attacked, it passed into collapse, but he finally recovered. The same day the Fiscal walking along the street saw a man fall down vomiting and purging near Mr. M.'s house, no history could be obtained prior to his death; a female was admitted the same day, her house being close to Mr. M.'s. On the 24th a child was brought from Mr. M.'s house,

"and although it rallied from the collapsed stage, it died on the 26th of secondary fever. On the 26th a man was taken ill in the Fort and died the same day. The histories of the other cases are unknown to me. On the 24th I was sent for to Malliappooram, six miles from this, to see Mr.—, said to be dying of Cholera. I arrived at his house at 1 p. m. He died at 1-30, it appeared no cases had previously existed there, but on the 22nd he had been into Cochin and passed the day at Mr. M.'s house. On the evening of the 23rd, finding his bowels costive, he took a purgative just before dinner. Immediately after his death I was called to his daughter attacked by vomiting, purging, rapid and weak pulse, under treatment she recovered. Two natives who had come from Trichoor (where Cholera did not exist) to see him the day he died, also fell victims to this disease; the one went to Ernacollum, three miles from Cochin, where he died; the other returned to Trichoor and died there, and what is remarkable, I could discover no other causes in the surrounding country, a tremendous thunder-storm completely removed the disease from amongst us."

Dr. Murray alludes to this subject, and gives a vivid idea of the destructive agencies of this kind at work to disseminate the disease far and wide. "This pilgrim stream carried with it Cholera which lined the roads with victims, whose funeral pyres studded the surrounding fields, or whose bodies were thrown into the canal or collected by the Police and buried. The disease was communicated to the neighbouring towns and villages, and the pilgrims carried it with them to their homes over the whole of Hindoostan."

17. Mr. Cutcliffe also alludes to another pregnant source of danger, which certainly should not be overlooked. He says, "the pilgrims, after leaving Hurdwar, conveyed with them, as their subsequent history shows, the Cholera poison; they underwent great fatigue and exposure during their long marches, and, as fresh parties came on, they had to pass along roads and to encamp on ground strewed with the evacuations of those who, suffering from the disease in various degrees, had preceded them."

The foregoing quotations clearly show that not only is early sepulture required but that the conservancy of camping grounds once polluted by pilgrims suffering from Cholera, should be rigidly enforced by the local authorities of the districts through which the pilgrims pass. This will necessitate of course an uniformity of action on the part of local authorities, which can only be ensured by the framing of fixed regulations on the subject and by the enforcement of these under the inspection of competent sanitary authorities.

18. We would strongly recommend that as the bands of pilgrims will thus require constant supervision to ensure a change of route from public thoroughfares, if epidemic disease appears, and as arrangements should be made for the removal and disposal of dead bodies, &c., and further as Medical aid must be frequently required and sanitary arrangements be carried out to ensure the good health of the travellers and to lessen the risk of contagious disease being communicated to the general population, we do not consider that dispersion of large collections of people can be safely effected except under special supervision by Sanitary Officers of experience, and in whom Magisterial powers are vested.

19. On this subject we would refer, for the re-consideration of Government, a scheme proposed by the late Sanitary Commission for the constitution of a public health service for this Presidency.

Without pledging ourselves to an agreement in the details of the proposals contained therein, we may state that we concur generally in the recommendations which it sets forth, and we recommend it for favorable consideration, subject to such modifications as Government may be pleased to adopt. A copy of the revised memorandum on this subject is submitted herewith.

20. It cannot be doubted that a considerable amount of expense must of necessity be incurred, in order to carry out successfully the measures of conservancy and Police which alone, in our opinion, can secure immunity from epidemic disease; but, although the prevention of such disease will prove directly beneficial to the neighbouring population and indirectly to the interests of Government, it does not seem to us justifiable to impose upon the State the cost of expenses of a purely temporary character and which are occasioned either by the religious zeal of pilgrims or by the hope of gain or amusement on the part of traders or others resorting to fairs.

21. The measures of conservancy to be adopted may be broadly classified into two kinds, firstly, those which are of an almost entirely preventive character; and, secondly, those which are purely remedial in their nature. Under the first of these classes we may specify enclosure of camping grounds, segregation of human beings, carts and the lower animals, the conservancy of water, the provision of latrines, the scavenging of the camp and the maintenance of public order, together with the provision of Medical aid for trivial cases of accidents or unimportant cases of disease. Under the second class we may enumerate the distribution of medicine during epidemic disease, the erection of temporary hospitals and the maintenance of the establishments to be attached to them, the supervision of the pilgrims and others returning from places of concourse, the sepulture or incineration of the dead, the preservation from intercommunication with native villages and towns, near which the travellers must pass, or of Civil and Military stations in the vicinity of their route.

—and paid for by pilgrims and Travellers.

Towards all the expenses involved in the foregoing propositions, the funds should be provided by those resorting to the places of congress.

22. In order to lay before Government a complete scheme for the control and management of agglomerations of people, we have had a conference with the following Native gentlemen, with whom we consulted, with reference to the effects which will probably follow any interference on the part of Government with such assemblies.

Meeting of the 13th November 1867.

Meeting of the 4th December 1867.

Rungasawmy Iyengar, Esq.	Present.
Runganadum Shastry, Esq. (absent).	Absent.
Hyder Jung Bahadoor, Esq. (absent).	Present.
Vencatasawmy Naidoo, Esq.	Do.
Janay Jehan Khan Bahadoor, Esq.	Do.
Meer Humayoon Jah Bahadoor, Esq.	Do.
Hafiz Sudrool Islam Khan Bahadoor, Esq. (absent).	Do.
Somasoondrum Chetty, Esq.	Do.
Iyasawmy Moodily, Esq.	Do.
Chengalroy Naick, Esq. (absent).	Absent.
Ramanjooloo Naidoo, Esq. (absent).	Do.
Ramachandra Row, Esq.	Present.

23. Before noting the results of the opinions conveyed to us by the above named gentlemen, we may remark that arguments exist in favor of, and against this interference. It is stated on the one hand that any enforced control would be held as an interference with the religious principle and time-honored customs and observances of the people, while on the other hand it is considered by many persons that the probability of a

better condition of public health and the recognition of these pilgrimages, Government, and the care evinced for the salubrity of the vicinity of shrines and fairs, would encourage the people to resort to them even in greater numbers than they do at present.*

24. Without at all desiring to enter into the controversy which must necessarily arise if the foregoing views were discussed at length, we may briefly admit that each of the opposite views expressed is to a certain extent correct, but feeling that it is not the intention of Government to interfere with the religious observances of its people, and further considering that such interference is as unnecessary as it is undesirable, we think it well to record our deliberate opinion that experience has shown that such arrangements as we advocate in this report are not calculated in any way to interfere with the religious belief or ritual observances of the people. We record this opinion thus formally, in order to combat an opinion which has, we regret to learn, gained currency among the Native population of the city, and we are happy to add that the Native gentlemen, who brought to our notice the existence of this mistaken view of the object of Government action in this matter, freely admitted that from their own personal knowledge of the means carried out at Conjeveram, during the past four years, not one was calculated to offend the religious feelings of those resorting to that sacred shrine.

Opposite views are all in some respects correct.

25. They did, however, remark that the enforcement of fixed places of encamping, the rules for enforcing order and cleanliness in the camp, and the restriction of a good-water supply from indiscriminate use by human beings and cattle were dissonant from Native ideas and the ordinary customs of the people. But fully aware of the fatality which so often arose from these concourses of people, and believing from past experience at Conjeveram that the regulations enforced there and at Humpi were calculated to promote the health of the people, they were of opinion that similar measures would be submitted to elsewhere without any serious objection.

Opinion of Natives.

26. To this we would add the expression of our own opinion, that should measures of conservancy eventually prove productive of all the advantages which we hope from them on occasions like those under notice, a practical lesson will be taught which the Natives would not be slow to appreciate and which may induce them, before long, to adopt an improved system of house and general conservancy, a result than which there are few things more to be desired. It cannot be too often brought to notice that on the presence or absence of epidemic disease among Natives depends the exposure to it, or the immunity from it, of the European or East Indian population. The daily and inevitable intercommunication between the latter classes and those of Native servants, dealers and traders, residing almost invariably in crowded and ill-conserved bazaars must, of necessity, be followed by the propagation of epidemic disease when existing in them and its extension among the more affluent classes in society.

Advantages hoped for from enforced conservancy at Fairs, &c.

27. The points, upon which the opinion of the Native gentlemen before named was solicited, were four. The first of these has been already indicated by the observations contained above in paragraphs 23, 24, and 25. After a prolonged discussion of the subject, the following question was put:—

Question.—How far would Government interference increase or decrease the number of pilgrims or travellers resorting to shrines, or fairs, or other places of large concourse?

Answer.—It is considered that if the measures to be adopted are confined simply to those of sanitation and Police, there would be no objection on the part of the people to resort to the places where these were in force.

* [“The whole encampment was remarkably free from sickness. It was a palpable fact observed by all who were much in the crowd, that the pilgrims looked remarkably healthy, cheerful, and happy; and that whenever they saw a European, they never ceased vociferating their grateful praises of the Government that had been so kindly thoughtful in providing for their safety and comfort.—Extract from Mr. Cuttidge's Report on Hurdwar].

28. We did not enter into the discussion upon the question, as to how far successful sanitation would, by lessening the apprehension of the people, tend to increase the numbers resorting to these places, because to a certain extent the reply must be a mere matter of speculation, and because recorded experience clearly shows that at Hurdwar, Purdapore, Humpi, and Conjeveram, the known frequency of epidemic disease, has checked the willingness of Natives to resort to these places in the same numbers as formerly. Should it, however, be considered that greater or less immunity from epidemic disease, ensured by the adoption of suitable measures of sanitation and Police, are calculated eventually to increase the numbers of those resorting to large concourses, it may yet be borne in mind that if due precautions are observed to prevent the masses affected with epidemic disease from proceeding along the highways of traffic, or entering into large Native cities or Military Cantonments, the very knowledge of this restriction will in all probability exercise a deterrent effect sufficient to lessen the numbers of those resorting to places of pilgrimage or fairs to such a limit as may still allow of sufficient arrangements being carried out as will promote the salubrity of their health and prevent the occurrence or check the development of epidemic disease. We may remark, moreover, that generally throughout India there has been a gradual decline in the numbers of those resorting to sacred shrines. Within the limits of this Presidency, Ramiseveram is a notable example of this. For thousands formerly resorting to it, scarcely can hundreds now be found. Besides, it is not unnatural to expect that the increased value of labor, the increased cost of provisions, the improved facilities for correspondence on mercantile matters and the more enlightened views entertained by so many of the leaders of the Native religions of this country will in time eventuate in thinning the crowds of religious devotees and in lessening the number of pilgrims resorting to shrines.

Influence of known prevalence of disease on population of Fairs and Festivals.

29. For the reasons detailed in paragraphs 20 and 21 we have proposed that the expenses to be incurred locally for the observance of cleanliness and order, should be defrayed by certain fees to be paid by those for whose immediate benefit measures of Conservancy and Police are to be instituted, and we consulted the Native gentlemen before alluded to, regarding the best means this toll or tax could be levied. The following questions and replies will indicate the conclusions at which they arrived, and we may premise that in their conclusions we fully and cordially concur.

Funds for Conservancy, &c., how to be raised.

Question 2.—Is the preliminary issuing (on payment of a small fee) pass tickets to permit pilgrims and travellers to proceed from distant stations to the place of congress approved?

Reply.—No, it is preferred that those alone who reach the place of congress should contribute payments for the purposes of conservancy and Police.

Question 3.—Is the issue of tickets (upon payment of a small fee) to all persons actually resorting to the place of congress approved, on the understanding that without such tickets, admission will not be granted?

Reply 3.—It is unanimously approved.

30. The reasons adduced in arriving at the foregoing conclusions need scarcely be detailed at length, but they may be briefly summarized as follow:—

It was considered unfair to levy a tax (the proceeds of which were intended for expenditure for purely local purposes) upon persons many of whom might never reach their intended destination. It was believed to be extremely probable that those at a distance from the scene of the fair or festival would form no correct idea of the reason of the taxation or the objects to be effected from the funds arising therefrom. It was also thought that it would give rise to a complicated system of accounts, that it would necessitate the transmission of sums of money from distant parts of the country, that the tax might be easily evaded or made a means of extortion. We considered it on every account preferable that the tax

Explanation of foregoing conclusions.

should be realized at the place of destination and pass directly into the receipt of those who are entrusted with its expenditure. On this point we would suggest that the management of conservancy arrangements of fairs and festivals should be entrusted to the Municipal bodies or local authorities upon whom, under ordinary circumstances, the conservancy of the town would devolve. But in order to guard against the possibility of revenues thus acquired being thrown into the general credit of the Municipal funds and not expended solely upon the object for which they were collected, we would suggest that a special account be rendered of the income and expenditure for conservancy shortly after the conclusion of each fair or festival.

31. One question very notably suggested itself for consideration, viz., how far the towns where fairs or festivals are held, should be called upon to contribute towards the extra expenditure which would be necessitated on these special occasions, and we considered whether in the case of festivals the tax might not be levied through the intervention of the authorities of the Pagodas or Temples. We are unable, however, to approve of such a plan; it would afford an opening for extortion from the pilgrims; it would be impossible accurately to estimate the amount actually received, and it would seem to lend the sanction of Government to the practices and usages of religion which cannot be regarded as that of the State.

32. While, however, the collection of the whole tax should not, we think, be entrusted to the Pagoda authorities, we consider that Government will be fully justified in requiring that they should contribute a certain amount towards the expenses to be incurred; and we would also suggest, as worthy of consideration, whether the Municipality should not be empowered to levy small house-tax for the purpose of placing the town in a perfectly sanitary condition prior to the arrival of travellers. The cleaning of wells, supplying drinking water, white-washing houses, improving drainage, removal of nuisances, &c., are all of them sources of material and permanent benefit to the fixed residents of the place who would also, it is to be hoped, have their chance of immunity from epidemic disease considerably increased by the special measures adopted with particular reference to the travellers resorting to the town; and we consider that the special house-tax to be levied on the town should be imposed if the ordinary Municipal funds are not in a position to carry out the improvements we have suggested.

33. Before concluding the subject of taxation, and in order to remove any apprehension on the part of natives, we may roughly calculate what the probable cost to travellers would be. In Conjeveram for a concourse of people, 200,000 in excess of the ordinary population, 500 Rupees were required in 1864, and 843 Rupees in 1865, or in round numbers $\frac{1}{2}$ Pie and 4-5th Pie per head. But from the statements of the local authorities we are inclined to believe that not less than 1000 Rupees would adequately meet the requirements of the place, or less than one Pie per head. At Hurdwar in 1867 where 3,000,000 people were encamped, the sum of nearly 15,000 Rupees were expended chiefly in conservancy and hospitals. The extension of the bathing ghats, filling up holes in the river, the construction of temporary bridges and the hire of boats, cost nearly 28,000 Rupees. The cost of Police, including one month's pay as a reward, amounted to about 15,000 Rupees. The total cost may be said to be about 58,000 Rupees. Of this, however, nearly 10,000 Rupees were recovered on account of rent of lands, so that the total net expenditure may be set down at about 48,000 Rupees, or at a rate of 3.06 Pie per head.

34. We are of opinion that, in no instance would it be necessary to levy a tax of a larger amount than six Pie, and we would suggest that as a tentative measure this sum should be fixed. It cannot even by the poorest be regarded as oppressive, and the proceeds might be expended with great advantage to the people. It will be observed that the rate here suggested is considerably in advance of that which sufficed for Conje-

ram; but it is undoubted that had disease of an epidemic type unfortunately occurred, the expenditure if adequate to the occasion would scarcely have been covered by the rate of contribution we have suggested. At Humpi, for a pilgrimage by 20,000 people about 165 Rupees were required in 1866 or about $1\frac{1}{2}$ Pies per head. But Dr. Jackson recommended that double that amount might be expended in subsequent years. Should any balance accrue as clear profit after the safe termination of the festival, a portion of it might, with the sanction of Government, be expended in permanent sanitary improvements. The sinking of new wells, the levelling and cultivation of the tainted encamping grounds, the drainage of swampy or marsh land, the improvement of the approaches to the town, are all of them measures which would beneficially affect travellers or pilgrims in subsequent years.

35. A further source of income might be provided by transferring to the conservancy funds any taxes collected by Government from persons temporarily occupying places for the sale of vegetables, meat, poultry, clothing, &c., (the Sundye, or Sunthee tax.)

Additional sources of Income.

36. In conclusion we would briefly note what appears to us to be the leading points requiring attention on the part of the Municipal or Sanitary Authorities who have the control of fairs and festivals.

Points to be enforced.

- (a). The erection of sleeping sheds for the houseless poor.
- (b). The erection of temporary sheds or huts for persons unable to obtain suitable accommodation in the adjacent towns or villages.
- (c). The levelling and laying out of encamping grounds for human beings.
- (d). Preparation of camping grounds for bullocks and bandies.
- (e). The erection of latrines for males and females respectively.
- (f). The removal of filth and ordure.
- (g). The burying or combustion of the same.
- (h). The conservancy of water for drinking and bathing purposes.
- (i). The medical examination of all arriving and departing travellers.
- (j). The erection and maintenance of temporary hospitals with suitable establishments.
- (k). The selection of places for cooking, arranged to meet caste prejudices.
- (l). The preservation of order by means of special Police.
- (m). The provision of food and other supplies.
- (n). The daily inspection of all food offered for sale.
- (o). The selection of burial and burning places near the encampment; and lastly, (in case of the appearance of epidemic disease) the institution of a *cordon sanitaire*, and the control of travellers returning to their homes.

37. Feeling conscious that the adoption of the suggestions contained in this report may be regarded as an arbitrary interference on the part of Government, and considering it highly desirable that the success which has followed similar measures may be rendered perfectly patent, we append to this report very detailed accounts of the measures of conservancy and Police adopted at Conjeveram (1864 to 1867) and at Humpi (1866 and 1867) for the preservation of public health. We also add Dr. Murray's epitome of the chief facts regarding the epidemic commencing at Hurdwar, and also the scheme proposed by the late Sanitary Commission for the institution of a public health service for this Presidency.

Records of experience of sanitation at Fairs and Festivals in the Presidency of Madras.

No. 682.

MEMORANDUM.

Having perused the foregoing Report which had been prepared before my arrival in Madras, I beg to record that I fully concur in the recommendations contained therein.

OFFICE OF SANITARY COMMISSIONER,
Madras, 16th December 1867.

(Signed) J. L. RANKING,
Sanitary Commissioner for Madras.

No. 171.

ORDER THEREON, 27th April 1868, No. 518.

Resolved that the following letter be addressed to the Government of India, and that the proposals contained in paragraph 2 of the Sanitary Commissioner's letter above recorded, be approved.

2. The attention of Collectors will be called to Dr. Ranking's Circular, dated 22nd October last, and they will be directed to furnish, without delay, the information required.

(Signed) R. S. ELLIS,
Chief Secretary.

No. 172. To the Secretary to the Government of India, Home Department, dated Fort Saint George, 27th April 1868, No. 519.

I am directed, with reference to the letter from the Secretary to the Government of India, dated Simla, 21st August last, No. 55-3764, on the subject of pilgrimages in India, to forward a report submitted by a Committee appointed by this Government to report upon this subject.

2. It will be observed that the Committee, who placed themselves in communication with some of the leading and most intelligent Natives in Madras, record their opinion, "that although there are great difficulties attending the institution of a strict system of quarantine for bands of pilgrims leaving shrines, and for large concourses of people dispersed after fairs and festivals, the time has now arrived when a law should be passed, placing these collections of people under strict supervision, and that local taxation should be had recourse to, in order to defray the measures of Conservancy and Police best calculated to prevent the appearance and check the diffusion of epidemic disease."

Paragraph 6.

3. The Committee next point out the serious evil caused by the importation of cholera into Cities and Cantonments by return pilgrims, and recommend that "a power to control the route to be travelled by the masses returning to their homes should be one of the most imperative and rigidly enforced conditions upon which fairs and festivals should be permitted to be held."

4. In considering the measures of sanitation to be adopted at places of pilgrimage, the Committee remark on the diversity of measures which may be necessary in consequence of the varying numbers of the pilgrims and the habits of the people. In this Presidency, where the number assembled at fairs and shrines is smaller than at other places in India, the formation of regular camps has not hitherto been usual, and the pilgrims in many places find accommodation in the houses of the residents, but the Committee are of opinion that the separation of cattle and carts from the places where the pilgrims sleep is advisable, and they

think it probable that the poorer pilgrims, and this is the class most liable to disease, would avail themselves of temporary sheds on well chosen encamping ground, and they specially insist on a strict "cordon sanitaire" being maintained on an outbreak of epidemic among pilgrims. The Committee further recommend the examination of people arriving and leaving pilgrim encampments, and the medical supervision of all such assemblages of people.

5. All camping grounds should, in the opinion of the Committee, be shifted every year, and the strictest attention be paid during the pilgrimage or fair to the general conservancy of the encampment.

6. The Committee give the result of their conference with the Native gentlemen whom they name, and who would seem to have been well selected as regards intelligence and as representing various classes. The Committee took it for granted that the Government do not wish to obstruct pilgrimages, which are part of the religious observances of the Natives of this country, and after consultation with the Native gentlemen above alluded to, they record their belief that the necessary Police and Conservancy measures which they have advocated in their Report will in no degree interfere with, or offend Native religious feeling, or meet with any general opposition.

7. The Native gentlemen approved of the levy of a fee from pilgrims to meet the expenses of Conservancy and Police, and were unanimously of opinion that these fees should be levied at the place of pilgrimage, and in this opinion the Committee concur. It was debated whether this fee should with the sanction of Government be levied by the Managers of temples and the Priests at shrines, but the Committee consider that this would lead to extortion, and would connect the Government with the temples themselves in an undesirable manner, which would not be the case in the levy of fees by the Officers of Government for a temporary and purely municipal purpose.

8. The Committee also suggest the taxing of pagodas and shrines, and in the case where the place of pilgrimage is at a town, would levy on that town a special extra municipal cess.

9. The Committee, paragraphs 33 and 34, show how moderate a pilgrim tax would meet the expense involved in the sanitary measures on account of pilgrims. Their calculations are based on the ascertained cost of similar and very successful measures which have been taken at Conjeveram in this Presidency, and from a comparison of the cost incurred at the Hurdwar fair in Upper India, where most elaborate and most systematic sanitary measures were devised and fully carried out.

10. The Committee consider that a fee of six Pies on each pilgrim would be sufficient to cover all expenses on the occasion of a pilgrimage or fair in this Presidency.

11. I am to observe that this Government concur generally in the observations and recommendations made by the Committee, but they think it very doubtful whether it will practically be found possible, as would seem to be supposed by the Committee, to control the route to be travelled over by masses of pilgrims returning to their homes, although it may be possible in certain cases, such as isolated Cantonments or walled towns, to prevent pilgrims, amongst whom epidemic disease has declared itself, from entering these places. It appears questionable whether

Proceedings of the Madras Government, Public Department,
27th April 1868.

in general the pilgrims should be separated from their vehicles and cattle at night, and they think it would be sufficient that the camps or quarters should be broken up into very small groups where the people and their carts will remain together.

12. This Government is opposed to the taxation of temples on the occasion of pilgrimages, and to any extra municipal taxation being levied on the towns in which shrines, to which pilgrims resort, are situated.

13. The taxation of temples would be liable to misinterpretation, and it is considered that a small tax levied from each pilgrim will amply suffice to defray the cost of sanitary measures necessary on the occasion of pilgrimages or fairs.

14. I am further to observe that although this Government do not consider it would be politic to take any measures which would have the appearance of the Government preventing pilgrimages, it is in their opinion very desirable that a legislative enactment should be prepared, giving power to the Magistrates of districts to exercise control and supervision over pilgrims and those who congregate at fairs, and to render compulsory the observance on these occasions of certain necessary Sanitary and Police rules, to be framed by the several local Governments. Power should also be given to levy a moderate tax on the pilgrims or persons frequenting fairs, the rate of such tax being from time to time determined by the local Governments.

15. I am to call attention to paragraphs 33 and 34 of the Report, in which it is shown how very light a cess would be sufficient to meet the Sanitary and Police arrangements on these occasions.

16. It will be for the Government of India to determine whether the legislation on this subject would be Imperial, or whether permission should be given to the local Governments to frame Acts suited to meet their own special exigencies.

(Signed) R. S. ELLIS,
Chief Secretary.

*dis. 12/5 on the
7 copies of the Report.*

Police Department.

No. 519

To

The Secretary to the Government
of India,

Home Department.

Sir,

I am directed, with reference to the letter from the Secy to the Govt of India dated Simla 21 August last No 53764, on the subject of pilgrimages in India, to forward a report submitted by a committee appointed by this Govt to report upon this subject.

2. It will be observed that the Committee, who placed themselves in communication with some of the leading and most intelligent natives in Madras, record, para 6, their opinion "that although there are great difficulties attending the institution of a strict system of quarantine for bands of pilgrims leaving shrines and for large concourses of people dispersed

Agreed except with reference to separating the people from their carts, chattels and cattle. N.

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now*

W. G.

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3. The Committee next point out the serious evil caused by the importation of Cholera into Cities and Cantonments by return Pilgrims, and recommend that "a power to control the route to be travelled by the masses returning to their homes should be one of the most imperative and rigidly enforced conditions upon which

and the pilgrims in many instances find accommodation in the houses of the residents.

There are innumerable here I think that it is agreed the people could not be separated from their relatives. I don't think they can.

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27
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Concur. It was debated whether this fee should be levied by the managers of Temples and the Priests at Shrines, but the Committee consider that this would lead to extortion and would connect the Govt with the temples themselves in an undesirable manner, which would not be the case in the levy of fees by the officers of Govt for a temporary and purely municipal purpose.

8. The Committee also suggest the taxing of Pagodas and Shrines and in the case where the place of pilgrimage is at a town, would levy on that town a special extra municipal cess.

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the expense involved in the sanitary measures on account of pilgrims. Their calculations are based on the ascertained cost of similar and very successful measures which have been taken at fairs and in this Pres, and from a comparison of the cost incurred at the Murchwar fair in Upper India where most elaborate and most systematic sanitary measures were devised and fully carried out.

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M. L.

Fort St. George }
27 April 1868 }

Pub. L. 120
Nov 28 of 1868.
Replied to 2711 March
No 3 of 1869 January

India 1868. Department

No. 519

To
The Secretary to the
Government of India
Home Department.

44-806-836-837.

Dated 23 April 1868.

Towards a
report submitted by
the Committee appointed
by the Native Government
on the subject of
-Sinnages in India.