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[Despatch Abstract.]

BACK PAPERS.

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FURTHER PAPERS.

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[Despatch Abstract.]

Leprosy

Making certain re-
commendations in
connection with the
suggestions contain-
ed in the papers ^{forwarded} to the Govt of India
on the report of
the Indian Lepro-
sy Commission.

18-6-03

11-10-03

26-10-17

3-5-97

(copy)

READ AGAIN ORDER OF GOVERNMENT, DATED
18 No.

BACK PAPER, No.

OF 15

FURTHER PAPER, No. 1085

OF 1895

ENCLOSURE

CURRENT No.

STATEMENT WITH DITTO.

ORDER, &c., OF GOVERNMENT—A.

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FROM

C. J. LYALL, ESQ., C.S.I., C.I.E.,
Secretary to the Government of

TO

The Chief Secretary to the Govt of Madras.

Home Department.
Medical.

Simla, 16 September 1893.

SIR,

I AM directed to forward, for the information of the
Governor in Council
the accompanying copy of a memorandum by Surgeon-General with
the Government of India on the report of the Leprosy Commissioners.

(1) Memorandum on the Report
of the Leprosy Commissioners as
prepared by the Special Committee
appointed by the National Leprosy
Fund Committee for the purpose, and
endorsed or annotated by the mem-
bers of the Executive Committee.

(2) Extract from the Administra-
tion Report of the Municipal Com-
missioners for the City of Bombay
for 1891-92, pages 43 to 67.

I am also to enclose 7 of the papers noted in
the margin.

2. I am to request you will be so good as
to move the Excellency of the Governor in Council

to favour the Government of India with an expression
of his opinion on papers, and with his
recommendations for practical effect in the
Madras Presidency to conclusions of the Leprosy

Commissioners.

I have honour to be,

SIR,

Your obedient Servant,

C. J. Lyall
Secretary to the Government of India.

As the questions of the heredity and contagiousness of leprosy have already been thoroughly discussed in the report by the Commissioners, in whose conclusion I beg to express my concurrence, I do not think anything further is necessary on my part than to offer advice and suggestions to the Government of India as to the best means of giving practical effect to those conclusions.

2. It is admitted on all sides that leprosy is a loathsome disease, and on this account those suffering from it should be segregated from the general public, in such a way that no serious or unjustifiable violence shall be done to their freedom of action.

3. I would therefore advise that in the case of those suffering from open or running sores, Municipal and Local Committees be empowered to enact such bye-laws as may be deemed efficient, and to impose restrictions on those persons exposing themselves in the streets or other public places for the purposes of begging, or loitering about in crowds, in market-places, near wells, or other places of public resort, or engaging in trades or occupations, such as tailoring, baking, the manufacture of sweetmeats, as butchers, or in other occupations the products of which would be liable to be tainted by the discharges from those open sores.

4. Also that the same local bodies be encouraged to establish leper asylums in such localities as may be considered necessary—probably one at the head-quarters of every civil division will suffice. I do not mean by this that an asylum already established in any district should be transferred to the head-quarters of the division; as a matter of fact it does not matter in what particular district the asylum is situated, provided there is about one in every division. Old established and successful asylums may be left as they are.

5. The situation of these asylums should be as close to the district civil dispensaries as considerations of seclusion from general observation will admit. While advocating that they should not be established in exposed or very public localities, I do not think it is at all necessary to locate them in wild or deserted places, where the inmates would be too far removed from medical attendance of which they stand in more or less need, and suffer other inconveniences not necessary to detail. By placing them as close to the dispensaries as circumstances will permit, they will receive this medical aid without any extra cost being involved. The force of this provision is well illustrated by the case of the leper asylum recently established by the Begum of Bhopal. The situation of it is so much out of the way that a special medical establishment had to be provided for it, and a commissioned medical officer paid Rs. 80 a month for the medical charge of it.

6. At the same time every precaution should be taken that the people do not come to think that the leper asylum is an integral part of the dispensary, as otherwise it would tend to make the dispensary unpopular. This question of site, however, is one that had better be left to be settled by the local district authorities. The suggestions made above are intended to be for general guidance only.

7. The question assumes a different aspect in the case of those asylums to be established for large cities—Calcutta, Madras, Bombay, &c., &c.—where, for several reasons, it is desirable that they should be situated outside the town.

8. The local *district* officials, by means of the restrictions which they would be enabled to impose on the movements of lepers residing in their several districts would, it is expected, be able to exercise a sort of moral influence on the latter to induce them, without reference to the stage of the disease, to resort to the neighbouring divisional asylums.

9. But if in any case it was ascertained that a leper residing with his family in any village or part of a town was for this reason not a nuisance to his neighbours or other residents, and that his family possessed the means of maintaining him in

comfort, nothing need be done to induce him to go to the asylum. His neighbours may be trusted to protect themselves from any seeming nuisance there may be by avoiding his house, while, on the other hand, the restrictions suggested above on lepers appearing in public places should be imposed in his case. Accepting the conclusions of the Commissioners, it would, I submit, be an unfeeling act to induce or compel him by any means to leave the place of his birth and the company of his relations, and to take up his residence among strangers in an asylum situated in what would be to him a strange locality.

10. As regards the establishment to be entertained for divisional asylums, it should, I think, in all cases consist of the following members; one or more ward coolies may be necessary in exceptional cases:—

- | | |
|-------------|--------------|
| 1 Cook. | 1 Mehter. |
| 1 Bheestie. | 1 Chowkidar. |
| | 1 Dhobie. |

As I said before, the Civil Surgeon and the dispensary establishment could and should exercise general control over the management of the asylum, and afford to the inmates such medical aid as may be necessary.

11. As regards funds. I would suggest that they should be provided in the same manner as is done in the case of civil charitable dispensaries. I should say that the cost of each leper would not exceed from Rs. 4 to Rs. 5 per mensem for all charges. In the case of small asylums with only a few inmates, it would be a question for local consideration, whether so large an establishment as I have named above would be necessary.

12. I append a statement showing, as far as I have been able to obtain figures, the number of asylums in India and their population, and the cost of maintenance. The rates in Madras and Bombay appear to be very much in excess of those in other provinces in India.

16th August 1893.

W. R. RICE.

Statement showing the cost of Maintenance, Population and number of Leper Asylums in India.

Presidency or Province.	Number of Leper Asylums or Homes, public or private.	Average number of inmates in each.	Annual cost of maintenance.	Average annual cost of maintenance of each inmate.	AMOUNT OF CONTRIBUTIONS FROM		REMARKS.
					Provincial Funds.	Local (District Boards or Municipalities) Fund.	
Bengal ...	5	63	Rs. A. P. 20,668 7 7	Rs. A. P. 65 13 2	Rs. A. P. 225 0 0	Rs. A. P. 2,400 0 0	
Assam ...	...	...	...	...	...	...	
Nepal ...	1	171	*12,378 0 0	72 6 1	...	...	* Nepali rupees, met by the Nepal State.
North-Western Provinces and Oudh	...	...	Information not yet received.	...	...	...	
Punjab ...	6	106	†24,105 0 0	37 15 4	528 0 0	12,949 0 0	† Includes Rs. 1,840 spent on new buildings.
Central Provinces ...	†2	8	§92 2 4	5 12 2	...	...	§ 1 Temporary and experimental. § 2 Voluntary subscriptions and missionary funds.
Rajputana ...	1	1	31 5 3	31 5 3	...	...	Award attached to Ulwar Jail. Cost borne by the State.
Central India ...	1	60	3,622 8 0	60 6 0	...	...	The whole cost is borne by the Native State of Bhopal.
Baluchistan ...	...	...	...	...	...	...	
Burma ...	2	165	10,680 0 0	64 11 8	860 0 0	460 0 0	
Madras ...	3	99	38,408 13 10	129 5 2	37,095 11 3	1,313 2 7	
Bombay ...	7	69	52,626 4 5	111 4 2	21,039 3 8	18,848 5 2	

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NATIONAL LEPROSY FUND.

Memorandum on the Report of the Leprosy Commissioners, as prepared by a Special Committee, appointed for the purpose, and endorsed or annotated by Members of the Executive Committee.

Your Committee, having been instructed to consider and report to you upon the publication of the report of the Leprosy Commissioners in India in 1890-1, beg to submit the following considerations:—

- I. They desire to place on record their sense of the ability with which the Commissioners conducted their investigations while in India, and of the comprehensive and valuable nature of their report.
- II. The conclusions at which the Commissioners arrived have been summarised by them at the end of their report as follows—the evidence upon which these conclusions rest being displayed at length in the earlier pages of the Report:—

- "(1) Leprosy is a disease *sui generis*; it is not a form of syphilis or tuberculosis, but has striking ætiological analogies with the latter."
- "(2) Leprosy is not diffused by hereditary transmission⁽¹⁾, and for this reason, and the established amount of sterility among lepers, the disease has a natural tendency to die out."
- "(3) Though in a scientific classification of diseases leprosy must be regarded as contagious and also inoculable⁽²⁾, yet the extent to which it is propagated by these means is exceedingly small."
- "(4) Leprosy is not directly originated by the use of any particular article of food, nor by any climatic or telluric conditions, nor by insanitary surroundings; neither does it peculiarly affect any race or caste."
- "(5) Leprosy is indirectly influenced by insanitary surroundings, such as poverty, bad food, or deficient drainage or ventilation, for these by causing a predisposition increase the susceptibility of the individual to the disease."
- "(6) Leprosy in the great majority of cases originates *de novo*, that is, from a sequence or concurrence of causes and conditions, dealt with in the report, and which are related to each other in ways at present imperfectly known."

⁽¹⁾ ⁽²⁾ *Vide* page 6.

(3)

III. Thirdly, the Commissioners having been instructed to report upon the practical measures to be taken for the control or restriction of the disease in India, have suggested the regulation of Lepers and Leprosy by means of by-laws framed by the various Municipalities, upon which point they write as follows:—

- (a) "The Commission are of opinion that the sale of articles of food and drink by Lepers should be prohibited, and that they should be prevented from practising prostitution, and from following such occupations as those of barber and washerman, which concern the food, drink and clothing of the people generally, quite apart from the dread of a possible infection."
- (b) "The Commission consider that the best policy in dealing with the concentration of lepers in towns and cities is to discourage it and to this end would suggest that municipal authorities be empowered to pass by-laws preventing vagrants suffering from leprosy from begging in or frequenting places of public resort, or using public conveyances."
- (c) The large Presidency Towns and the capitals of provinces in many cases already possess leper asylums, which might be enlarged by municipal funds or private subscriptions. Asylums should be built near towns where they do not already exist, and the authorities should have the power of ordering lepers infringing the regulations either to return to their homes or to enter an asylum."
- (d) "Competent medical authority should always be consulted before action is taken under such by-laws."

IV. Upon the afore-mentioned conclusions of the Commissioners numbered 1, 2, 3, 4, 5 and 6, your Committee offer the following remarks:—

They accept Nos. 1, 2, 4 and 5.

They desire to express their disagreement with the concluding words of No. 3—

"That the extent to which leprosy is propagated by contagion and inoculation is exceedingly small,"—

not being satisfied with the evidence offered by the Commissioners for this opinion.

They cannot concur in the views expressed in No. 6,—namely that

- (1) "Leprosy in the majority of cases originates *de novo*, that is, from a sequence or concurrence of causes and conditions, dealt with in the report, and which are related to each other in ways at present imperfectly known,"—

being of opinion that the evidence adduced in the report does not justify such conclusions.

⁽¹⁾ *Vide* page 6.

(4)

V. The Commissioners, in the section of their Report entitled "Practical Suggestions," p. 452-7, as also in other parts of the Report, have expressed opinions strongly adverse to compulsory segregation, either complete or partial. For instance, they say on p. 258 :—

"No legislation is called for on the lines either of segregation or of interdiction of marriages with lepers."

And on p. 453—
"For India complete compulsory segregation may be considered to be absolutely impracticable. Neither do the conclusions given before as to the nature of the disease justify any recommendation for absolute segregation."

And on p. 454—
"It is impossible for the same reasons to advise compulsory partial isolation. Voluntary isolation is therefore the only measure left for consideration."

And on p. 456—
"In no case would the Commissioners suggest an Imperial Act, especially directed against lepers as such."

And again on p. 456—
(*) "In conclusion, the Commissioners believe, from the considerations and arguments adduced in the foregoing report, that neither compulsory nor voluntary segregation would at present effectually stamp out the disease, or even markedly diminish the leper population, under the existing conditions of life in India."

Your Committee, having already expressed their inability to accept the reasoning upon which the Commissioners have based the above conclusions, are equally unable to accept the corollary that segregation in any case of leprosy in India is either impracticable or undesirable. They entertain a precisely opposite opinion, and would be sorry if the Government of India were encouraged by the Report of the Commissioners to refrain from taking the necessary steps in the direction of such segregation of lepers as may be found possible. Their opinions upon segregation are in accord with those expressed in the following extract from a memorandum by Dr. Vandyke Carter :—

- MODES OF SEGREGATION.
- I. "By erecting plain asylums at certain centres, each of which would be a refuge common to several districts; and a place of detention, under due management and supervision."
 - II. "By founding Leper Colonies, or village communities mainly of the affected, who, while allowed more liberty of movement, should yet be prevented from mingling with the peasantry around; hence still the need of strict supervision. Many spots would thus serve—such as deserted forts, decayed villages, and places now waste yet not far from other sources of supply, or not without near resources easily resuscitated."
 - III. "By requiring the strict isolation of leprosy subjects retained in their homes at express wish of friends. Suitable separate lodgment would be indispensable; unsuitable shelter is even now sometimes supplied. Joining of such home-isolation with more public measures should not be overlooked; for to it experience in Norway seems to point as a means essential to complete success within a moderate period of time; and in India it would have to be still more largely resorted to."
 - IV. "For carrying out the above, in addition to funds, legislative authority is needed to take up the vagrant sick, to remove the sorely diseased who is insufficiently guarded at home, and at times to enforce continued isolation of the infected until medical sanction of liberty be granted."

(*) Vide page 7.

(5)

VI. Reserving their opinions as expressed in the foregoing paragraph and extract, your Committee give a general approval to the minor recommendations of the Commissioners, numbered above as (a) (b) (c) (d), for the regulation of lepers and leprosy in India, which they consider might with advantage be carried out; though they do not concur in the opinion that municipalities will be necessarily or universally the best means of effecting that object.

Nominated by the Executive Committee of the National Leprosy Fund { GEORGE N. CURZON (Under Secretary for India), *Chairman*.
EDWARD CLIFFORD.

Nominated by the Royal College of Physicians { DYCE DUCKWORTH, M.D., LL.D.
(With the exceptions noted over-page.)
G. A. HERON, M.D., F.R.C.P.

Nominated by the Royal College of Surgeons { JONATHAN HUTCHINSON, LL.D.,
F.R.S. (With the exceptions noted over-page.)
N. C. MACNAMARA, F.R.C.S.

28th April, 1892.

Members of the
Executive Committee.

FERDINAND ROTHSCHILD
(Chairman of the Executive Committee).
F. LONDIN.
*ANDREW CLARK, M.D., F.R.C.P.
*JAMES PAGET.
*J. FAYRER.
*W. GUYER HUNTER.
*JONATHAN HUTCHINSON.
E. CLIFFORD.
ALGERNON BORTHWICK, *Hon. Treas.*
EDWARD LAWSON

J. R. SOMERS VINE, *Hon. Sec.*

*These Members have signed a further Memorandum, which will be found over-leaf.

May 1st, 1893.

(6)

INDEPENDENT OR DISSENTIENT OPINIONS, ETC., EXPRESSED BY MEMBERS OF THE SPECIAL COMMITTEE AND OF THE EXECUTIVE COMMITTEE.

(1) "*Leprosy is not diffused by hereditary transmission.*" I do not think that this is proven.—J. FAYRER.

(2) "*Contagious and also inoculable.*" This is also uncertain.—J. FAYRER.

(3) "I understand the Commissioners to mean by the expression "*de novo*" in reference to the origin of Leprosy that they believe that the disease may begin independently of personal contagion and in connection with climatic and dietetic causes. In that belief I entirely share. I also agree in the main with the rest of the statements in the Commissioners' Report to which exception has been taken in our Committee. I feel convinced that if Leprosy be contagious at all it depends but to an almost infinitesimal extent upon contagion for its spread."—JONATHAN HUTCHINSON, LL.D., F.R.S.

Concurred in by J. FAYRER.

(4) "I am in agreement generally with the recommendations of the Commission respecting *voluntary isolation*, and the issue of *Municipal By-Laws* regulating the habits of Lepers. I know of no trustworthy evidence to prove that a leper in any community is a source of greater danger than is a consumptive patient, and I know that a person suffering from Syphilis is a real and very positive source of danger anywhere. It would therefore be absurd on the face of it to adopt stringent laws for the leper, and to let the Syphilitic person go free.

"The intelligent layman now imagines that because bacilli are an essential feature of Leprosy, therefore the disease *must* be readily contagious. This is simply quite contrary to fact. The same thing holds good exactly for consumption, and for some other disorders in which microbes play a part.

"I think a well-empowered and vigorously supported Government Medical Executive officer should be appointed in every large town, and in certain districts, to supervise the leprous populations and report regularly upon them. It should be his business to see that the local regulations are fully carried out, and on his requisition only should any action be taken when necessary.

"Suitable asylums should be provided, and those now existing be sufficiently enlarged to meet the needs that will arise under suitable by-laws.

"The project of Leper-farms is, I think, a good one. More than this is, I believe, not within any practical scheme for amending the condition of lepers, and for diminishing the spread of the malady."—DYCE DUCKWORTH, M.D., LL.D.

Concurred in by J. FAYRER.

(5) "I am strongly in favour of the maintainance (by Government or otherwise) of voluntary Homes for Lepers, but do not believe that segregation would effect anything in diminishing the prevalence of the disease. Compulsory segregation would I think involve injustice, and entail much social misery. I believe that our Commissioners' Report well expresses not alone the opinions of those who have signed it, but, in a general way, those of the educated classes of the present day throughout India."—

JONATHAN HUTCHINSON, LL.D., F.R.S.
Concurred in by J. FAYRER.

(7)

"I think the Report a most valuable and excellent one, agreeing generally with the remarks of the Committee. I concur in the objections made by Sir D. DUCKWORTH and Mr. HUTCHINSON. I have also noted two remarks, which I do not consider can be accepted as proven.

"But on the whole I regard the Report as most excellent, and, if the recommendations are acted on, one which will prove of the greatest benefit to the population of India. When Leprosy disappears, it will do so as a result of improved hygienic and social conditions.

"In the meantime all that is possible—as suggested in the Report—to be done, should be done to ameliorate the condition of the sufferers, and I am glad to find that coercive measures of segregation, or wild fear of contagion, are not contemplated."—

J. FAYRER.

We, the undersigned Members of the Executive Committee of the National Leprosy Fund, desire to express our approval of the Commissioners' Report, which we regard as a very careful record of well-observed important facts. We concur with their suggestions of "the practical measures to be taken for the control or the restriction of the disease in India." We dissent from the opinion expressed in the body of the Report of the Special Committee on the subject of the Contagion of Leprosy, and from the recommendations founded on that opinion. We believe that the evidence of the spread of Leprosy by contagion is not sufficient to justify the compulsory segregation of Lepers, though the institution of Homes in which they may voluntarily reside may be very earnestly advised. And we are of opinion that, although an unusual susceptibility of Leprosy may be transmitted by inheritance, and the children of Lepers may be more than others liable to the disease if living in the conditions in which it generally occurs, this does not supply reason, sufficient for prohibiting the marriage of the Leprous.

ANDW. CLARK, M.D., F.R.C.P.

W. GUYER HUNTER.

JAMES PAGET.

J. FAYRER.

JONATHAN HUTCHINSON.

85/2/11

*Extract from the Administration Report of the Municipal
Commissioners for the city of Bombay for 1891-92.*

112. *Leprosy.*—There were 106 deaths from leprosy, or 61 more than last year, or 41 more than the average. The large number of deaths from this cause is owing to a more correct registration of deaths consequent on the establishment of, and collection of lepers in, the Leper Home at Matunga. The condition of the lepers in Bombay has attracted considerable public attention, and the following is

A RÉSUMÉ OF THE STEPS TAKEN TO ESTABLISH A LEPER ASYLUM IN BOMBAY AND TO REMOVE LEPERS FROM THE PUBLIC STREETS.

On the 24th September 1883 the Roman Catholic Bishop Vicar Apostolic of Bombay wrote under his No. 1918, requesting Government to place at his disposal for a period of five years the premises of one of the old forts in the Island of Bombay, known as Sion, Matunga, Sewri, and Warli, together with a portion of culturable land in the immediate vicinity, with the view of converting the same into the head-quarters of a Leper colony or village. Government replied (Resolution, General Department, No. 1527, 9th May 1884) that objections existed to the utilization as a Leper asylum of any of the four forts named, but while regretting that the request could not be complied with, they trusted that the project would not be abandoned, but hoped a suitable site would be found at Kurla or beyond Bandora, or in some other place not far from Bombay. The assurance was also conveyed that Government would be very glad to assist in the projected benevolent scheme should an opportunity offer. After this reply the project does not seem to have been further pursued.

On the 17th February 1888 the Acting Municipal Commissioner, Mr. Charles, C.S., called the attention of the Health Officer of the Municipality to articles which appeared in the *Times of India* on the 16th and 17th idem on the subject of Lepers at the Dharamsala at the north end of Duncan Road and elsewhere, and asked for his report as to whether any measures were possible to minimize danger from them, and as to whether the police should be asked to interfere. The Health Officer, in his reports, dated 20th and 28th February 1888, replied that the opinion of the solicitors should be obtained as to whether the lepers could be interfered with; and that after a recent decision of the Presidency Magistrate he did not think the police would interfere with the liberty of a leper. No further action in the matter was then taken.

Attention was next called to the subject in the early part of 1889 by the Educational Inspector, C. D., Mr. Kirkham, who reported that a colony of lepers had taken up their quarters on the flags surrounding the large Nacoda tank or well which lies between St. Xavier's

College and the Elphinstone High School, and that the efforts of the College and School authorities and their appeals to the Police and Health authorities of the city had failed to effect their removal. The Director of Public Instruction, in forwarding this report to Government on the 9th February 1889, requested that early steps might be taken to remove the nuisance. Mr. Kirkham also, on the 4th April 1889, brought forward before the Municipal Corporation a motion, which was carried, to the effect "That the Municipal Commissioner be requested to report what additional powers, if any, are required by the Health Department to enable it to deal effectively with the evil." The opinion of the Solicitor to Government, dated 7th May 1889, with reference to the colony of lepers at the Nacoda tank was, that in all probability many of the lepers had rendered themselves liable to prosecution for committing a public nuisance, and he suggested that, if the leprosy from which the people suffered was an infectious disease, dangerous to life, Government might, by notification under section 12 of Bombay Act VI of 1867, determine it to be so, and that those who suffered from the disease should be removed to a sanitarium. He also observed that the Municipality should be requested to see that no nuisance was committed near the tank, which is in their custody.

Colonel Wise, the Acting Commissioner of Police, in his report to Government of the 19th June 1889, wrote as follows:—

"(a) Present state of circumstances."

"My enquiries show that the City of Bombay is much infested by lepers, and that they are steadily on the increase; wandering about the streets and mingling with the inhabitants as they do, they are not only a great public nuisance, but a source of serious danger to the community, and it is a matter of urgent necessity that early measures should be taken to rid the general public of daily contact with such an infectious and serious disease. Roughly estimated, the number of known lepers in the city is between four and five hundred.

"(b) Do the lepers live by begging?"

"Nearly all the lepers exist by begging, but a few are well-to-do and either earn a living themselves by some trade or are supported by their relatives. Those who are mendicants (I should say over 90 per cent.) squat by the side of the public roads or near temples and ask alms. During the warm weather they lie about in the streets at night, and when it is cold or wet, obtain such shelter as they can in verandahs, in vacant corners of buildings and the Leper Dharamsala.* They are most of them miserable objects, and are to be seen going about in all stages of this loathsome disease. There are several cases of attempted suicide among them and of drowning in tanks during the year.

* This is the Dharamsala at the north end of Duncan Road above referred to. It is in a densely populated locality and contains large numbers of paupers who are not lepers.

"The former cases give much trouble; they are generally taken to hospital in 'recklas,'* which have to be disinfected afterwards.

"(c) Prosecution."

"The Solicitor points out the law under which these lepers can be prosecuted, but there is no question under this head. They can be dealt with fully under the Municipal Act, and if section 424† were enforced we could clear the streets of them in a few days. The difficulty lies not in the law for dealing with them, but in the want of a place for their accommodation, and until this is provided, the police are unable to move. It is of no use the police arresting and placing these miserable creatures before the courts when the Magistrates have no place to send them to, as we cannot crowd our jails with them; besides, there would be nothing gained by sending them to jail for a few days, and then turning them loose in the streets to wander about and beg as before.

"Let there be a place set apart for the accommodation of lepers, and the police will clear the city of them in a very short time; but until that is done we are helpless. In any accommodation provided, I am decidedly of opinion that the segregation of the sexes should be enforced.

"The large number and increase of lepers in this city is, no doubt, brought about in a great measure owing to the well-known generosity and charitable nature of the wealthy inhabitants by whom they are fed daily, and I cannot help thinking that if some scheme were set on foot for the accommodation and maintenance of these poor creatures, the native gentlemen of Bombay would freely contribute to it."

The report of the Health Officer, dated 14th June 1889, on the Resolution of the Corporation of the 4th April, was as follows:—

"By the last census 430 lepers were enumerated. There are now probably more than twice that number of lepers. In the Dharamsala in Byculla there are 78 men, 79 women, and 12 children.

"Under the Municipal law the lepers cannot be interfered with practically. Lepers wander through the city, live where they

* "Small spring carts drawn by bullocks."

† This is quite a mistake. Section 424 is as follows:—

"(1) The Commissioner or any police officer empowered by him in this behalf may, on a certificate signed by the executive health officer or by any duly qualified medical practitioner, direct or cause the removal of any person who is, in the opinion of such executive health officer or other medical practitioner, without proper lodging or accommodation, or who is lodged in a building occupied by more than one family and who is suffering from a dangerous disease, to any hospital or place at which patients suffering from the said disease are received for medical treatment.

"(2) The person, if any, who has charge of a person in respect of whom an order is made under sub-section (1), shall obey such order." This, in addition to presupposing the existence of a "hospital or place," while none then existed, gives power of removal only, none whatever of detention.

"please, and associate with people who are not lepers. Lepers even sell in the streets. Not only are there lepers propagating leprosy, but there are some families in which leprosy may be said to be hereditary. As to the necessity of moving lepers from the city and isolating them there can be no doubt. I will give one instance of the danger of freedom to lepers. On one evening while inspecting a bakery, I found a leper inside the bakery, and, as I suspected, living in it. This leper was a European, strange to say. In any measure for dealing with lepers, there are two important considerations to be kept in mind—

(a) Are lepers to be treated as persons committing a nuisance and summoned before a Magistrate?

(b) Are rich lepers to be treated like poor lepers?

"If a measure is in contemplation to deal with lepers, and if it is proposed to deal with lepers after the procedure adopted in dealing with offences against the public health, that measure will be a failure. I would earnestly urge that there is only one way of dealing with lepers, and that way is by segregation. The lepers will have to be removed, for willingly they will not leave the city. In reply to the resolution of the Corporation of 4th April last, I would answer: 'The power to remove lepers, rich and poor, to a place set apart for lepers.'"

In forwarding the report of the Health Officer to the Corporation, the Municipal Commissioner, Mr. Ollivant,* C.S., in his letter of the 18th July, stated: "I imagine there can be little doubt that leprosy is a dangerous disease as defined in section 3 of the City of Bombay Municipal Act, 1888, and therefore the use of public conveyances by persons suffering from that disease is punishable under sections 428—431. The sale of articles by such persons is punishable under section 432 of the Municipal Act, and probably also under section 269 of the Indian Penal Code. Under section 424 of the same Municipal Act, such persons, if without proper lodging, or if lodged in a building occupied by more than one family, may, upon medical certificate, be removed to a special hospital or other similar place. The majority of such persons are beggars and are liable to be arrested and punished as beggars under the Bombay City Police Act.

"These, as far as I am aware, are the only provisions of the existing law which can be used to place any restriction on lepers; and even these are only fortuitously applicable, and in so far as they may be applicable, are besides totally inadequate. Persons suffering from this disease may be seen in almost all places of public resort, at the public wells, at the railway stations, and in the close vicinity of the markets. As regards those lepers who are paupers, no remedy for the present state of things can be applied, for in the absence of any special leper hospital no action

* Now Sir Charles Ollivant, K.C.I.E.

"can be taken by Municipal or Police officers or by the Magistracy, which will prevent these people from returning to their old haunts.

"The only remedy lies in measures for special hospitals and compulsory segregation. For compulsory segregation fresh legislation is required, and I am happy to see that this subject is now engaging the attention of the Government of India. I append to this letter, for the information of the Corporation, copy of a draft Act which I have recently received. For special hospitals, retreats or asylums, special funds will be required to be provided either by taxation or charity, or both combined. I think that segregation should be insisted on equally in the case of rich and poor, such segregation as may be necessary to protect the public from the risk of catching the disease and from the disease being perpetuated. In the case of the well-to-do, the segregation may be effected by family or private agency independently of any public asylums; but for the poor, public asylums are indispensable, and for rich and poor alike there should be such a measure of control as will prevent the public health from being jeopardized, and ensure the opportunity of proper treatment for the sufferers."

While the subject of the treatment of lepers was being enquired into in Bombay, the Government of India were also considering what legal measures should be adopted to promote the establishment of asylums or retreats for lepers, and under the Resolution of the Government of India, Home Department (Medical) No. 5-351-61, dated 15th June 1889, the draft Bill referred to above by the Municipal Commissioner was circulated to the Local Governments for opinion. A copy of this Bill was forwarded to the Municipal Commissioner for opinion under the Bombay Government Resolution No. 2607, dated 3rd July 1889.

With reference to the lepers at the Nacoda tank, the Government, under their Resolution No. 3102, dated 3rd August 1889, passed the following orders:—

"The Nacoda tank, on the pavement surrounding which the lepers in question are stated to have located themselves in large numbers, is in the possession of the Municipality. The Municipal Commissioner for the City of Bombay should therefore be requested to take early measures towards the ejection of the lepers from that property, and to see that they do not again resort to that place in future.

"As remarked by the Commissioner of Police, Bombay, what is needed to prevent lepers from thus establishing themselves in certain inconvenient localities, or loitering about the public streets to the great danger of the inhabitants, is the setting apart of a place where these unfortunate persons could be treated. Under section 424 of the City of Bombay Municipal Act, 1888, it is the duty of the Municipality to remove to any hospital or place provided for the purpose any person who without proper lodging or accommodation is suffering from a dangerous disease. The Municipal

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"Commissioner should be requested to provide a suitable place for this purpose as early as possible."

The Municipal Corporation having considered the draft Bill, passed the following resolution on the 13th August 1889. Resolution No. 2993—

"That the Corporation learns with much satisfaction that the Government of India contemplate early legislation with the double object of preventing the spread of leprosy and ameliorating the present condition of lepers."

"That the Corporation further records its general approval of the principles of the draft Lepers Bill, and expresses its opinion that the object of the Bill being to prevent the spread of leprosy which has reached that stage at which it endangers public health, the words 'leprosy' and 'lepers' should be clearly defined in the Bill."

And on the 28th August 1889 the Corporation under Resolution No. 3344 recorded the Resolution of Government No. 3102, dated 3rd idem, relative to lepers in general and to the lepers at the Nacoda tank in particular.

On the same day (13th August 1889) as the Corporation passed their Resolution in respect of the draft Leper Bill, there was published in the *Times of India* an essay in connection with this Bill which had been read by Doctor Bhalchandara Krishna at the monthly meeting of the Bombay Medical and Physical Society held on the 2nd August. The views set forth in the essay were answered in a very able letter which appeared in the same paper on the 30th August under the signature of *Spex*, and the *Times* in an article of the same date summed up as follows: "What is the use of all this fuss about contagiousness? It does not matter a straw whether the contagiousness of leprosy is demonstrable or not, real or chimerical. All that concerns us in view of this Bill is to be agreed that the evidence, direct and inferential, is overwhelming in proof of the communicability of leprosy by inoculation from man to man."

The Municipal Commissioner in a letter to Government (No. 986, dated 10th September 1889) further added, that the question of interference or non-interference seemed to him, ought to be decided, not with reference to the poverty or affluence of the persons afflicted with leprosy, but solely in regard to the public health being endangered by them. The leprous butcher or sweetmeat seller might be at least as great a cause of danger as the leprous vagrant who asks for alms. The vagrant, whether leprous or not, may be apprehended and punished for vagrancy, and a further question arises whether provision should not be made in the Bill for the segregation of convict lepers.

The Bombay Government, under Resolution 181, dated 13th January 1890, forwarded to the Government of India a letter stating the general conclusions the Governor in Council had arrived at, after

consulting various official and non-official persons in respect of the proposed Bill, to make provision for the isolation of lepers and the amelioration of their condition.

On the 8th January 1890 appeared Government Resolution No. 82 determining "black leprosy" to be under section 12 of Bombay Act VI of 1867 an infectious disease dangerous to life, and under section 1 notifying the undermentioned places as sanatoria for the City of Bombay for cases of leprosy:—

(a) Edalji Framji Allbless Lepers' Home, Trombay.

(b) The Dinshaw Manockji Petit Leper Hospital, Ratnagiri.

The former institution will contain about 40 Christian patients; the latter, to reach which a sea voyage of 120 miles is necessary, about 100 patients of any class. And in continuation of the above appeared Government Resolution, Judicial Department, No. 601, dated 31st January 1890, as follows:—

"As places have now been provided for the treatment of leprosy, the Commissioner of Police, Bombay, should be directed to prevent the loitering of lepers about public places, their begging and the exposure by them of their sores, as far as can be done by enforcing section 85 of Act XIII of 1856, section 291 of the Indian Penal Code, section 424 of Bombay Act III of 1888, the Bombay Municipal Act, and the provisions of Bombay Act VI of 1867." *

On the 1st February 1890 Sir Dinshaw Manockji Petit wrote to His Excellency Lord Reay and offered the sum of (one lakh) Rs. 1,00,000 for the erection of a Lepers' Home subject to certain conditions, one of which was that the Home should be equipped and maintained by those who were responsible by law for the maintenance and equipment of such institutions. Government addressed the Municipal Corporation on the subject (letter No. 630, dated 7th February 1890), and asked whether the Corporation would be prepared to accede to the request of the generous donor of equipping and maintaining the Home. The Corporation in their reply No. 7737, dated 13th March 1890, stated, "that without admitting such legal liability on the part of the Corporation as is implied in that letter, they are of opinion that the liberal offer of Sir Dinshaw Manockji Petit should be accepted on the conditions stated; and that though the Corporation will be ready to undertake those duties with regard to the maintenance of a Leper Asylum which devolve upon them under the Municipal Act, they venture to express the hope that Government may see its way towards making a substantial contribution towards the expenses of the institution."

"That, in the opinion of the Corporation, it is very desirable that advantage should be taken of the visit of H.R.H. Prince Albert Victor of Wales to invite His Royal Highness to lay the foundation

* *Ex hypothesi* there were in Bombay 800 or 900 lepers, of whom 90 per cent. were vagrants, and they were to be removed to two sanatoria capable jointly of accommodating 140, of which one was 120 miles off by sea.

"stone of the proposed Leper Asylum, as his illustrious father has taken such a leading part in the efforts that have recently been directed both towards the amelioration of the condition of persons suffering from leprosy and towards the control and eradication of that terrible disease."

Government thereupon (20th March 1890) appointed a Committee to consider and report what would be the most suitable site for the Home, and intimated that as it was proposed that the foundation stone should be laid by H.R.H. Prince Albert Victor of Wales, the report should be submitted with the least practicable delay. The Municipal Solicitor on the same day stated his opinion that it made no difference to the legal aspect of the matter whether the site was within or outside the limits of the City of Bombay. The Committee on the 24th March reported to Government that a site at Trombay near the Allbless Leper Home had been approved by them for the new Leper Home; and this site was approved of by Government. On this site on the following day (25th March 1890) the foundation stone of the "Dinshaw Manockji Petit's Lepers' Home" was laid by H.R.H. Prince Albert Victor of Wales.

The thanks of Government were directed to be conveyed to Sir Dinshaw Manockji Petit, Bart., for his munificent offer, which Government accepted (Government Resolution 1975, dated 19th May 1890), and it was also intimated that the extent of the contribution, and the rights and liabilities of the Municipality regarding the Home, would be considered hereafter. The Public Works Department was requested to cause plans and estimates to be prepared as early as possible, the accommodation it was desirable to provide being for 1,000 lepers.

But although the foundation stone of a Leper Home was laid, yet, until that Home was got ready to receive them, it was necessary that something should be done for the lepers. The Commissioner of Police was, under Government Resolution No. 601, dated 31st January 1890, directed to arrange for the removal of lepers to the existing institutions at Ratnagiri and Trombay, but as the accommodation Government in their Resolution No. 1364, dated 11th March 1890, directed the Commissioner of Police to carry out the directions previously given as far as possible, bringing them to bear on the most offensive cases only. Accordingly the Commissioner of Police under his No. 1824, dated 5th April 1890, wrote to the Health Officer and requested him to move the Municipal Commissioner to provide some building for the detention of lepers pending their despatch to Leper Homes; and again on the 21st May 1890 the Commissioner of Police under his No. 2171 forwarded the following opinion expressed by the jury at the inquest held on the 19th idem on the body of one Luximon Gunoo, who died of leprosy in the street:—"The jury are of opinion that lepers who are found very ill in the public streets should have

"a suitable asylum provided for their reception;" and requested to be informed whether there was any likelihood of a building being provided for the detention of lepers pending their despatch to Leper Homes. The Municipal Commissioner in his reply No. 5303, dated 18th June 1890, stated that there were no Homes to despatch the lepers to; that the Allbless Home at Trombay proposed to accommodate 18 and could accommodate 25, but asked of what use this was to a city containing 1,000 of these unfortunates. The Police were helpless and so was the Municipality. All that could be done was to push on the Trombay building, and this was in the hands of Government.

It was on the following day (the 19th June 1890) that the following letter from Lady Thompson, under the signature A, appeared in the *Times of India* :—

"Any one passing along Queen's Road at mid-day yesterday must have noticed (and must have sickened at the sight) a large number of lepers collected near the Churney Road station. They squatted in groups of six and seven families of all ages, from the old man with toeless feet to the (saddest sight of all) tiny, innocent, but doomed baby at its mother's breast. My object in writing to you is not that I felt horror at these hapless victims of a fell disease being *en evidence*, for it is well that the existence of leprosy in our midst should be recognized,—nay more, should be brought forcibly to the notice of the wealthier, more intelligent, and more responsible part of the community. My reason for calling publicity to the miserable sights I saw yesterday is to ask—Can nothing be done in the immediate present for these poor outcasts of society? Are they to be allowed to wander about homeless, penniless, and often friendless? Can no one devise some means to ameliorate their miserable condition? As far as money is concerned, I feel confident sufficient could be raised from the public to provide a temporary home till such time as the Lepers' Home at Trombay is completed; for if our deepest pity is not stirred by the sight of these poor loathsome-looking beings, still surely our self-interest is strong enough to urge us to open our purse-strings in order to confine the contagion of leprosy as much as possible to one spot.

"We have, alas! only too much data to go upon. However much doctors may differ on the subject that leprosy is contagious, we must not shut our eyes to the fact that this real danger is in our midst. Lepers perambulate our streets, and rubbing against many an unconscious passer-by they cast their filthy rags on our roads. They are seen scraping their sores against the railings, they pollute our tanks and wells by bathing in them. Can any one deny that the germs of their terrible disease are not by some one of these means disseminated, and who can tell which one among us may not in our turn become the victim of this awful scourge?

"Whatever view we take of the matter, whether philanthropic or selfish, our duty to ourselves or our fellow-men demands that a home now at once should be provided.

"If any one will undertake this noble work, and you will open a list for subscriptions, I will gladly subscribe Rs. 500."

The Municipal Commissioner, Mr. Acworth, C.S., after reading this letter and making certain further enquiries, determined to ascertain whether, without waiting for further action from any official body, it would not be possible to effect the desired object of providing a suitable, if temporary, home for the reception of lepers, and removing them from the frequented parts of the city to that home by private enterprise. With this view he, in the first place, spent five or six weeks in efforts to stimulate the charity of the wealthier citizens, the greater number of whom were good enough to grant interviews to him and to promise him their support, both moral and pecuniary. At the same time, in consultation with the Executive Engineer (Mr. Walton, M.I.C.E.) and Health Officer (Surgeon-Major Weir) of the Municipality, he caused plans and estimates to be prepared of a removable building, or rather set of buildings, calculated to accommodate 200 lepers of both sexes. The cost was expected to reach Rs. 60,000 without making any allowance at all for land to build on. He also examined all parts of the Island which constitutes the Municipal area of Bombay, with a view to discovering a site which would, be within such easy reach of the Municipal authorities and the public as to admit of regular supervision. At length a site, which was thought to be suitable, was found in the north of the Island at Dharavi. Between this point and the more thickly populated parts of the city stretches a wide area of waste and mostly low-lying land, and Dharavi itself is almost entirely occupied by tanneries and the huts of those who work in them. It is easily accessible by a good road from stations on the two railways which run into Bombay and is supplied with water from the Vihar lake. The site chosen was at some little distance from the huts and houses of Dharavi; it lay high, and the chief objection to it was that it was not very extensive and might cost a considerable sum to acquire.

Other preliminary points which required settlement before any effective appeal could be made to public charity were, whether the power existed of compulsorily removing lepers to any home or asylum which might be erected and detaining them there, and whether adequate provision could be made for their maintenance and medical treatment there. As to the first point, Mr. Acworth was able to prove that the requisite legal authority was actually in existence, little as this had been supposed to be the case; and as regards the second, ing, and the first provision of sums for the erection of the buildings could be made forthcoming, the right course would be to appeal jointly to the Government of Bombay and the Municipal Corporation of the City to undertake the charge of maintenance.

Matters being so far settled, he convened a meeting of influential citizens at the residence and with the permission of Sir Dinshaw Manockji Petit, Bart., on 26th July 1890. At this meeting the Right

Rev. Dr. Mylne, Bishop of Bombay, took the chair, and the following resolutions were passed:—

"That a large Committee, with power to add to their number and to divide themselves into Sub-Committees for the purpose of collecting subscriptions, and for administering the funds when collected, be appointed."

"That Messrs. Harkisondas Narotumdas, Muncherji Navroji Banaji, H. A. Acworth, and the Honourable Mr. R. M. Sayani be appointed Honorary Secretaries of this Committee."

"That Sir Dinshaw Manockji Petit, Bart., be appointed President of this Committee."

"And that votes of thanks be accorded to the Right Rev. Dr. Mylne, Bishop of Bombay, for presiding, and to Sir Dinshaw Manockji Petit, Bart., for granting the Committee the use of Petit Hall for the meeting."

At the same time subscriptions to the extent of Rs. 11,410 were raised among those present at the meeting.

Before the results of this meeting were known, the Commissioner received a letter from His Excellency the Governor of Bombay, the Right Honourable Lord Harris, intimating his sympathy with the movement and subscribing a sum of Rs. 1,000. His Excellency's name therefore headed the first published subscription list, and this expression of the views of the first personage in the Presidency gave a stimulus to the movement and an example which never ceased to be of value.

Shortly after the publication of the first subscription list the Editor of the *Times of India* handed over to the fund a sum of Rs. 748 which had been paid to him on Lady Thompson's appeal in the columns of that journal, to which reference has already been made.

An influential and representative Committee having been formed at the meeting at Sir Dinshaw Manockji Petit's on 26th July, a meeting of that Committee was convened by the Commissioner in the Municipal Offices on 2nd August, Sir Dinshaw Manockji Petit in the chair, when the following resolutions were unanimously adopted:—

Proposed by the Honourable Nowroji N. Wadia, C.I.E., seconded by Brigade-Surgeon Gray—

"That the Honorary Secretaries be also appointed Honorary Treasurers."

Proposed by the Honourable Javerilal U. Yajnik, seconded by Mr. L. R. W. Forrest—

"That the following Sub-Committees* be appointed to raise funds":—

(* The names are unnecessary to mention, as these Sub-Committees were never actually organized.)

Proposed by Khan Bahadur Muncherji C. Murzban, seconded by Mr. Ameerudeen Tyabji—

"That the following gentlemen constitute the Working Committee :—

Chairman.

Hon. L. H. Bayley.

Members.

Hon. K. T. Telang, C.I.E.,
Venerable Archdeacon Lewis,
Brigadier-General Thornton,
Mr. L. R. W. Forrest,
" Fazulbhoy Visram,
Dr. Cowasji Hormasji,
Mr. Darashaw R. Chichgar,
" Damodar Thakersey Moolji,
" Abdulla M. Dharamsi,
Dr. J. P. Barry,

"and the Secretaries."

Proposed by the Honourable R. M. Sayani, seconded by Rai Bahadur Lachman Sing—

"That the Working Committee, or members delegated by them, have power to select and acquire a site, to erect a building, and generally to administer all funds that may be collected, accounts being published from time to time by the Honorary Secretaries and Treasurers and sent to the newspapers for insertion."

Proposed by Mr. Damodar Thakersey Moolji, seconded by Mr. Manockji Byramji Dadabhoy—

"That the Honorary Secretaries be requested to appeal for subscriptions to all parts of the mofussil, and to request gentlemen in large centres outside Bombay to organize Committees for the purpose of raising them."

Proposed by the Venerable Archdeacon Lewis, seconded by Mr. Byramji N. Servai—

"That Government and the Municipal Corporation be appealed to, to undertake the maintenance of the proposed Lepers' Home or Asylum."

Proposed by Dr. Cowasji Hormasji, seconded by Mr. Vundrawundas Purshottamdas—

"That the names of the following gentlemen be added to the list of members of the General Committee :—

Mr. L. M. Valladares,
Dr. deMonte, M.D.,
Dr. Luis Gomes,
Mr. Michael de Quadros, Kt.,
Dr. Luis de Almeida,
Mr. J. C. d'Aguiar,

and that the names of Mr. Dosabhai Framji, C.S.I., and Mr. Framji Nusserwanji Patel, be transferred to the list of Vice-Presidents."

In the meantime the Commissioner had come to the conclusion that the site originally selected at Dharavi might be improved upon, and after spending some further time in investigation, he ended by choosing the site at Matunga (more properly Wadala) upon which the Leper Asylum now stands. At a meeting of the working Committee of the Fund, which was held on 14th August in the Municipal Offices, Hon. L. H. Bayley in the chair, this site was approved, and the Secretaries were authorized to proceed to build, within the sums collected.

The Honorary Secretaries had made up their minds that as soon as Rs. 40,000 had been collected they would be justified in proceeding with the erection of the asylum. Fortunately the site which had been selected belonged already to the Municipality, and did not need therefore to be acquired by payment, though a small sum had to be expended to buy out the lessee of certain grazing and tapping rights. It was also a happy circumstance that this piece of ground, being the site of former military barracks, still retained in fair preservation the plinths of several of the latter, whereby a good deal of constructive expense was saved. The asylum is now situated there. It lies east of the Matunga road, about two miles north of Government House, Parel. To the west and south lie stretches of rice-land leading to the Matunga Salt-works, and beyond these the Harbour. It is completely hidden by arborage from the Matunga road, one of the great roads leading north out of Bombay, from which it is distant in a direct line 520 feet, and no one passing along this road would have the least idea that the largest Leper Asylum in India was close to him. There are no residences within a considerable distance, except the premises of one dyer. The 24" main from Vehar laid in the Matunga road permits of an ample supply of pure water being laid on, which has been done. The site is about 1½ miles from Dadur station. It is near enough to the city proper for efficient supervision and for the convenience of visitors, while at the same time, as justly observed by the Health Officer, Surgeon-Major Weir, it is "anatomically twenty miles from it." Altogether it may be taken that the selection was a happy one, and probably no other equally suitable site could have been found within the Island.

It is not possible and might appear egotistical to describe with minuteness the process of collecting money for the furtherance of the scheme. By far the larger proportion of the funds was obtained by personal solicitation in every quarter, almost every house in the city. Lists of persons willing or likely to contribute were made out from time to time, streets were taken in succession, and every precaution was adopted to pass by no house or shop from which, as the *Times of India* subsequently remarked in a leading article, "a ten-rupee subscription might reasonably be extracted." In this laborious and sometimes disappointing work the utmost assistance was received by the Commissioner from native gentlemen of every

caste and creed, particularly Mr. Harkisondas Nurrotamdas, Mr. Ghelabhai Haridas, the late Mr. Muncherji N. Banaji, the Hon. Fazulbhoy Visram, Mr. Hasambhai Visram, Mr. Haji Suleiman Abdul Wahad, Mr. Rahimtoola Khairaz, Mr. Ruttonshaw Dadabhai, and Mr. Chutterbhooj Morarji.

The progress of the subscription list is shown, though not in quite a complete form, below:—

	Rs.
31st July 1890	12,410
27th August	15,346
30th Do.	17,747
3rd September	23,293
5th Do.	33,109
9th Do.	37,805
13th Do.	43,308
19th Do.	43,172
27th Do.	46,132
4th October	51,245
18th Do.	53,551
25th Do.	56,016
8th November	58,120
12th Do.	61,690
19th Do.	68,150
20th December	69,693
24th Do.	71,759
14th January 1891	72,059
21st February	73,545
14th January 1892	76,038
18th Do.	86,038
10th May	90,568

Among subscriptions collected out of Bombay those of H.H. the Maharaja Gaikwar (Rs. 10,000), H.H. the Thakur Sahib of Bhownagpur (Rs. 5,000), H.H. the Rao of Cutch (Rs. 3,000), and H.H. Aga Khan (Rs. 2,500), cannot be passed by without a reference

Work on the building of the asylum was commenced on 19th August 1890. Revised estimates, prepared by Mr. Rienzi Walton, Executive Engineer to the Municipality, had shown that accommodation for 200 lepers could be built at a cost of Rs. 34,878 + 7,835 = 42,713.

The following were the earliest works taken in hand:—

	Estimated cost.
	Rs. a. p.
Lepers' wards, 3 blocks of 100 feet and one 57 feet long	18,040 0 0
Cook-house for lepers	2,486 0 0
Washing-place	1,200 0 0
Latrines, urinal, cesspools, &c.	2,505 0 0
Waterpipe connection	1,707 0 0
Ward attendants' quarters	2,256 0 0
Dispensary	1,949 0 0
Apothecary's quarters	2,069 0 0
Cook-room for the Apothecary	700 0 0
Barbed wire fencing, actual present total length	1,966 0 0
TOTAL	34,878 0 0

The foregoing works were commenced on the 19th August 1890, and completed on the 6th November 1890. While they were in progress fresh instructions were issued by the Commissioner to the Engineers in October 1890 to take in hand the undermentioned additional works:—

	Estimated cost.
	Rs. a. p.
Lepers' ward, 100 feet long	5,054 0 0
Ward attendants' quarters, second block	2,256 0 0
Washing trough, with pavement and roof attached to the cook-house for lepers	225 0 0
Huts for four sweepers	150 0 0
Two washermen's stones	100 0 0
One wooden sentry-box	50 0 0
TOTAL	7,835 0 0

These works were completed by the 9th of December 1890. Instructions were again given for the following further works at the latter end of January 1891, and they were commenced on the 31st January 1891 and were all completed by the middle of May 1891:—

	Estimated cost.
	Rs. a. p.
One lepers' ward, 157 ft. long, Rs. 7,700 + 180 for water connection	7,880 0 0
Isolation ward with six small rooms and two strong cells	3,435 0 0
Mortuary with two tables	675 0 0
Small washing place with two compartments	546 0 0
Latrine and urinals, &c.	650 0 0
Barbed wire fencing, actual present total length 4,047 feet	1,735 0 0
TOTAL	14,561 0 0

Before these were completed orders were received from the Commissioner on the 20th of February 1891 for the following additional works, and they were completed simultaneously with the above:—

	Estimated cost.
	Rs. a. p.
Shelves in servants' quarters	241 0 0
Cesspool and latrines for servants	291 0 0
Two-seated latrines for the Hospital Assistant	250 0 0
TOTAL	782 0 0

On the 11th March it was considered desirable by the Commissioner to erect covered passages connecting the leper wards with the dispensary, cook-house and ward attendants' quarters, and also to chupper all the buildings, on account of the approaching monsoon, at an estimated total cost of Rs. 2,704. These works were completed by the middle of June 1891.

In March instructions were issued by the Commissioner to construct, at an estimated cost of Rs. 2,487, pipe sewers, draining all the blocks, latrines, urinals, washing-places, &c., into a cesspool on Government ground granted for that purpose and to the south of the asylum.

This was all completed by 17th June 1891.

Early in June a sum of money amounting to Rs. 700 was given by Messrs. Jannadas Lalubhai and Vanmalidas Hargowandas for the construction of a Hindu temple, which was commenced on 18th June 1891 and completed by the 29th August 1891,—the total cost being Rs. 700.

Rupees 470 were collected by Mr. Harkisondas Narotandas for the purchase of idols and other things required to be placed in the temple.

The following sums were also received:—

From Mr. Vajeshshankar Gavrishankar	Rs. 86	} For providing raised seats
„ Anandrao Narayan	25	
„ Maganal Hargovandas	110	} For providing railing and lighting arrangements.
„ Shankarprasad Hariprasad	50	

The sum of Rs. 1,091 was collected by Mr. E. F. Nicholson for the construction of a Roman Catholic Church, which was commenced on 1st December 1891 and completed on 31st March 1892, the estimated cost being Rs. 1,091.

A sum of Rs. 1,000 has been collected by the Hon. Fazulbhai Visram from Mahomedan gentlemen for the erection of a small mosque which will shortly be put in hand.

WARDS.

There are in all six wards for lepers, four of them being 100 feet long, the fifth 57 feet, and the sixth 157 feet. They are all 30 feet in breadth and 15 feet high in the centre and 8 feet on the sides. All are alike in structure, having half-brick walls plastered internally, and an 8 feet high corrugated galvanized iron longitudinal partition wall in the centre, wrought-iron frame work, a damp-proof floor plastered with cement, a ridge ventilator and jali* roofing. There are two venetian windows and one panelled door on each side of a bay of 14' 3", and at the southern end of the wards an enclosure has been provided to serve as a night privy.

* They have been now tiled.

COOK-HOUSE.

The cook-house for the lepers is 30 feet by 30 feet. It is similar to the wards in height, walling, framing, and ridge ventilation, but has a corrugated iron roofing and koba flooring. There are two rows of *chulahs* (fire-places) built on a raised masonry plinth, and it has a 9-inch division wall 6 feet high. In each row there are eight *chulahs*, and four built boilers or coppers are provided, one in each corner. There are two doors on each side of the cook-house.

WASHING-PLACE.

The washing-place for lepers consists of ten compartments (each 4 feet by 4 feet) in two back-to-back rows. The whole is covered with a wrought-iron water tank. Each compartment is supplied with water from a wrought-iron pipe connected with the tank and worked by a balanced stop-cock which is opened by a chain. These compartments are plastered with cement to a height of 3 feet 6 inches from the ground. Each compartment has a masonry raised seat provided in a corner near the water-pipe and a corrugated-iron screen 2 feet wide and 6 feet high.

LATRINES.

There are two rows of latrines placed back-to-back with a 3 feet passage between them, each row has ten seats 3 feet 6 inches deep and 3 feet wide with a 7 feet high screen in front and 9 feet at the back, and is covered by corrugated-iron pent roof. They are constructed of timber framing and half-brick walls plastered internally. The foot-plates are made of wrought-iron and the pans of galvanized iron plates. A 2-inch nozzle at the lower end of the pans carries the liquid sewage into a stoneware gully trap connected with a 6-inch pipe sewer.

URINALS.

The urinal has eight seats arranged in two back-to-back rows, and constructed on the self-flushing water system much used in Bombay.

WARD ATTENDANTS' QUARTERS.

There are two blocks for the ward attendants' quarters. Each block is 30 feet by 28 feet, and divided into eight compartments with corrugated galvanized iron partitions. Each compartment is 15 feet long and 7 feet wide, and has a door in front. The floor is made of koba. In every other respect of style and nature of construction these blocks resemble the wards.

WARD ATTENDANTS' WASHING-PLACES.

The washing-place for ward attendants consists of two compartments each 8 feet long, 3 feet 6 inches wide, and 8 feet high. It has a timber framing, brick wall plastered internally, and a wrought-iron water tank which supplies water to the compartments through 1 inch wrought-iron pipe and bib-cock.

DISPENSARY AND APOTHECARY'S QUARTERS.

The dispensary and apothecary's quarters are similar in material and structure, though different in size and internal arrangement, to the servants' quarters.

ISOLATION WARD.

The isolation ward is 31 feet by 30 feet. It contains six back-to-back compartments, each 14 feet 9 inches by 7 feet 3 inches for persons who require isolation, and two strong cells each 13 feet 7 inches by 8 feet for refractory lepers. The first resembles, in every respect, the ward attendants' quarters, except that the division walls are of half-brick masonry and the roof is covered with corrugated galvanized iron sheets. All the walls of the two cells are constructed of rubble masonry 15 inches thick, and carried up to the corrugated galvanized iron covering of the roof, including the ridge ventilator.

The summary given above shows how from time to time the asylum has been extended and improved; but there is much still required.

In addition to the building expenses a large sum was required for first equipment with furniture, &c. The beds, for instance, are all of iron and have cost with bedding Rs. 23-6 each. They are 6 feet long and 3 feet wide, and as a space of 1 foot 6 inches on each side is allowed, each leper has laterally a space of 4 feet 6 inches, while longitudinally he has a space equal to the breadth of the half ward, forming a total of about 70 square feet.

The asylum now contains accommodation for 270 lepers in the fair season and 250 in the rains. During the latter period of the erecting weather boards and other appliances for keeping the rain out, and the Health Officer of the Municipality considers that the asylum should not at this time contain more than 250 inmates. To attain this result is, however, almost impossible. At the moment at which this is written (9th May 1892) the number in the asylum is 279, and almost every day one or two applicants for admission are turned away. The Commissioner hardly knows how it will be possible to reduce the number to 250 in the course of the next three weeks. He cannot but once again deplore that differences between the Corporation and Government on the subject of the maintenance of the enlarged asylum retard the expenditure of Sir Dinshaw's lakh of rupees.

The dietary in force in the asylum is given in the Appendix.

The cost of food per head per month is Rs. 5-10-0. The establishment, including the salaries of the medical officer and apothecary, costs Rs. 448 per mensem. Out of fourteen ward boys and hamals, seven are lepers, inmates of the asylum, who are employed on small salaries, which they are glad thus to earn. Rupees 5 per mensem is paid to a leper who discharges the duties of schoolmaster to the children, all of whom attend school for four hours a day. No lepers

are allowed in the cook-house. The medical officer, Dr. N. H. Choksi, receives Rs. 150 per mensem, and the institution has been most fortunate in finding a medical gentleman of so much ability and administrative talent willing to undertake so onerous a duty for such inadequate remuneration. It has been throughout understood that Dr. Choksi's salary would be raised if, or as soon as, funds admitted of it, and he has continued to discharge his duties with untiring zeal and devotion for a sum which is very far from compensating him for the time he spends on them.

The last work undertaken at the asylum has been the roofing (at a cost of Rs. 13,434) of the six wards with Mangalore tiles in substitution for the former mats and palm leaves. Though the asylum was originally started as a temporary institution, its permanence is now practically assured, and the entire structural arrangements are now of a durable character. In the meantime very little progress has been made in the direction of building the asylum which was supposed to have been provided for by the donation of Sir Dinshaw Petit. It has been decided that this building, instead of being erected at Trombay, shall be placed in juxtaposition to, and in extension of, the Matunga Asylum; but the question of maintenance has unfortunately become mixed up with the question of contribution to Police charges from Municipal funds, which Government have recently decided shall be raised from about 2½ to about 4 lakhs per annum, and the Municipal Corporation declining under these conditions to commit themselves to a promise to maintain the asylum when built, while Government seem also indisposed to do it, the lakh of rupees given by Sir Dinshaw is at present lying idle.

The writer feels some hesitation in expatiating upon the value of this asylum to the city: but the single fact that whereas two years ago the presence of lepers in the streets was universal, an ever-present spectacle of horror, and as most people believe an ever-present danger to the citizens, not one is now to be seen, or if one does show himself, he is immediately removed to the asylum, is some evidence on the point. The report of the recent Leprosy Commission has not yet been received, but it is believed that it points to the Matunga Asylum as an instance and example of the method in which leprosy ought to be dealt with in India. If this be true, the public charity of Bombay and those who instigated it have solved a problem which no Government and no official body in India has hitherto been able to cope with. That as far as vagrant lepers are concerned, the problem has been solved, the experience that has now been gained gives fair reason for asserting. It was expected at first by one set of critics that the inmates of the asylum would be found unruly and unmanageable, that escapes would be incessant, and the scheme unworkable except by adding so large a coercive staff as would swamp it pecuniarily; by another set that the establishment of the asylum would be such an attraction as to draw all the lepers of the Presidency to Bombay. The speculation has in neither case been verified. In the earlier days of the asylum there were a few cases of refractory behaviour, especially on the part of individuals who found themselves

suddenly deprived of or restricted in the use of stimulants, and there have been ten or a dozen escapes or attempts at escape; but these have mostly been on the part of lepers of weak intellect, and now they are practically at an end. The inmates feel that they are well housed, well fed, well treated, medically and otherwise, and while every effort is made to provide occupation and amusement for them, they are on the whole thoroughly content with their lot. Applications for admission are, on the other hand, frequent, but there has been no such general rush to the asylum as was apprehended, and those who seek for admission are in pretty nearly every case lepers who have come and would in any case have come to Bombay to beg, who have been expelled from their own villages and gravitate to the city as the best centre for mendicancy. It would, however, be absurd to assert that the asylum has left nothing more to be done. The Byculla Dharamsala still contains many bad cases which would be removed to it if there was room, and though lepers have disappeared from the streets, they are still to be found by those who know where to look for them.

The asylum is maintained at the joint cost of Government and the Corporation. Practically Rs. 10 per head are sanctioned to be given up to a total of 300 inmates. The writer is aware that this rate of maintenance is high and perhaps exceeds what is required by the mere exigencies of food, clothing, and medicine; but on the other hand he has felt it to be his duty to accord every comfort and luxury within his means to the unfortunates who having committed no crime are yet prisoners for life or till cured, which is unhappily the same thing. There are probably scores of people, men who have had some medical training, and amateurs, who believe that they possess a cure for this the most awful of diseases. The writer frequently receives applications from individuals of this sort to be allowed to try their methods at Matunga, and if any is confidentially communicated to the medical officer of the asylum and by him pronounced not to be dangerous, he never refuses them, being conscious that as Western medical science is incapable of curing the disease, he has no right to close the door against Oriental empiricism, unless there is any risk in not doing so. That the life of the patient is prolonged by admission to the asylum there can be no question whatever, but that the experience gained at Matunga has developed the faintest probability of the discovery of a final cure cannot for a moment be alleged.

The Memorandum of the Army Sanitary Commission on the Administration Reports of the Commissioners of the Towns of Calcutta, Madras, and Bombay for 1889-90 has recently been received by the Municipal Commissioner from Government, and it contains an unintended reference to the subject under discussion, and it possesses a good deal of interest. Paragraph 16 of the Memorandum contains the following observations:—

"The Health Officer is of opinion that this increase (of lepers) is very serious, that the lepers must have more than doubled since

"the census of 1881, when they amounted to 430, and that in 1889 they probably were above 1,000. He urges the removal of the lepers from the city and their segregation elsewhere, and cites two instances in which he believes the disease was communicated by contagion. The actual figures of leprosy in Bombay at the census of 1891 may be awaited. We will only now remark that if the cases cited be considered evidence of contagion, it is not in accordance with experience had taken place can have been due to leprosy as he supposes. We are glad to see that the Commissioners do not appear to be favourable to the proposal that the lepers should be forcibly removed and segregated, because we doubt whether the community at large would be benefited, though the measure would certainly involve much expense, and an interference with liberty which must frequently involve great injustice. On the same grounds we would strongly deprecate their carrying into effect the idea of guarding the approaches to the city, 'so that persons found to be suffering from a dangerous or infectious disease or leprosy may be intercepted and taken to Dharamsala or leper asylum for treatment or disposal.' Such a system would inevitably cause much oppression, it would cause great evils, and there is no evidence that it would do any good. Even if it were based on correct theories, which we do not admit, it must certainly fail in practice."

It is interesting to compare these confident and authoritative (rightly authoritative) hypothesis with the facts as established by actual experience.

Into that Serbonian bog, the question whether leprosy be contagious or not, it is superfluous as it assuredly would be on the part of a layman futile and presumptuous to enter. It has never been supposed by any one responsible for the Mantunga Asylum that the increase of lepers in the city was the consequence of the spread of leprosy by contagion; and the writer has consistently refused in default of sound evidence on the point to admit that there has been any marked increase of leprosy during the last ten years either in the Bombay Presidency or in India. For India at large the census figures are not forthcoming; but in the Bombay Presidency the increase in the number of lepers has been trifling, and less in proportion than the general increase of population. If there was in the years 1889 and subsequently up to the establishment of the Mantunga Asylum an increase in the lepers of the City of Bombay, the reason must be taken to have been the natural tendency of vagrants and mendicants to gravitate towards populous centres, and the improvement in communications, particularly along the seaboard, which has enabled them to do so. It is impossible now to verify the Health Officer's hypothesis as to the number of lepers in 1889 which has been more than once quoted in this memorandum. The census of 1891 does not furnish, as far as Bombay City is concerned, any means of comparison with 1881, and for this reason, that when the asylum was first started, late in November 1890, its

effect was to cause an exodus of vagrant lepers from the city, and it was immediately after this exodus that the census of 1891 was taken. The number of lepers in the city recorded by the census of 1891 was only 369, inclusive of those in the asylum—showing an actual decrease as compared with 1881. Though the Health Officer's estimate of 1,000 lepers may have been in excess of the truth, no one acquainted with the subject and the city can believe it was so greatly exaggerated as these figures without the explanation which has been given would seem to indicate. The efflux of lepers out of the city which went on for some months after the asylum was started, when the conditions under which it is conducted were unknown and vagrants were only aware that they were to be removed to it *volentes*, this has long ceased and a reflux back into the city has taken its place, with the consequence that the asylum is filled beyond its number, that there are many cases in the Byculla Dharamsala, and numerous applications for admission have been refused. Many lepers also have unquestionably returned to the city who have not presented themselves for admission, and have no present desire to be admitted, but have found after some months of wandering that they can get on better in Bombay than in the mofussil. There are now 279 lepers in the asylum and 44 in the Byculla Dharamsala, or a total of 323, leaving a balance only of 46 lepers in the whole city if the census figure of 1891 correctly represents present conditions, which it is impossible to believe that it can. Be the facts as to numbers, however, what they may, it is particularly noticeable as an indication of the extent to which medical speculation is apt to err on an administrative question that the Army Sanitary Commission condemn by anticipation the proposal to concentrate and "segregate" lepers in an asylum at all,—a measure which the public voice of this city, including, it may be said, every voice worth listening to, has pronounced to be here at all events a triumphant success. That the measure would involve expense the Army Sanitary Commission were right in anticipating, and also that it would involve an interference with liberty; both these propositions are self-evident; but if there is any truth in the maxim *salus populi suprema lex*, that interference with liberty has not "involved great injustice;" and when the Army Sanitary Commission go on to doubt that the "community at large" will be "benefited," they will probably not find ten citizens of the city to agree with them. They, no doubt, may look with some scorn on the apprehensions which affect the public, but what they have failed, what medical men of the greatest eminence consistently fail to understand, is that the leprosy question is not so much a medical as an administrative one. It may be very true that contact between a sound and a leprous person is not dangerous to the former, it may be true that purulent leprous sores contain no element of danger, it may be true that limits of possibility that even this proposition may be proved to be sound; the real question is whether the condition of the streets and public places of Bombay as it existed before 1890 was one to be tolerated or not, and if it was not, what was the best remedy? What that condition was is now happily only a memory,—rows of

lepers in every large thoroughfare, their few miserable rags neither concealing nor being intended to conceal the most horrible marks of the disease; lepers clustering every morning on heaps of road metal which they used to scrape away the discharge from their sores and then threw with the former coverings of those sores if there were any into the street; lepers thronging round the doors of every market, infesting every empty house and verandah, drinking from the public taps, washing in the public tanks and wells;—it is idle and absurd to argue with a public exposed to daily and hourly contemplation of and contact with these horrors, that it is wrong to collect these miserable creatures into an asylum because medical science has not yet made its final pronouncement on the etiology and treatment of the disease. The difficulty was not a medical one; it was distinctly of an administrative character; and it is equally distinctly to be understood that the Matunga Asylum was established only secondarily for the relief of the lepers; its primary object was the purgation of the city. There was no other practicable method of dealing with this tremendous evil. The lepers, no doubt, beggars and vagrants and trespassers as they were, brought themselves within the purview of the law, but what law could touch them, what prison existed within which they could be received, even if a Magistrate could be found to convict them of crime on account of acts which their misery had driven them to? It is no wonder therefore that the public of Bombay and those who were responsible for the health and safety of the city declined to await that immeasurably distant future when medical authorities are to be agreed upon the question, and determined as far as this city was concerned to settle it for themselves. No one who has studied it in Bombay is likely to assert that either the interests of the city or the interests of the lepers have suffered in the settlement.

APPENDIX.

*Scale of Dietary for the Inmates of Homeless Leper Asylum,
Matunga.*

	Breakfast.	Dinner.	Supper.
Monday...	Rice ... 3 ozs. Milk ... 4 " Sugar ... ½ oz. or* Tea ... ½ oz. Milk ... 2 ozs. Sugar ... ½ oz. Baker's bread 4 ozs.	Rice ... 3 ozs. Toor dall ... 3 " Vegetables ... 4 " Ghee ... ½ oz. Sweet oil ... ½ " Assafœtida ... 2 grs. Mustard seeds ... 10 " Curry Stuff ... ½ oz. Salt ... ½ "	Patni bread ... 9 ozs Vegetables ... 4 " Curry stuff ... ½ oz. Salt ... ½ " Sweet oil ... ½ " or* Tea ... ½ oz. Milk ... 2 ozs Sugar ... 1 oz. Baker's bread ... 12 ozs.
Tuesday...	Do. ...	Do. with Mussoor dall 3 ozs.	Wheaten bread ... 9 ozs. Mutton ... 6 " Curry stuff ... ½ oz. Salt ... ½ "
Wednesday	Do. ...	Do. with Toor dall ... 3 ozs.	Same as on Monday.
Thursday	Do. ...	Do. with Mussoor dall 3 ozs.	Patni bread or wheat 9 ozs. Curry stuff ... ½ oz. Salt ... ½ " Sweet oil ... ½ " Toor dall ... 3 ozs.
Friday ...	Do. ...	Do. with Toor dall ... 3 ozs.	Same as on Monday.
Saturday	Do. ...	Do. with Mussoor dall 3 ozs.	Same as on Tuesday.
Sunday ...	Do. ...	Do. with Toor dall ... 3 ozs.	Same as on Monday.

* This is taken on all the days except on mutton days, Tuesday and Saturday.
In addition to the above daily dietary 6 beedees or 2 drachms of tobacco to each head.
" " " 3 lbs. of firewood per head per day.

YN
18
1912

5)

Current No.

DEPARTMENT.

From

The Government of India,

Home Dept

No. *Mad*

541.

Dated 15th Sept 1893Received *21/9* Do

Enclosures 3

SUBJECT.

Forwarding certain papers on
the Report of the Leprosy
Commissioners for opinion thereon

Pub 7732, 10-9-91
6472, 1-8-91
52-3523, 9-91
2179, 1-91
8072, 2-12-90

Pub c. no 2550 of 93.

Note

think there is any use in referring these papers to the draft. The opinion of the Sanitary Commissioners, as experts, is needed as we have before us a body of opinion of equality with the opinion of the views of local bodies as to the extent to which that opinion should be acted on will act of much value. We have before us plenty of material on which to base our recommendation. The report of the Leprosy Commission is a very reassuring document and its conclusions as the disease appears to be generally accepted. They are, in my opinion, such as to warrant in refusing assent to any measures of compulsory segregation, or of isolation & separation of lepers in their homes, such as advised in p. 4 of the Proceedings of the National Leprosy Council. I would approve legislation for carrying out the proposals (a) (b) (c) at p. 3, and for removing any obstacles in existing law for the employment of local or municipal funds in the establishment & maintenance of leper asylums. But while removing any such obstacles, I would not make provision for their purposes in any way compulsory or exercise any pressure in that direction upon local bodies. Considering the very infinitesimal danger of contagion and inoculation, & the apparent danger of the disease; considering also the imperfect provision for general medical relief, and for other objects of equal consequence, which the State of their funds enables local bodies to make; I think that the provision of asylums for lepers should be left mainly to private charity. I would omit from proposal (a) all reference to the practice of prostitution. I don't see how regulations in this matter could be enforced except as part of a system of regulation of vice which we are prevented from entering upon; and if such is not allowed with a view to the prevention of the exceedingly dangerous disease of syphilis, there seems no reason to propose it with reference to the very slightly dangerous disease of leprosy.

The Govt of India forward for opinion the undermentioned papers relating to leprosy in India and for recommendations which the Govt may deem fit to make on the suggestions contained therein.

The papers are:-

- (1) Copy of a memorandum by the Surgeon General with the Govt of India on the report of the Leprosy Commissioners;
- (2) Copy of a memorandum on the same report by the Special Committee appointed by the National Leprosy Fund Committee for the purpose, and
- (3) Extract from the Administration Report of the Bombay Municipality for 1891-92.

The chief points raised in the above papers are:-

- (a) the advisability of establishing Leper Asylums in the various districts, and
- (b) the best method of segregating lepers - the method suggesting to make certain bye-law empowering local authorities to impose restrictions upon the movements and avocations of lepers.

To ascertain whether practical

effe

effect can be given to the measures recommended it is proposed to refer the papers for the remarks of the Surgeon General, the San'y. Commissioner, and also the St. Boards and Municipalities and the following draft order is submitted for approval:-

"The foregoing letter from the Govt of India and the enclosures forwarded therewith will be communicated to the Surgeon General and San'y. Commr. for his opinion and report. The papers will also be referred by the L. & H. Dept for the remarks of the Sanitary Commissioner and of the several District Boards and Municipalities.

— 4/10/93 —

C. The paper has been delayed for the file which had to be obtained from Madras.

S. B.

4/10

N 922

Public Deptt.
16 Nov 98

C. N° 2550.

Letter.

To

The Secretary to the Govt of India,
Home Department.

Sir,

I am directed to inform you that the papers forwarded with your letter N° 11/561 of the 15th September have received the careful consideration of His Excellency the Governor in Council.

2. The report of the Leprosy Commission is ~~a very interesting document~~ and ~~its~~ ^{the} conclusions as to the disease ~~appear to be~~ ^{which are embodied in} ~~generally accepted~~ ^{forms}. ~~They are~~ in the opinion of this Government ~~to warrant~~ ^{the refusal} ~~assent~~ to any measures of compulsory segregation, or of isolation and supervision of lepers in their homes, such as are advocated in the Proceedings of the Committee of the National Leprosy Fund.

3. His Excellency in Council approves legislation for carrying out proposals (a) (b) and (c) made by the Commissioners, and for removing any obstacles in the existing law to the employment of local or municipal funds in the establishment and maintenance of leper asylums. But, while removing any such obstacles, this Govt. would not make provision for these purposes in any way compulsory or exercise any pressure in that direction upon local bodies. Considering the very infinitesimal danger of contagion and inoculation and the apparent decrease of the disease, considering also the imperfect provision for general medical relief and for other objects of equal consequence which the state of their funds enables local bodies to make; the ~~Government~~ ^{Commissioners} in Council would leave the provision of asylums for lepers mainly to private charity.

4. In regard to proposal (a) quoted in the preceding para. this

- (a) "The Commission are of opinion the sale of articles of food and drink by Lepers should be prohibited, that they should be prevented practising prostitution, and following such occupations as of barber and washerman, which concern the food, drink and of the people generally quite open to the dread of a possible infection."
- (b) "The Commission consider that best policy in dealing with the contagion of leprosy in towns and to discourage it and to this suggest that municipal authorities empowered to pass by-laws for vagrants suffering from leprosy from begging in or frequenting public resort, or using public conveyances."
- (c) "Competent medical authorities should always be consulted before action is taken under such by-laws."

this Govt. would not legislate against prostitution. It seems impracticable to enforce rules in this matter except as part of a system of regulation of vice which, in existing circumstances, cannot be entered upon - If such rules are not allowed with a view to the prevention of the exceedingly dangerous disease of Syphilis there seems no reason to propose restrictions with reference to the very slightly dangerous disease of Leprosy.

/from orders/

25/11
15/11

15/11/93

Copies to the L.C. 6
Sanitary Commr 6
L & M Dept. 6

Desp'd 11/12/93

1922 A
copies to the L.C. General, the Secretary
Genl. & the L & M Dept.

GOVERNMENT OF MADRAS.

PUBLIC DEPARTMENT.

READ—the following paper :—

From C. J. LYALL, Esq., C.S.I., C.I.E., Secretary to the Government of India, Home Department (Medical), to the Chief Secretary to the Government of Madras, dated Simla, the 15th September 1893, No. 11-Medl.—561.

I am directed to forward, for the information of His Excellency the Governor in Council, the accompanying copy of a

- (1) Memorandum on the report of the Leprosy Commissioners as prepared by the Special Committee appointed by the National Leprosy Fund Committee for the purpose, and endorsed or annotated by the members of the Executive Committee. memorandum by the Surgeon-General with the Government of India on the report of the Indian Leprosy Commissioners. I am also to enclose a copy of the papers noted in the margin.
- (2) Extract from the Administration Report of the Municipal Commissioners for the City of Bombay for 1891-92, pages 43 to 67. 2. I am to request that you will be so good as to move His Excellency the Governor in Council to favour the Government of India with an expression of his

opinion on these papers, and with his recommendations for giving practical effect in the Madras Presidency to the conclusions of the Leprosy Commissioners.

ENCLOSURES.

MEASURES suggested in regard to the treatment of lepers.

As the questions of the heredity and contagiousness of leprosy have already been thoroughly discussed in the report by the Commissioners, in whose conclusion I beg to express my concurrence, I do not think anything further is necessary on my part than to offer advice and suggestions to the Government of India as to the best means of giving practical effect to those conclusions.

2. It is admitted on all sides that leprosy is a loathsome disease, and on this account those suffering from it should be segregated from the general public, in such a way that no serious or unjustifiable violence shall be done to their freedom of action.

3. I would therefore advise that in the case of those suffering from open or running sores, Municipal and Local Committees be empowered to enact such bye-laws as may be deemed efficient; and to impose restrictions on those persons exposing themselves in the streets or other public places for the purposes of begging, or loitering about in crowds, in market-places, near wells, or other places of public resort, or engaging in trades or occupations, such as tailoring, baking, the manufacture of sweetmeats, as butchers, or in other occupations the products of which would be liable to be tainted by the discharges from those open sores.

4. Also that the same local bodies be encouraged to establish leper asylums in such localities as may be considered necessary—probably one at the head-quarters of every civil division will suffice. I do not mean by this that an asylum already established in any district should be transferred to the head-quarters of the division; as a matter of fact it does not matter in what particular district the asylum is situated, provided there is about one in every division. Old established and successful asylums may be left as they are.

5. The situation of these asylums should be as close to the district civil dispensaries as considerations of seclusion from general observation will admit. While advocating that they should not be established in exposed or very public localities, I do not think it is at all necessary to locate them in wild or deserted places, where the inmates would be too far removed from medical attendance of which they stand in more or less need, and suffer other inconvenience not necessary to detail. By placing them as close to the dispensaries as circumstances will permit they will receive this medical aid without any extra cost being involved. The force of this provision is well illustrated by the case of the leper asylum recently established by the Begum of Bhopal. The situation of it is so much out of the way that a special medical establishment had to be provided for it, and a commissioned medical officer paid Rs. 80 a month for the medical charge of it.

6. At the same time every precaution should be taken that the people do not come to think that the leper asylum is an integral part of the dispensary, as otherwise it would tend to make the dispensary unpopular. This question of site, however, is one that had better be left to be settled by the local district authorities. The suggestions made above are intended to be for general guidance only.

7. The question assumes a different aspect in the case of those asylums to be established for large cities—Calcutta, Madras, Bombay, &c., &c.,—where, for several reasons, it is desirable that they should be situated outside the town.

8. The local district officials, by means of the restrictions which they would be enabled to impose on the movements of lepers residing in their several districts, would, it is expected, be able to exercise a sort of moral influence on the latter to induce them, without reference to the stage of the disease, to resort to the neighbouring divisional asylums.

9. But if in any case it was ascertained that a leper residing with his family in any village or part of a town was for this reason not a nuisance to his neighbours or other residents, and induce him to go to the asylum. His neighbours may be trusted to protect themselves from any seeming nuisance there may be by avoiding his house, while, on the other hand, the restrictions suggested above on lepers appearing in public places should be imposed in his case. Accepting the conclusions of the Commissioners, it would, I submit, be an unfeeling act to induce or to compel him by any means to leave the place of his birth and the company of his relations and to take up his residence among strangers in an asylum situated in what would be to him a strange locality.

10. As regards the establishment to be entertained for divisional asylums, it should, I think, in all cases consist of the following members; one or more ward coolies may be necessary in exceptional cases:—

1 Cook.	1 Chowkidar.
1 Bheestie.	1 Dhobie.
1 Mehter.	

As I said before, the Civil Surgeon and the dispensary establishment could and should exercise general control over the management of the asylum and afford to the inmates such medical aid as may be necessary.

11. As regards funds. I would suggest that they should be provided in the same manner as is done in the case of civil charitable dispensaries. I should say that the cost of each leper asylum with only a few inmates, it would be a question for all charges. In the case of small an establishment as I have named above would be necessary.

12. I append a statement showing, as far as I have been able to obtain figures, the number of asylums in India and their population and the cost of maintenance. The rates in Madras and Bombay appear to be very much in excess of those in other provinces in India.

16th August 1893.

(Signed) W. R. K. C. E.

STATEMENT showing the cost of Maintenance, Population and number of Leper Asylums in India.

Presidency or Province.	Number of Leper Asylums or Homes, public or private.	Average number of inmates in each.	Annual cost of maintenance.	Average annual cost of maintenance of each inmate.	Amount of contributions from			
					Provincial Funds.		Local (District Boards or Municipalities) Fund.	
			RS. A. P.	RS. A. P.	RS. A. P.		RS. A. P.	
Bengal	5	63	20,668 7 7	65 13 2	225 0 0		2,400 0 0	
Assam	1	171	* 12,378 0 0	72 6 1	..		..	
Nepal			Information not yet received.					
North-Western Provinces and Oudh. .. .	6	106	† 24,105 0 0	37 15 4	528 0 0		12,949 0 0	
Punjab	2	8	‡ 92 2 4	5 12 2	..		..	
Central Provinces .. .	1	1	§ 31 5 3	31 5 3	..		..	
Rajputana	1	60	3,622 8 0	60 6 0	..		..	
Central India	1	..	..	..	..		..	
Baluchistan	2	165	10,680 0 0	64 11 8	860 0 0		460 0 0	
Burma	3	99	38,408 13 10	129 5 2	37,095 11 3		1,313 2 7	
Madras	7	69	52,626 4 5	111 4 2	21,039 3 8		18,848 5 2	
Bombay								

* Nepali rupees, met by the Nepal State.

† One temporary and experimental.

‡ Award attached to Ulwar Jail. Cost borne by the State.

§ Includes Rs. 1,846 spent on new buildings.

¶ Voluntary subscriptions and missionary funds.

¶ The whole cost is borne by the Native State of Bhopal.

THE NATIONAL LEPROSY FUND.

President of the Committee.

His Royal Highness The Prince of Wales, K.G.

General Committee.

The Archbishop of Canterbury.
The Duke of Norfolk, K.G.
The Duke of Westminster, K.G.
The Duke of Devonshire, K.G.
The Marquis of Dufferin and Ava, K.P.,
G.C.B., G.C.M.G.
The Earl of Derby, K.G.
The Earl of Rosebery.
Lord Randolph S. Churchill, M.P.
Baron Ferdinand de Rothschild, M.P.
The Bishop of London.
Cardinal Vaughan.
The Hon. G. Curzon, M.P.
The Right Hon. W. E. Gladstone, M.P.
The Right Hon. the Lord Mayor of London.
The Right Hon. John Morley, M.P.
Sir Andrew Clark, F.R.S., Bart., President,
Royal College of Physicians.
Sir William Jenner, Bart., G.C.B., F.R.S.
Sir James Paget, Bart., F.R.S.

Sir A. Borthwick, Bart., M.P.
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Field-Marshal Sir J. Lintorn Simmons,
R.E., G.C.B.
Sir Alfred Lyall, K.C.B.
Col. Sir Edward Bradford, K.C.B., K.C.S.I.
Sir Joseph Fayrer, K.C.S.I., M.D.
Sir Charles U. Aitchison, K.C.S.I.
Sir W. Guyer Hunter, K.C.M.G., M.D., M.P.
(Honorary Secretary).
Sir W. MacCormac, F.R.C.S.
R. Thorne Thorne, Esq., M.D., F.R.S.
Principal Fairbairn.
Jonathan Hutchinson, Esq., F.R.C.S., F.R.S.
Rev. Hugh Chapman.
W. S. Lilly, Esq.
E. Clifford, Esq.
Frank Harris, Esq. (Honorary Secretary).

Executive Committee.

Baron Ferdinand de Rothschild, M.P., Chairman.

The Bishop of London.
The Hon. G. Curzon, M.P.
Sir Andrew Clark, Bart., F.R.S., President,
Royal College of Physicians.
Sir James Paget, Bart., F.R.S.

Sir Joseph Fayrer, K.C.S.I., M.D.
Sir W. Guyer Hunter, K.C.M.G., M.P., M.D.
Jonathan Hutchinson, Esq., F.R.C.S., F.R.S.
E. Clifford, Esq.
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Assistant Secretary.

Claude Johnson, Esq.

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Messrs. Coutts, Strand, W.C.
Sir Samuel Scott and Co., Cavendish Square, W.
London and Westminster Bank, Lothbury, E.C.

MEMORANDUM on the Report of the Leprosy Commissioners, as prepared by a Special Committee, appointed for the purpose, and endorsed or annotated by members of the Executive Committee.

Your Committee, having been instructed to consider and report to you upon the publication of the report of the Leprosy Commissioners in India in 1890-91, beg to submit the following considerations:—

I. They desire to place on record their sense of the ability with which the Commissioners conducted their investigations while in India, and of the comprehensive and valuable nature of their report.

II. The conclusions at which the Commissioners arrived have been summarised by them at the end of their report as follows—the evidence upon which these conclusions rest being displayed at length in the earlier pages of the report:—

- “(1) Leprosy is a disease *sui generis*; it is not a form of syphilis or tuberculosis, but has striking ætiological analogies with the latter.”
- “(2) Leprosy is not diffused by hereditary transmission⁽¹⁾, and for this reason, and the established amount of sterility among lepers, the disease has a natural tendency to die out.”
- “(3) Though in a scientific classification of diseases leprosy must be regarded as contagious and also inoculable⁽²⁾, yet the extent to which it is propagated by these means is exceedingly small.”
- “(4) Leprosy is not directly originated by the use of any particular article of food, nor by any climatic or telluric conditions, nor by insanitary surroundings; neither does it peculiarly affect any race or caste.”
- “(5) Leprosy is indirectly influenced by insanitary surroundings, such as poverty, bad food, or deficient drainage or ventilation, for these by causing a predisposition increase the susceptibility of the individual to the disease.”
- “(6) Leprosy in the great majority of cases originates *de novo*, that is, from a sequence or concurrence of causes and conditions, dealt with in the report, and which are related to each other in ways at present imperfectly known.”

III. Thirdly, the Commissioners having been instructed to report upon the practical measures to be taken for the control or restriction of the disease in India, have suggested the regulation of lepers and leprosy by means of by-laws framed by the various municipalities, upon which point they write as follows:—

- (a) “The Commission are of opinion that the sale of articles of food and drink by lepers should be prohibited, and that they should be prevented from practising prostitution, and from following such occupations as those of barber and washerman, from the dread of a possible infection.”
- (b) “The Commission consider that the best policy in dealing with the concentration of lepers in towns and cities is to discourage it and to this end would suggest that municipal authorities be empowered to pass by-laws preventing vagrants suffering from leprosy from begging in or frequenting places of public resort or using public conveyances.”

⁽¹⁾ ⁽²⁾ *Vide* page 6.

- (c) “The large Presidency towns and the capitals of provinces in many cases already possess leper asylums, which might be enlarged by municipal funds or private subscriptions. Asylums should be built near towns where they do not already exist, and the authorities should have the power of ordering lepers infringing the regulations either to return to their homes or to enter an asylum.”
- (d) “Competent medical authority should always be consulted before action is taken under such by-laws.”

IV. Upon the afore-mentioned conclusions of the Commissioners numbered 1, 2, 3, 4, 5 and 6, your Committee offer the following remarks:—

They accept Nos. 1, 2, 4 and 5.

They desire to express their disagreement with the concluding words of No. 3—

“That the extent to which leprosy is propagated by contagion and inoculation is exceedingly small.”—

not being satisfied with the evidence offered by the Commissioners for this opinion. They cannot concur in the views expressed in No. 6, namely that—

- (8) “Leprosy in the majority of cases originates *de novo*, that is, from a sequence or concurrence of causes and conditions, dealt with in the report, and which are related to each other in ways at present imperfectly known.”—

being of opinion that the evidence adduced in the report does not justify such conclusions.

V. The Commissioners, in the section of their report entitled “Practical Suggestions,” p. 452-7, as also in other parts of the report, have expressed opinions strongly adverse to compulsory segregation, either complete or partial. For instance, they say on p. 258—

“No legislation is called for on the lines either of segregation or of interdiction of marriages with lepers.”

And on p. 453—

“For India complete compulsory segregation may be considered to be absolutely impracticable. Neither do the conclusions given before as to the nature of the disease justify any recommendation for absolute segregation.”

And on p. 454—

“It is impossible for the same reasons to advise compulsory partial isolation. Voluntary isolation is therefore the only measure left for consideration.”

And on p. 456—

“In no case would the Commissioners suggest an Imperial Act, especially directed against lepers as such.”

And again on p. 456—

(4) “In conclusion, the Commissioners believe, from the considerations and arguments adduced in the foregoing report, that neither compulsory nor voluntary segregation would at present effectually stamp out the disease, or even markedly diminish the leper population, under the existing conditions of life in India.”

Your Committee, having already expressed their inability to accept the reasoning upon which the Commissioners have based the above conclusions, are equally unable to accept the corollary that segregation in any case of leprosy in India is either impracticable or undesirable. They entertain a precisely opposite opinion, and would be sorry if the Government of India were encouraged by the report of the Commissioners to refrain from taking the necessary steps in the direction of such segregation of lepers as may be found possible. Their opinions upon segregation are in accord with those expressed in the following extract from a memorandum by Dr. Vandyke Carter:—

Modes of segregation—

- I. “By erecting plain asylums at certain centres, each of which would be a refuge common to several districts; and a place of detention, under due management and supervision.”
- II. “By founding leper colonies, or village communities mainly of the affected, who, while allowed more liberty of movement, should yet be prevented from mingling with the peasantry around; hence still the need of strict supervision. Many spots would thus serve—such as deserted forts, decayed villages, and places now waste yet not far from other sources of supply, or not without near resources easily resuscitated.”
- III. “By requiring the strict isolation of leprosy subjects retained in their homes at express wish of friends. Suitable separate lodgment would be indispensable; unsuitable shelter is even now sometimes supplied. Joining of such home-isolation with more public measures should not be overlooked; for to it experience in Norway seems to point as a means essential to complete success within a moderate period of time; and in India it would have to be still more largely resorted to.”

⁽³⁾ *Vide* page 6.

⁽⁴⁾ *Vide* page 7.

IV. "For carrying out the above, in addition to funds, legislative authority is needed to take up the vagrant sick, to remove the sorely diseased who is insufficiently guarded at home, and at times to enforce continued isolation of the infected until medical sanction of liberty be granted."

VI. Reserving their opinions as expressed in the foregoing paragraph and extract, your Committee give a general approval to the minor recommendations of the Commissioners, numbered above as (a) (b) (c) (d), for the regulation of lepers and leprosy in India, which they consider might with advantage be carried out; though they do not concur in the opinion that municipalities will be necessarily or universally the best means of effecting that object.

Nominated by the Executive Committee of the National Leprosy Fund. { GEORGE N. CURZON (Under Secretary for India), *Chairman*.
EDWARD CLIFFORD.

Nominated by the Royal College of Physicians. { DYCE DUCKWORTH, M.D., LL.D.
(With the exceptions noted over-page.)
G. A. HERON, M.D., F.R.C.P.

Nominated by the Royal College of Surgeons. { JONATHAN HUTCHINSON, LL.D., F.R.S.
(With the exceptions noted over-page.)
N. C. MACNAMARA, F.R.C.S.

28th April 1892.

Members of the Executive Committee.

{ FERDINAND ROTHSCHILD
(Chairman of the Executive Committee).
F. LONDIN.
• ANDREW CLARK, M.D., F.R.C.P.
• JAMES PAGET.
• J. FAYRER.
• W. GUYER HUNTER.
• JONATHAN HUTCHINSON.
E. CLIFFORD.
ALGERNON BORTHWICK, *Hon. Treas.*
EDWARD LAWSON
J. R. SOMERS VINE, *Hon. Sec.*

1st May 1893.

* These Members have signed a further Memorandum, which will be found over-leaf.

INDEPENDENT or dissentient opinions, etc., expressed by members of the Special Committee and of the Executive Committee.

(1) "Leprosy is not diffused by hereditary transmission." I do not think that this is proven.—J. Fayrer.

(2) "Contagious and also inoculable." This is also uncertain.—J. Fayrer.

(3) "I understand the Commissioners to mean by the expression 'de novo' in reference to the origin of leprosy that they believe that the disease may begin independently of personal contagion and in connection with climatic and dietetic causes. In that belief I entirely share. I also agree in the main with the rest of the statements in the Commissioners' report to which exception has been taken in our Committee. I feel convinced that if leprosy be contagious at all, it depends but to an almost infinitesimal extent upon contagion for its spread."—Jonathan Hutchinson, LL.D., F.R.S.

Concurred in by J. Fayrer.

(4) "I am in agreement generally with the recommendations of the Commission respecting voluntary isolation, and the issue of municipal by-laws, regulating the habits of lepers. I know of no trustworthy evidence to prove that a leper in any community is a source of greater danger than is a consumptive patient, and I know that a person suffering from syphilis is a real and very positive source of danger anywhere. It would therefore be absurd on the face of it to adopt stringent laws for the leper, and to let the syphilitic person go free.

"The intelligent layman now imagines that because bacilli are an essential feature of leprosy, therefore the disease must be readily contagious. This is simply quite contrary to fact. The same thing holds good exactly for consumption and for some other disorders in which microbes play a part.

"I think a well-empowered and vigorously-supported Government Medical Executive officer should be appointed in every large town, and in certain districts, to supervise the leprosy

populations and report regularly upon them. It should be his business to see that the local regulations are fully carried out, and on his requisition only should any action be taken when necessary.

"Suitable asylums should be provided, and those now existing be sufficiently enlarged to meet the needs that will arise under suitable by-laws.

"The project of leper-farms is, I think, a good one. More than this is, I believe, not within any practical scheme for amending the condition of lepers, and for diminishing the spread of the malady."—Dyce Duckworth, M.D., LL.D.

Concurred in by J. Fayrer.

(4) "I am strongly in favour of the maintenance (by Government or otherwise) of voluntary homes for lepers, but do not believe that segregation would effect anything in diminishing the prevalence of the disease. Compulsory segregation would, I think, involve injustice and entail much social misery. I believe that our Commissioners' report well expresses not alone the opinions of those who have signed it, but, in a general way, those of the educated classes of the present day throughout India."—Jonathan Hutchinson, LL.D., F.R.S.

Concurred in by J. Fayrer.

"I think the report a most valuable and excellent one, agreeing generally with the remarks of the Committee. I concur in the objections made by Sir D. Duckworth and Mr. Hutchinson. I have also noted two remarks which I do not consider can be accepted as proven.

"But on the whole I regard the report as most excellent, and, if the recommendations are acted on, one which will prove of the greatest benefit to the population of India. When leprosy disappears, it will do so as a result of improved hygienic and social conditions.

"In the meantime all that is possible—as suggested in the report—to be done should be done to ameliorate the condition of the sufferers, and I am glad to find that coercive measures of segregation, or wild fear of contagion, are not contemplated."—J. Fayrer.

We, the undersigned members of the Executive Committee of the National Leprosy Fund, desire to express our approval of the Commissioners' report, which we regard as a very careful record of well-observed, important facts. We concur with their suggestions of "the practical measures to be taken for the control or the restriction of the disease in India." We dissent from the opinion expressed in the body of the report of the Special Committee on the subject of the contagion of leprosy, and from the recommendations founded on that opinion. We believe that the evidence of the spread of leprosy by contagion is not sufficient to justify the compulsory segregation of lepers, though the institution of homes in which they may voluntarily reside may be very earnestly advised. And we are of opinion that, although an unusual susceptibility of leprosy may be transmitted by inheritance, and the children of lepers may be more than others liable to the disease if living in the conditions in which it generally occurs, this does not supply reason sufficient for prohibiting the marriage of the leprosy.

(Signed)	ANDW. CLARK, M.D., F.R.C.P.
(")	W. GUYER HUNTER.
(")	JAMES PAGET.
(")	J. FAYRER.
(")	JONATHAN HUTCHINSON.

EXTRACT from the Administration Report of the Municipal Commissioners for the City of Bombay for 1891-92.

112. *Leprosy*.—There were 106 deaths from leprosy, or 61 more than last year, or 41 more than the average. The large number of deaths from this cause is owing to a more correct registration of deaths consequent on the establishment of, and collection of lepers in, the Leper Home at Matunga. The condition of the lepers in Bombay has attracted considerable public attention, and the following is—

A Résumé of the steps taken to establish a Leper Asylum in Bombay and to remove Lepers from the public streets.

On the 24th September 1883, the Roman Catholic Bishop Vicar-Apostolic of Bombay wrote under his No. 1918, requesting Government to place at his disposal for a period of five years the premises of one of the old forts in the Island of Bombay, known as Sion, Matunga, Sewri and Warli, together with a portion of culturable land in the immediate vicinity, with the view of converting the same into the head-quarters of a leper colony or village. Government replied (Resolution, General Department, No. 1527, 9th May 1884) that objections existed to the utilization as a leper asylum of any of the four forts named, but, while regretting that the request could not be complied with, they trusted that the project would not be abandoned, but hoped a suitable site would be found at Kurla or beyond Bandora, or in some other place not

far from Bombay. The assurance was also conveyed that Government would be very glad to assist in the projected benevolent scheme should an opportunity offer. After this reply the project does not seem to have been further pursued.

On the 17th February 1888 the Acting Municipal Commissioner, Mr. Charles, C.S., called the attention of the Health Officer of the Municipality to articles which appeared in the *Times of India* on the 16th and 17th idem on the subject of lepers at the Dharamsala at the north end of Duncan Road and elsewhere, and asked for his report as to whether any measures were possible to minimize danger from them, and as to whether the police should be asked to interfere. The Health Officer, in his reports, dated 20th and 28th February 1888, replied that the opinion of the solicitors should be obtained as to whether the lepers could be interfered with; and that after a recent decision of the Presidency Magistrate he did not think the police would interfere with the liberty of a leper. No further action in the matter was then taken.

Attention was next called to the subject in the early part of 1889 by the Educational Inspector, C.D., Mr. Kirkham, who reported that a colony of lepers had taken up their quarters on the flags surrounding the large Nacoda tank or well which lies between St. Xavier's College and the Elphinstone High School, and that the efforts of the College and School authorities and their appeals to the Police and Health authorities of the city had failed to effect their removal. The Director of Public Instruction, in forwarding this report to Government on the 9th February 1889, requested that early steps might be taken to remove the nuisance. Mr. Kirkham also, on the 4th April 1889, brought forward before the Municipal Corporation a motion, which was carried, to the effect "That the Municipal Commissioner be requested to report what additional powers, if any, are required by the Health Department to enable it to deal effectively with the evil." The opinion of the Solicitor to Government, dated 7th May 1889, with reference to the colony of lepers at the Nacoda tank, was, that in all probability many of the lepers had rendered themselves liable to prosecution for committing a public nuisance, and he suggested that, if the leprosy from which the people suffered was an infectious disease, dangerous to life, Government might, by notification under section 12 of Bombay Act VI of 1867, determine it to be so, and that those who suffered from the disease should be removed to a sanitarium. He also observed that the municipality should be requested to see that no nuisance was committed near the tank, which is in their custody.

Colonel Wise, the Acting Commissioner of Police, in his report to Government of the 19th June 1889, wrote as follows:—

"(a) Present state of circumstances.

"My enquiries show that the City of Bombay is much infested by lepers, and that they are steadily on the increase; wandering about the streets and mingling with the inhabitants as they do, they are not only a great public nuisance, but a source of serious danger to the community, and it is a matter of urgent necessity that early measures should be taken to rid the general public of daily contact with such an infectious and serious disease. Roughly estimated, the number of known lepers in the city is between four and five hundred.

"(b) Do the lepers live by begging?"

"Nearly all the lepers exist by begging, but a few are well-to-do and either earn a living themselves by some trade or are supported by their relatives. Those who are mendicants (I should say over 90 per cent.) squat by the side of the public roads or near temples and ask alms. During the warm weather they lie about in the streets at night, and when it is cold or wet obtain such shelter as they can in verandahs, in vacant corners of buildings and the Leper Dharamsala.* They are most of them miserable objects, and are to be seen going about in all stages of this loathsome disease. There are several cases of attempted suicide among them and of drowning in tanks during the year. The former cases give much trouble; they are generally taken to hospital in 'recklas,'† which have to be disinfected afterwards.

(c) Prosecution.

"The Solicitor points out the law under which these lepers can be prosecuted, but there is no question under this head. They can be dealt with fully under the Municipal Act, and if section 424‡ were enforced we could clear the streets of them in a few days. The difficulty lies,

* This is the Dharamsala at the north end of Duncan Road above referred to. It is in a densely-populated locality and contains large numbers of paupers who are not lepers.

† "Small spring-carts drawn by bullocks."

‡ This is quite a mistake. Section 424 is as follows:—

(1) The Commissioner or any police officer empowered by him in this behalf may, on a certificate signed by the executive health officer or by any duly-qualified medical practitioner, direct or cause the removal of any person who is, in the opinion of such executive health officer or other medical practitioner, without proper lodging or accommodation, or who is lodged in a building occupied by more than one family and who is suffering from a dangerous disease, to any hospital or place at which patients suffering from the said disease are received for medical treatment.

(2) The person, if any, who has charge of a person in respect of whom an order is made under sub-section (1), shall obey such order.

This, in addition to presupposing the existence of a "hospital or place" while none then existed gives power of removal only, none whatever of detention.

not in the law for dealing with them, but in the want of a place for their accommodation, and until this is provided, the police are unable to move. It is of no use the police arresting and placing these miserable creatures before the courts when the magistrates have no place to send them to, as we cannot crowd our jails with them; besides, there would be nothing gained by sending them to jail for a few days, and then turning them loose in the streets to wander about and beg as before.

"Let there be a place set apart for the accommodation of lepers, and the police will clear the city of them in a very short time; but until that is done we are helpless. In any accommodation provided, I am decidedly of opinion that the segregation of the sexes should be enforced.

"The large number and increase of lepers in this city is, no doubt, brought about in a great measure owing to the well-known generosity and charitable nature of the wealthy inhabitants by whom they are fed daily, and I cannot help thinking that if some scheme were set on foot for the accommodation and maintenance of these poor creatures, the native gentlemen of Bombay would freely contribute to it."

The report of the Health Officer, dated 14th June 1889, on the Resolution of the Corporation of the 4th April, was as follows:—

"By the last census 430 lepers were enumerated. There are now probably more than twice that number of lepers. In the Dharamsala in Byculla there are 78 men, 79 women and 12 children.

"Under the Municipal law the lepers cannot be interfered with practically. Lepers wander through the city, live where they please, and associate with people who are not lepers. Lepers even sell in the streets. Not only are there lepers propagating leprosy, but there are some families in which leprosy may be said to be hereditary. As to the necessity of moving lepers from the city and isolating them there can be no doubt. I will give one instance of the danger of freedom to lepers. On one evening while inspecting a bakery, I found a leper inside the bakery, and, as I suspected, living in it. This leper was a European, strange to say. In any measure for dealing with lepers, there are two important considerations to be kept in mind—

"(a) Are lepers to be treated as persons committing a nuisance and summoned before a magistrate?

"(b) Are rich lepers to be treated like poor lepers?

"If a measure is in contemplation to deal with lepers, and if it is proposed to deal with lepers after the procedure adopted in dealing with offences against the public health, that measure will be a failure. I would earnestly urge that there is only one way of dealing with lepers, and that way is by segregation. The lepers will have to be removed, for willingly they will not leave the city. In reply to the resolution of the Corporation of 4th April last, I would answer: 'The power to remove lepers, rich and poor, to a place set apart for lepers.'

In forwarding the report of the Health Officer to the Corporation, the Municipal Commissioner, Mr. Ollivant, C.S., in his letter of the 18th July, stated:

"I imagine there can be little doubt that leprosy is a dangerous disease as defined in section 3 of the City of Bombay Municipal Act, 1888, and therefore the use of public conveyances by persons suffering from that disease is punishable under sections 428—431. The sale of articles by such persons is punishable under section 432 of the Municipal Act, and probably also under section 269 of the Indian Penal Code. Under section 424 of the same Municipal Act, such persons, if without proper lodging, or if lodged in a building occupied by more than one family, may, upon medical certificate, be removed to a special hospital or other similar place. The majority of such persons are beggars and are liable to be arrested and punished as beggars under the Bombay City Police Act.

"These, as far as I am aware, are the only provisions of the existing law which can be used to place any restriction on lepers; and even these are only fortuitously applicable, and in so far as they may be applicable are besides totally inadequate. Persons suffering from this disease may be seen in almost all places of public resort, at the public wells, at the railway stations, and in the close vicinity of the markets. As regards those lepers who are paupers, no remedy for the present state of things can be applied, for in the absence of any special leper hospital no action can be taken by Municipal or Police officers or by the Magistracy which will prevent these people from returning to their old haunts.

"The only remedy lies in measures for special hospitals and compulsory segregation. For compulsory segregation fresh legislation is required, and I am happy to see that this subject is now engaging the attention of the Government of India. I append to this letter, for the information of the Corporation, copy of a draft Act which I have recently received. For special hospitals, retreats or asylums, special funds will be required to be provided either by taxation or charity, or both combined. I think that segregation should be insisted on equally in the case of rich and poor—such segregation as may be necessary to protect the public from the risk of catching the disease and from the disease being perpetuated. In the case of the well-to-do, the segregation may be effected by family or private agency independently of any public asylums; but

for the poor, public asylums are indispensable, and for rich and poor alike there should be such a measure of control as will prevent the public health from being jeopardized, and ensure the opportunity of proper treatment for the sufferers."

While the subject of the treatment of lepers was being enquired into in Bombay, the Government of India were also considering what legal measures should be adopted to promote the establishment of asylums or retreats for lepers, and under the Resolution of the Government of India, Home Department (Medical), No. 5-351-61, dated 15th June 1889, the draft Bill referred to above by the Municipal Commissioner was circulated to the Local Governments for opinion. A copy of this Bill was forwarded to the Municipal Commissioner for opinion under the Bombay Government Resolution, No. 2607, dated 3rd July 1889.

With reference to the lepers at the Nacoda tank, the Government, under their Resolution, No. 3102, dated 3rd August 1889, passed the following orders:—

"The Nacoda tank, on the pavement surrounding which the lepers in question are stated to have located themselves in large numbers, is in the possession of the municipality. The Municipal Commissioner for the City of Bombay should, therefore, be requested to take early measures towards the ejection of the lepers from that property, and to see that they do not again resort to that place in future.

"As remarked by the Commissioner of Police, Bombay, what is needed to prevent lepers from thus establishing themselves in certain inconvenient localities, or loitering about the public streets to the great danger of the inhabitants, is the setting apart of a place where these unfortunate persons could be treated. Under section 424 of the City of Bombay Municipal Act, 1888, it is the duty of the municipality to remove to any hospital or place provided for the purpose any person who without proper lodging or accommodation is suffering from a dangerous disease. The Municipal Commissioner should be requested to provide a suitable place for this purpose as early as possible."

The Municipal Corporation having considered the draft Bill, passed the following resolution on the 13th August 1889. Resolution No. 2993—

"That the Corporation learns with much satisfaction that the Government of India contemplate early legislation with the double object of preventing the spread of leprosy and ameliorating the present condition of lepers.

"That the Corporation further records its general approval of the principles of the draft Lepers Bill, and expresses its opinion that the object of the Bill being to prevent the spread of leprosy which has reached that stage at which it endangers public health, the words 'leprosy' and 'lepers' should be clearly defined in the Bill."

And on the 28th August 1889 the Corporation under Resolution No. 3344 recorded the Resolution of Government, No. 3102, dated 3rd idem, relative to lepers in general and to the lepers at the Nacoda tank in particular.

On the same day (13th August 1889), as the Corporation passed their Resolution in respect of the draft Leper Bill, there was published in the *Times of India* an essay in connection with this Bill which had been read by Doctor Bhalchandra Krishna at the monthly meeting of the Bombay Medical and Physical Society held on the 2nd August. The views set forth in the essay were answered in a very able letter which appeared in the same paper on the 30th August under the signature of *Spec*, and the *Times* in an article of the same date summed up as follows: "What is the use of all this fuss about contagiousness? It does not matter a straw whether the contagiousness of leprosy is demonstrable or not, real or chimerical. All that concerns us in view of this Bill is to be agreed that the evidence, direct and inferential, is overwhelming in proof of the communicability of leprosy by inoculation from man to man."

The Municipal Commissioner in a letter to Government (No. 9863, dated 10th September 1889) further added, that the question of interference or non-interference, it seemed to him, ought to be decided, not with reference to the poverty or affluence of the persons afflicted with leprosy, but solely in regard to the public health being endangered by them. The leprosy butcher or sweetmeat-seller might be at least as great a cause of danger as the leprosy vagrant who asks for alms. The vagrant, whether leprosy or not, may be apprehended and punished for vagrancy, and a further question arises whether provision should not be made in the Bill for the segregation of convict lepers.

The Bombay Government, under Resolution, No. 181, dated 13th January 1890, forwarded to the Government of India a letter stating the general conclusions the Governor in Council had arrived at, after consulting various official and non-official persons in respect of the proposed Bill, to make provision for the isolation of lepers and the amelioration of their condition.

On the 8th January 1890 appeared Government Resolution No. 82 determining "black leprosy" to be, under section 12 of Bombay Act VI of 1867, an infectious disease dangerous to life, and under section 1 notifying the undermentioned places as sanatoria for the City of Bombay for cases of leprosy:—

- (a) Edalji Framji Allbless Leper Home, Trombay.
- (b) The Dinshaw Manockji Petit Leper Hospital, Ratnagiri.

The former institution will contain about 40 Christian patients; the latter, to reach which a sea voyage of 120 miles is necessary, about 100 patients of any class. And in continuation of the above appeared Government Resolution, Judicial Department, No. 601, dated 31st January 1890, as follows:—

"As places have now been provided for the treatment of leprosy, the Commissioner of Police, Bombay, should be directed to prevent the loitering of lepers about public places, their begging and the exposure by them of their sores, as far as can be done by enforcing section 85 of Act XIII of 1856, section 291 of the Indian Penal Code, section 424 of Bombay Act III of 1888, the Bombay Municipal Act, and the provisions of Bombay Act VI of 1867."

On the 1st February 1890 Sir Dinshaw Manockji Petit wrote to His Excellency Lord Reay and offered the sum of (one lakh) Rs. 1,00,000 for the erection of a Lepers' Home subject to certain conditions, one of which was that the Home should be equipped and maintained by those who were responsible by law for the maintenance and equipment of such institutions. Government addressed the Municipal Corporation on the subject (letter, No. 630, dated 7th February 1890), and asked whether the Corporation would be prepared to accede to the request of the generous donor of equipping and maintaining the Home. The Corporation, in their reply, No. 7737, dated 13th March 1890, stated, "that without admitting such legal liability on the part of the Corporation as is implied in that letter, they are of opinion that the liberal offer of Sir Dinshaw Manockji Petit should be accepted on the conditions stated; and that though the Corporation will be ready to undertake those duties with regard to the maintenance of a Leper Asylum which devolve upon them under the Municipal Act, they venture to express the hope that Government may see its way towards making a substantial contribution towards the expenses of the institution."

"That, in the opinion of the Corporation, it is very desirable that advantage should be taken of the visit of H.R.H. Prince Albert Victor of Wales to invite His Royal Highness to lay the foundation stone of the proposed Leper Asylum, as his illustrious father has taken such a leading part in the efforts that have recently been directed both towards the amelioration of the condition of persons suffering from leprosy and towards the control and eradication of that terrible disease."

Government thereupon (20th March 1890) appointed a Committee to consider and report what would be the most suitable site for the Home, and intimated that as it was proposed that the foundation stone should be laid by H.R.H. Prince Albert Victor of Wales, the report should be submitted with the least practicable delay. The Municipal Solicitor on the same day stated his opinion that it made no difference to the legal aspect of the matter whether the site was within or outside the limits of the City of Bombay. The Committee on the 24th March reported to Government that a site at Trombay near the Allbless Leper Home had been approved by the Corporation, and this site was approved of by Government. On this site on the following day (25th March 1890) the foundation stone of the "Dinshaw Manockji Petit's Lepers' Home" was laid by H.R.H. Prince Albert Victor of Wales.

The thanks of Government were directed to be conveyed to Sir Dinshaw Manockji Petit, Bart., for his munificent offer, which Government accepted (Government Resolution 1975, dated 19th May 1890), and it was also intimated that the extent of the contribution to be made by Government towards the maintenance of the institution, and the rights and liabilities of the Municipality regarding the Home, would be considered hereafter. The Public Works Department was requested to cause plans and estimates to be prepared as early as possible, the accommodation it was desirable to provide being for 1,000 lepers.

But although the foundation stone of a Leper Home was laid, yet, until that Home was got ready to receive them, it was necessary that something should be done for the lepers. The Commissioner of Police was, under Government Resolution, No. 601, dated 31st January 1890, directed to arrange for the removal of lepers to the existing institutions at Ratnagiri and Trombay, but as the accommodation at these places was limited, and they were already full, or nearly so, Government, in their Resolution, No. 1364, dated 11th March 1890, directed the Commissioner of Police to carry out the directions previously given as far as possible, bringing them to bear on the most offensive cases only. Accordingly the Commissioner of Police under his No. 1824—6, dated 5th April 1890, wrote to the Health Officer and requested him to move the Municipal Commissioner to provide some building for the detention of lepers pending their despatch to Leper Homes; and again on the 21st May 1890 the Commissioner of Police, under his No. 2371—6 forwarded the following opinion expressed by the jury at the inquest held on the 19th idem on the body of one Luximon Gunoo, who died of leprosy in the street:—"The jury are of opinion that lepers who are found very ill in the public streets should have a suitable asylum provided for their reception;" and requested to be informed whether there was any likelihood of a building being provided for the detention of lepers pending their despatch

* *Ex hypothesi* there were in Bombay 800 or 900 lepers, of whom 90 per cent. were vagrants, and they were to be removed to two sanatoria capable jointly of accommodating 140, of which one was 120 miles off by sea.

to Leper Homes. The Municipal Commissioner, in his reply, No. 5303, dated 18th June 1890, stated that there were no Homes to despatch the lepers to; that the Allbless Home at Trombay proposed to accommodate 18 and could accommodate 25, but asked of what use this was to a city containing 1,000 of these unfortunates. The Police were helpless and so was the Municipality. All that could be done was to push on the Trombay building, and this was in the hands of Government.

It was on the following day (the 19th June 1890) that the following letter from Lady Thompson, under the signature A, appeared in the *Times of India* :—

"Any one passing along Queen's Road at mid-day yesterday must have noticed (and must have sickened at the sight) a large number of lepers collected near the Churney Road station. They squatted in groups of six and seven families of all ages, from the old man with toeless feet to the (saddest sight of all) tiny, innocent, but doomed baby at its mother's breast. My object in writing to you is, not that I felt horror at these hapless victims of a feil disease being *en evidence*, for it is well that the existence of leprosy in our midst should be recognized,—nay more, should be brought forcibly to the notice of the wealthier, more intelligent, and more responsible part of the community. My reason for calling publicity to the miserable sights I saw yesterday is to ask—Can nothing be done in the immediate present for these poor outcasts of society? Are they to be allowed to wander about homeless, penniless, and often friendless? Can no one devise some means to ameliorate their miserable condition? As far as money is concerned, I feel confident sufficient could be raised from the public to provide a temporary home till such time as the Lepers' Home at Trombay is completed; for if our deepest pity is not stirred by the sight of these poor loathsome-looking beings, still surely our self-interest is strong enough to urge us to open our purse-strings in order to confine the contagion of leprosy as much as possible to one spot.

"We have, alas! only too much data to go upon. However much doctors may differ on the subject that leprosy is contagious, we must not shut our eyes to the fact that this real danger is in our midst. Lepers perambulate our streets, and rubbing against many an unconscious passer-by they cast their filthy rags on our roads. They are seen scraping their sores against the railings, they pollute our tanks and wells by bathing in them. Can any one deny that the germs of their terrible disease are not by some one of these means disseminated, and who can tell which one among us may not in our turn become the victim of this awful scourge?

"Whatever view we take of the matter, whether philanthropic or selfish, our duty to ourselves or our fellow-men demands that a home now at once should be provided.

"If any one will undertake this noble work and you will open a list for subscriptions, I will gladly subscribe Rs. 500."

The Municipal Commissioner, Mr. Acworth, C.S., after reading this letter and making certain further enquiries, determined to ascertain whether, without waiting for further action from any official body, it would not be possible to effect the desired object of providing a suitable, if temporary, home for the reception of lepers, and removing them from the frequented parts of the city to that home by private enterprise. With this view he, in the first place spent five or six weeks in efforts to stimulate the charity of the wealthier citizens, the greater number of whom were good enough to grant interviews to him and to promise him their support, both moral and pecuniary. At the same time, in consultation with the Executive Engineer (Mr. Walton, M.I.C.E.) and Health Officer (Surgeon-Major Weir) of the Municipality, he caused plans and estimates to be prepared of a removable building, or rather set of buildings, calculated to accommodate 200 lepers of both sexes. The cost was expected to reach Rs. 60,000 without making any allowance at all for land to build on. He also examined all parts of the Island which constitutes the municipal area of Bombay, with a view to discovering a site which would, on sanitary grounds, be free from objection and at the same time be within such easy reach of the Municipal authorities and the public as to admit of regular supervision. At length a site, which was thought to be suitable, was found in the north of the Island at Dharavi. Between this point and the more thickly populated parts of the city stretches a wide area of waste and mostly low-lying land, and Dharavi itself is almost entirely occupied by tanneries and the huts of those who work in them. It is easily accessible by a good road from stations on the two railways which run into Bombay and is supplied with water from the Vehar lake. The site chosen was at some little distance from the huts and houses of Dharavi; it lay high, and the chief objection to it was that it was not very extensive and might cost a considerable sum to acquire.

Other preliminary points which required settlement before any effective appeal could be made to public charity were, whether the power existed of compulsorily removing lepers to any home or asylum which might be erected and detaining them there, and whether adequate provision could be made for their maintenance and medical treatment there. As to the first point, Mr. Acworth was able to prove that the requisite legal authority was actually in existence, little as this had been supposed to be the case; and as regards the second, he determined that if the requisite sums for the erection of the building, and the first provision of the furniture, clothing and other accessories could be made forthcoming, the right course would be to appeal jointly to

the Government of Bombay and the Municipal Corporation of the City to undertake the charge of maintenance.

Matters being so far settled, he convened a meeting of influential citizens at the residence and with the permission of Sir Dinshaw Manockji Petit, Bart., on 26th July 1890. At this meeting the Right Rev. Dr. Mylne, Bishop of Bombay, took the chair, and the following resolutions were passed :—

"That a large committee, with power to add to their number and to divide themselves into sub-committees for the purpose of collecting subscriptions, and for administering the funds when collected, be appointed."

"That Messrs. Harkisondas Narotumdas, Muncherji Navroji Banaji, H. A. Acworth and the Honorable Mr. R. M. Sayani be appointed Honorary Secretaries of this Committee."

"That Sir Dinshaw Manockji Petit, Bart., be appointed President of this Committee."

"That Sir Dinshaw Manockji Petit, Bart., be appointed President of this Committee."

"And that votes of thanks be accorded to the Right Rev. Dr. Mylne, Bishop of Bombay, for presiding, and to Sir Dinshaw Manockji Petit, Bart., for granting the Committee the use of Petit Hall for the meeting."

At the same time subscriptions to the extent of Rs. 11,410 were raised among those present at the meeting.

Before the results of this meeting were known, the Commissioner received a letter from his Excellency the Governor of Bombay, the Right Honorable Lord Harris, intimating his Excellency's name and subscribing a sum of Rs. 1,000. His Excellency's name therefore headed the first published subscription list, and this expression of the views of the first personage in the Presidency gave a stimulus to the movement and an example which never ceased to be of value.

Shortly after the publication of the first subscription list the Editor of the *Times of India* handed over to the fund a sum of Rs. 748 which had been paid to him on Lady Thompson's appeal in the columns of that journal, to which reference has already been made.

An influential and representative Committee having been formed at the meeting at Sir Dinshaw Manockji Petit's on 26th July, a meeting of that Committee was convened by the Commissioner in the Municipal Offices on 2nd August, Sir Dinshaw Manockji Petit in the chair, when the following resolutions were unanimously adopted :—

Proposed by the Honorable Nowroji N. Wadia, C.I.E., seconded by Brigade-Surgeon Gray—

"That the Honorary Secretaries be also appointed Honorary Treasurers."

Proposed by the Honorable Javerilal U. Yajnik, seconded by Mr. L. R. W. Forrest—

"That the following Sub-Committees be appointed to raise funds :—

Proposed by Khan Bahadur Muncherji C. Murzban, seconded by Mr. Ameerudeen Tyabji—

"That the following gentlemen constitute the Working Committee :—

Chairman.

Honorable L. H. Bayley.

Members.

Hon. K. T. Telang, C.I.E.,
Venerable Archdeacon Lewis,
Brigadier-General Thornton,
Mr. L. R. W. Forrest,
" Fazulbhoj Visram,

Dr. Cowasji Hormasji,
Mr. Darashaw R. Chichgar,
" Damodar Thakersey Moolji,
" Abdulla M. Dharamsi,
Dr. J. P. Barry,

and the Secretaries."

Proposed by the Honorable R. M. Sayani, seconded by Rai Bahadur Luchman Sing—

"That the Working Committee, or members delegated by them, have power to select and acquire a site, to erect a building, and generally to administer all funds that may be collected, accounts being published from time to time by the Honorary Secretaries and Treasurers and sent to the newspapers for insertion."

Proposed by Mr. Damodar Thakersey Moolji, seconded by Mr. Manockji Byramji Dadabhoj—

"That the Honorary Secretaries be requested to appeal for subscriptions to all parts of the mofussil, and to request gentlemen in large centres outside Bombay to organize Committees for the purpose of raising them."

* The names are unnecessary to mention, as these Sub-Committees were never actually organized.

Proposed by the Venerable Archdeacon Lewis, seconded by Mr. Byramji N. Servai—
 "That Government and the Municipal Corporation be appealed to, to undertake the maintenance of the proposed Lepers' Home or Asylum."

Proposed by Dr. Cowasji Hormasji, seconded by Mr. Vundrawundas Purshottamdas—
 "That the names of the following gentlemen be added to the list of members of the General Committee:—

Mr. L. M. Valladares,
 Dr. deMonte, M.D.,
 " Luis Gomes,

Mr. Michael de Quadros, Kt.,
 Dr. Luis de Almeida,
 Mr. J. C. d'Aguiar,

and that the names of Mr. Dosabhai Framji, c.s.i., and Mr. Framji Nusserwanji Patel, be transferred to the list of Vice-Presidents."

In the meantime the Commissioner had come to the conclusion that the site originally selected at Dharavi might be improved upon, and after spending some further time in investigation, he ended by choosing the site at Matunga (more properly Wadala) upon which the Leper Asylum now stands. At a meeting of the working Committee of the Fund, which was held on 14th August in the Municipal Offices, Hon. L. H. Bayley in the chair, this site was approved, and the Secretaries were authorised to proceed to build, within the sums collected.

The Honorary Secretaries had made up their minds that as soon as Rs. 40,000 had been collected they would be justified in proceeding with the erection of the asylum. Fortunately the site which had been selected belonged already to the Municipality, and did not need therefore to be acquired by payment, though a small sum had to be expended to buy out the lessee of certain grazing and tapping rights. It was also a happy circumstance that this piece of ground, being the site of former military barracks, still retained in fair preservation the plinths of several of the latter, whereby a good deal of constructive expense was saved. The asylum is now situated there. It lies east of the Matunga road, about two miles north of Government House, Parel. To the west and south lie stretches of rice-land leading to the Matunga Salt-works, and beyond these the Harbour. It is completely hidden by arborage from the Matunga road, one of the great roads leading north out of Bombay, from which it is distant in a direct line 520 feet, and no one passing along this road would have the least idea that the largest Leper Asylum in India was close to him. There are no residences within a considerable distance, except the premises of one dyer. The 24" main from Vehar laid in the Matunga road permits of an ample supply of pure water being laid on, which has been done. The site is about 1½ miles from Dadur station. It is near enough to the city proper for efficient supervision and for the convenience of visitors, while at the same time, as justly observed by the Health Officer, Surgeon-Major Weir, it is "anatomically twenty miles from it." Altogether it may be taken that the selection was a happy one, and probably no other equally suitable site could have been found within the Island.

It is not possible and might appear egotistical to describe with minuteness the process of collecting money for the furtherance of the scheme. By far the larger proportion of the funds was obtained by personal solicitation in every quarter, almost every house in the city. Lists of persons willing or likely to contribute were made out from time to time, streets were taken in succession, and every precaution was adopted to pass by no house or shop from which, as the *Times of India* subsequently remarked in a leading article, "a ten-rupee subscription might reasonably be extracted." In this laborious and sometimes disappointing work the utmost assistance was received by the Commissioner from native gentlemen of every caste and creed, particularly Mr. Harkisondas Nurrotamdas, Mr. Ghelabhai Haridas, the late Mr. Muncherji N. Banaji, the Hon. Fazulbhoy Visram, Mr. Hasambhai Visram, Mr. Haji Suleiman Abdul Wahad, Mr. Rahimtoola Khairaz, Mr. Ruttonshaw Dadabhai, and Mr. Chutterbhooj Morarji.

The progress of the subscription list is shown, though not in quite a complete form, below:—

	RS.
31st July 1890	12,410
27th August	15,346
30th do.	17,747
3rd September	23,293
5th do.	33,109
9th do.	37,805
13th do.	40,308
19th do.	43,172
27th do.	46,132
4th October	51,245
18th do.	53,551
25th do.	56,016
8th November	58,120
12th do.	61,690

	RS.
19th November	68,150
20th December	69,693
24th do.	71,759
14th January 1891	72,059
21st February	73,525
14th January 1892	76,038
18th do.	86,038
10th May	90,568

Among subscriptions collected out of Bombay those of His Highness the Maharaja Gaikwar (Rs. 10,000), His Highness the Thakur Sahib of Bhownaggur (Rs. 5,000), His Highness the Rao of Cutch (Rs. 3,000), and His Highness Aga Khan (Rs. 2,500), cannot be passed by without a reference.

Work on the building of the Asylum was commenced on 19th August 1890. Revised estimates, prepared by Mr. Rienzi Walton, Executive Engineer to the Municipality, had shown that accommodation for 200 lepers could be built at a cost of Rs. 34,878 + 7,835 = 42,713.

The following were the earliest works taken in hand:—

	Estimated cost.
Lepers' wards, 3 blocks of 100 feet and one 57 feet long	18,040
Cook-house for lepers	2,486
Washing-place	1,200
Latrines, urinal, cesspools, &c.	2,505
Waterpipe connection	1,707
Ward attendants' quarters	2,256
Dispensary	1,949
Apothecary's quarters	2,069
Cook-room for the apothecary	700
Barbed wire fencing, actual present total length	1,966
Total	34,878

The foregoing works were commenced on the 19th August 1890, and completed on the 6th November 1890. While they were in progress fresh instructions were issued by the Commissioner to the Engineers in October 1890 to take in hand the undermentioned additional works:—

	Estimated cost.
Lepers' ward, 100 feet long	RS. 5,054
Ward attendants' quarters, second block	2,256
Washing trough, with pavement and roof attached to the cook-house for lepers	225
Huts for four sweepers	150
Two washermen's stones	100
One wooden sentry-box	50
Total	7,835

These works were completed by the 9th of December 1890. Instructions were again given for the following further works at the latter end of January 1891, and they were commenced on the 31st January 1891 and were all completed by the middle of May 1891:—

	Estimated cost.
One lepers' ward, 157 feet long, Rs. 7,700 + 180 for water connection.	RS. 7,880
Isolation ward with six small rooms and two strong cells	3,435
Mortuary with two tables	675
Small washing place with two compartments	546
Latrine and urinals, &c.	650
Barbed wire fencing, actual present total length 4,047 feet	1,735
Total	14,561

Before these were completed orders were received from the Commissioner on the 20th of February 1891 for the following additional works, and they were completed simultaneously with the above :—

	Estimated cost.
Shelves in servants' quarters	Rs. 241
Cesspool and latrines for servants	291
Two-seated latrines for the hospital assistant	250
Total	782

On the 11th March it was considered desirable by the Commissioner to erect covered passages connecting the leper wards with the dispensary, cook-house and ward attendants' quarters, and also to chupper all the buildings, on account of the approaching monsoon, at an estimated total cost of Rs. 2,704. These works were completed by the middle of June 1891.

In March instructions were issued by the Commissioner to construct, at an estimated cost of Rs. 2,487, pipe sewers, draining all the blocks, latrines, urinals, washing-places, &c., into a cesspool on Government ground granted for that purpose and to the south of the asylum. This was all completed by 17th June 1891.

Early in June a sum of money amounting to Rs. 700 was given by Messrs. Jamnadas Lalubhai and Vanmalidas Hargowandas for the construction of a Hindu temple, which was commenced on 18th June 1891 and completed by the 29th August 1891,—the total cost being Rs. 700.

Rupees 470 were collected by Mr. Harkisondas Narotamdas for the purchase of idols and other things required to be placed in the temple.

The following sums were also received :—

From Mr. Vajeshshankar Gavrishankar	Rs. 86	} For providing raised seats for gods.
" Anandrao Narayan	25	
" Maganal Hargovandas	110	} For providing railing and lighting arrangements.
" Shankarprasad Hariprasad	50	

The sum of Rs. 1,091 was collected by Mr. E. F. Nicholson for the construction of a Roman Catholic Church, which was commenced on 1st December 1891 and completed on 31st March 1892, the estimated cost being Rs. 1,091.

A sum of Rs. 1,000 has been collected by the Honorable Fazulbhai Visram from Muhammadan gentlemen for the erection of a small mosque which will shortly be put in hand.

WARDS.

There are in all six wards for lepers, four of them being 100 feet long, the fifth 57 feet, and the sixth 157 feet. They are all 30 feet in breadth and 15 feet high in the centre and 8 feet on the sides. All are alike in structure, having half-brick walls plastered internally, and an 8-feet high, corrugated galvanized iron, longitudinal partition wall in the centre, wrought-iron frame work, a damp-proof floor plastered with cement, a ridge ventilator and javli* roofing. There are two venetian windows and one panelled door on each side of a bay of 14' 3", and at the southern end of the wards an enclosure has been provided to serve as a night privy.

COOK-HOUSE.

The cook-house for the lepers is 30 feet by 30 feet. It is similar to the wards in height, walling, framing, and ridge ventilation, but has a corrugated iron roofing and koba flooring. There are two rows of *chulahs* (fire-places) built on a raised masonry plinth, and it has a 9-inch division wall 6 feet high. In each row there are eight *chulahs*, and four built boilers or coppers are provided, one in each corner. There are two doors on each side of the cook-house.

WASHING-PLACE.

The washing-place for lepers consists of ten compartments (each 4 feet by 4 feet) in two back-to-back rows. The whole is covered with a wrought-iron water-tank. Each compartment is supplied with water from a wrought-iron pipe connected with the tank and worked by a balanced stop-cock which is opened by a chain. These compartments are plastered with cement to a height of 3 feet 6 inches from the ground. Each compartment has a masonry raised seat provided in a corner near the water-pipe and a corrugated-iron screen 2 feet wide and 6 feet high.

* They have been now tiled.

LATRINES.

There are two rows of latrines placed back-to-back with a 3 feet passage between them, each row has ten seats 3 feet 6 inches deep and 3 feet wide with a 7 feet high screen in front and 9 feet at the back, and is covered by corrugated-iron pent roof. They are constructed of timber framing and half-brick walls plastered internally. The foot-plates are made of wrought-iron and the pans of galvanized-iron plates. A 2-inch nozzle at the lower end of the pans carries the liquid sewage into a stoneware gully trap connected with a 6-inch pipe sewer.

URINALS.

The urinal has eight seats arranged in two back-to-back rows, and constructed on the self-flushing water system much used in Bombay.

WARD ATTENDANTS' QUARTERS.

There are two blocks for the ward attendants' quarters. Each block is 30 feet by 28 feet, and divided into eight compartments with corrugated galvanized iron partitions. Each compartment is 15 feet long and 7 feet wide, and has a door in front. The floor is made of koba. In every other respect of style and nature of construction these blocks resemble the wards.

WARD ATTENDANTS' WASHING-PLACES.

The washing-place for ward attendants consists of two compartments each 8 feet long, 3 feet 6 inches wide, and 8 feet high. It has a timber framing, brick walls plastered internally, and a wrought-iron water-tank which supplies water to the compartments through 1 inch wrought-iron pipe and bib-cock.

DISPENSARY AND APOTHECARY'S QUARTERS.

The dispensary and apothecary's quarters are similar in material and structure, though different in size and internal arrangement, to the servants' quarters.

ISOLATION WARD.

The isolation ward is 31 feet by 30 feet. It contains six back-to-back compartments, each 14 feet 9 inches by 7 feet 3 inches for persons who require isolation, and two strong cells each 13 feet 7 inches by 8 feet for refractory lepers. The first resembles, in every respect, the ward attendants' quarters except that the division walls are of half-brick masonry and the roof is covered with corrugated galvanized iron sheets. All the walls of the two cells are constructed of rubble masonry 15 inches thick, and carried up to the corrugated galvanized iron covering of the roof, including the ridge ventilator.

The summary given above shows how from time to time the asylum has been extended and improved; but there is much still required.

In addition to the building expenses a large sum was required for first equipment with furniture, &c. The beds, for instance, are all of iron and have cost with bedding Rs. 23-6 each. They are 6 feet long and 3 feet wide, and as a space of 1 foot 6 inches on each side is allowed, each leper has laterally a space of 4 feet 6 inches, while longitudinally he has a space equal to the breadth of the half ward, forming a total of about 70 square feet.

The asylum now contains accommodation for 270 lepers in the fair season and 250 in the rains. During the latter period of the year it is necessary to impede ventilation to some extent by erecting weather boards and other appliances for keeping the rain out, and the Health Officer of the Municipality considers that the asylum should not at this time contain more than 250 inmates. To attain this result is, however, almost impossible. At the moment at which this is written (9th May 1892) the number in the asylum is 279, and almost every day one or two applicants for admission are turned away. The Commissioner hardly knows how it will be possible to reduce the number to 250 in the course of the next three weeks. He cannot but once again deplore that differences between the Corporation and Government on the subject of the maintenance of the enlarged asylum retard the expenditure of Sir Dinshaw's lakh of rupees.

The dietary in force in the asylum is given in the Appendix.

The cost of food per head per month is Rs. 5-10-0. The establishment, including the salaries of the medical officer and apothecary, costs Rs. 448 per mensem. Out of fourteen ward boys and hamals, seven are lepers, inmates of the asylum, who are employed on small salaries, which they are glad thus to earn. Rupees 5 per mensem is paid to a leper who discharges the duties of schoolmaster to the children, all of whom attend school for four hours a day. No lepers are allowed in the cook-house. The medical officer, Dr. N. H. Choksi, receives Rs. 150 per mensem, and the institution has been most fortunate in finding a medical gentleman of so much ability and administrative talent willing to undertake so onerous a duty for such inadequate

remuneration. It has been throughout understood that Dr. Choksi's salary would be raised if, or as soon as, funds admitted of it, and he has continued to discharge his duties with untiring zeal and devotion for a sum which is very far from compensating him for the time he spends on them.

The last work undertaken at the asylum has been the roofing (at a cost of Rs. 13,434) of the six wards with Mangalore tiles in substitution for the former mats and palm leaves. Though assured, and the entire structural arrangements are now of a durable character. In the meantime very little progress has been made in the direction of building the asylum which was supposed to have been provided for by the donation of Sir Dinshaw Petit. It has been decided that this building, instead of being erected at Trombay, shall be placed in juxtaposition to, and in extension of, the Matunga Asylum; but the question of maintenance has unfortunately become mixed up with the question of contribution to Police charges from Municipal funds, which Government have recently decided shall be raised from about 2½ to about 4 lakhs per annum, and the Municipal Corporation declining under these conditions to commit themselves to a promise to maintain the asylum when built, while Government seem also indisposed to do it, the lakh of rupees given by Sir Dinshaw is at present lying idle.

The writer feels some hesitation in expatiating upon the value of this asylum to the city; but the single fact that whereas two years ago the presence of lepers in the streets was universal, an ever-present spectacle of horror, and, as most people believe, an ever-present danger to the citizens, not one is now to be seen, or if one does show himself, he is immediately removed to the asylum, is some evidence on the point. The report of the recent Leprosy Commission has not yet been received, but it is believed that it points to the Matunga Asylum as an instance and example of the method in which leprosy ought to be dealt with in India. If this be true, the public charity of Bombay and those who instigated it have solved a problem which no Government and no official body in India has hitherto been able to cope with. That as far as vagrant lepers are concerned, the problem has been solved, the experience that has now been gained gives fair reason for asserting. It was expected at first by one set of critics that the inmates of the asylum would be found unruly and unmanageable, that escapes would be incessant, and the scheme unworkable except by adding so large a coercive staff as would swamp it pecuniarily; by another set that the establishment of the asylum would be such an attraction as to draw all the lepers of the Presidency to Bombay. The speculation has in neither case been verified. In the earlier days of the asylum there were a few cases of refractory behaviour, especially on the part of individuals who found themselves suddenly deprived of or restricted in the use of stimulants, and there have been ten or a dozen escapes or attempts at escape; but these have mostly been on the part of lepers of weak intellect, and now they are practically at an end. The inmates feel that they are well housed, well fed, well treated, medically and otherwise, and while every effort is made to provide occupation and amusement for them, they are on the whole thoroughly content with their lot. Applications for admission are, on the one hand, frequent, but there has been no such general rush to the asylum as was apprehended, and those who seek for admission are in pretty nearly every case lepers who have come, and would in any case have come, to Bombay to beg, who have been expelled from their own villages and gravitate to the city as the best centre for mendicancy. It would, however, be absurd to assert that the asylum has left nothing more to be done. The Byculla Dharamsala still contains many bad cases which would be removed to it if there was room, and though lepers have disappeared from the streets, they are still to be found by those who know where to look for them.

The asylum is maintained at the joint cost of Government and the Corporation. Practically Rs. 10 per head are sanctioned to be given up to a total of 300 inmates. The writer is aware that this rate of maintenance is high and perhaps exceeds what is required by the mere exigencies of food, clothing and medicine; but on the other hand he has felt it to be his duty to accord every comfort and luxury within his means to the unfortunates who, having committed no crime, are yet prisoners for life or till cured, which is unhappily the same thing. There are probably scores of people, men who have had some medical training, and amateurs, who believe that they possess a cure for this the most awful of diseases. The writer frequently receives applications from individuals of this sort to be allowed to try their methods at Matunga, and if any patients are willing to undergo them, and if also the supposed cure is confidentially communicated to the medical officer of the asylum and by him pronounced not to be dangerous, he never refuses them, being conscious that, as Western medical science is incapable of curing the disease, he has no right to close the door against Oriental empiricism, unless there is any risk in not doing so. That the life of the patient is prolonged by admission to the asylum there can be no question whatever, but that the experience gained at Matunga has developed the faintest probability of the discovery of a final cure cannot for a moment be alleged.

The Memorandum of the Army Sanitary Commission on the Administration Reports of the Commissioners of the Towns of Calcutta, Madras and Bombay for 1889-90 has recently been received by the Municipal Commissioner from Government, and it contains an unintended

reference to the subject under discussion, which possesses a good deal of interest. Paragraph 16 of the Memorandum contains the following observations:—

"The Health Officer is of opinion that this increase (of lepers) is very serious, that the lepers must have more than doubled since the census of 1811, when they amounted to 430, and that in 1889 they probably were above 1,000. He urges the removal of the lepers from the city and their segregation elsewhere, and cites two instances in which he believes the disease was communicated by contagion. The actual figures of leprosy in Bombay at the census of 1891 may be awaited. We will only now remark that if the cases cited be considered evidence of contagion, it is not in accordance with experience to believe that any such increase of leprosy as he supposes had taken place can have been due to this cause. We are glad to see that the Commissioners do not appear to be favourable to the proposal that the lepers should be forcibly removed and segregated, because we doubt whether the community at large would be benefited, though the measure would certainly involve much expense and an interference with liberty which must frequently involve great injustice. On the same grounds we would strongly deprecate their carrying into effect the idea of guarding the approaches to the city, 'so that persons found to be suffering from a dangerous or infectious disease or leprosy may be intercepted and taken to Dharamsala or leper asylum for treatment or disposal.' Such a system would inevitably cause much oppression, it would cause great evils, and there is no evidence that it would do any good. Even if it were based on correct theories, which we do not admit, it must certainly fail in practice."

It is interesting to compare these confident and authoritative (rightly authoritative) hypothesis with the facts as established by actual experience.

Into that Serbonian bog—the question whether leprosy be contagious or not—it is superfluous as it assuredly would be on the part of a layman futile and presumptuous to enter. It has never been supposed by any one responsible for the Matunga Asylum that the increase of lepers in the city was the consequence of the spread of leprosy by contagion; and the writer has consistently refused in default of sound evidence on the point to admit that there has been any marked increase of leprosy during the last ten years either in the Bombay Presidency or in India. For increase of leprosy during the last ten years either in the Bombay Presidency the increase India at large the census figures are not forthcoming; but in the Bombay Presidency the increase in the number of lepers has been trifling, and less in proportion than the general increase of the population. If there was in the years 1889 and subsequently up to the establishment of the Matunga Asylum an increase in the lepers of the City of Bombay, the reason must be taken to have been the natural tendency of vagrants and mendicants to gravitate towards populous centres, and the improvement in communications, particularly along the sea-board, which has enabled them to do so. It is impossible now to verify the Health Officer's hypothesis as to the number of lepers in 1889 which has been more than once quoted in this memorandum. The census of 1891 does not furnish, as far as Bombay City is concerned, any means of comparison with 1881, and for this reason, that when the asylum was first started, late in November 1890, its effect was to cause an exodus of vagrant lepers from the city, and it was immediately after this exodus that the census of 1891 was taken. The number of lepers in the city recorded by the census of 1891 was only 369, inclusive of those in the asylum—showing an actual decrease the census of 1891 was only 369, inclusive of those in the asylum—showing an actual decrease as compared with 1881. Though the Health Officer's estimate of 1,000 lepers may have been in excess of the truth, no one acquainted with the subject and the city can believe it was so greatly exaggerated as these figures without the explanation which has been given would seem to indicate. The efflux of lepers out of the city which went on for some months after the asylum was started, when the conditions under which it is conducted were unknown and vagrants were only aware that they were to be removed to it *volentes volentes*, this has long ceased and a reflux back into the city has taken its place, with the consequence that the asylum is filled beyond its number, that there are many cases in the Byculla Dharamsala, and numerous applications for admission have been refused. Many lepers also have unquestionably returned to the city who have not presented themselves for admission, and have no present desire to be admitted, but have found after some months of wandering that they can get on better in Bombay than in the mofussil. There are now 279 lepers in the asylum and 44 in the Byculla Dharamsala, or a total of 323, leaving a balance only of 46 lepers in the whole city if the census figure of 1891 correctly represents present conditions, which it is impossible to believe that it can. Be the facts as to numbers, however, what they may, it is particularly noticeable as an indication of the extent to which medical speculation is apt to err on an administrative question that the Army Sanitary Commission condemn by anticipation the proposal to concentrate and "segregate" lepers in an asylum at all—a measure which the public voice of this city, including, it may be said, every voice worth listening to, has pronounced to be here at all events a triumphant success. That these propositions are self-evident; measure would involve expense the Army Sanitary Commission were right in anticipating, and also that it would involve an interference with liberty; both these propositions are self-evident; but if there is any truth in the maxim *salus populi suprema lex*, that interference with liberty has not "involved great injustice;" and when the Army Sanitary Commission go on to doubt that the "community at large" will be "benefited," they will probably not find ten citizens of the city to agree with them. They, no doubt, may look with some scorn on the apprehensions which affect the public, but what they have failed, what medical men of the greatest eminence consistently fail, to understand, is that the leprosy question is not so much a medical as an administrative

one. It may be very true that contact between a sound and a leprous person is not dangerous to the former, it may be true that purulent leprous sores contain no element of danger, it is within the limits of possibility that even this proposition may be proved to be sound; the real question is, whether the condition of the streets and public places of Bombay as it existed before 1890 was one to be tolerated or not, and if it was not, what was the best remedy? What that condition was is now happily only a memory,—rows of lepers in every large thoroughfare, their few miserable rags neither concealing, nor being intended to conceal, the most horrible marks of the disease; lepers clustering every morning on heaps of road metal which they used to scrape away the discharge from their sores and then threw with the former coverings of those sores, if there were any, into the street; lepers thronging round the doors of every market, infesting every empty house and verandah, drinking from the public taps, washing in the public tanks and wells;—it is idle and absurd to argue with a public exposed to daily and hourly contemplation of, and contact with, these horrors, that it is wrong to collect these miserable creatures into an asylum because medical science has not yet made its final pronouncement on the etiology and treatment of the disease. The difficulty was not a medical one; it was distinctly of an administrative character; and it is equally distinctly to be understood that the Matunga Asylum was established only secondarily for the relief of the lepers; its primary object was the purgation of the city. There was no other practicable method of dealing with this tremendous evil. The lepers, no doubt, beggars and vagrants and trespassers as they were, brought themselves within the purview of the law, but what law could touch them, what prison existed within which they could be received, even if a magistrate could be found to convict them of crime on account of acts which their misery had driven them to? It is no wonder, therefore, that the public of Bombay and immeasurably distant future when medical authorities are to be agreed upon the question, and determined, as far as this city was concerned, to settle it for themselves. No one who has studied it in Bombay is likely to assert that either the interests of the city or the interests of the lepers have suffered in the settlement.

APPENDIX.

SCALE OF DIETARY FOR THE INMATES OF HOMELESS LEPROUS ASYLUM, MATUNGA.

	Breakfast.	Dinner.	Supper.
Monday	Rice 3 oz. Milk 4 " Sugar 1 " or* Tea 1 oz. Milk 2 " Sugar 1 " Baker's bread .. 4 "	Rice 3 oz. Toor dall 3 " Vegetables 4 " Ghee 1 " Sweet oil 1 " Assafetida 2 grs. Mustard seeds .. 10 " Curry stuff 1 oz. Salt 1 "	Patni bread 9 oz. Vegetables 4 " Curry stuff 1 " Salt 1 " Sweet oil 1 " or* Tea 1 oz. Milk 2 " Sugar 1 " Baker's bread .. 12 " Wheaten bread .. 9 oz. Mutton 6 " Curry stuff 1 " Salt 1 "
Tuesday	Do. do. ..	Do. with Mussoor dall 3 oz.	Same as on Monday.
Wednesday ..	Do. do. ..	Do. with Toor dall .. 3 oz.	Same as on Monday.
Thursday	Do. do. ..	Do. with Mussoor dall 3 oz.	Same as on Monday.
Friday	Do. do. ..	Do. with Toor dall .. 3 oz.	Same as on Monday.
Saturday	Do. do. ..	Do. with Mussoor dall 3 oz.	Same as on Tuesday.
Sunday	Do. do. ..	Do. with Toor dall .. 3 oz.	Same as on Monday.

* This is taken on all the days except on mutton days, Tuesday and Saturday.
In addition to the above daily dietary, 6 beedeas or 2 drachms of tobacco to each head.
Do. do. do. 3 lb. of firewood per head per day.

LETTER—to the Secretary to the Government of India, Home Department, dated 16th November 1893, No. 922, Public.

I am directed to inform you that the papers forwarded with your letter, No. 11--561, of the 15th September last, have received the careful consideration of His Excellency the Governor in Council.

2. The report of the Leprosy Commission, and the conclusions as to the disease which are embodied in it, form, in the opinion of this Government, sufficient ground to warrant the refusal to assent to any measures of compulsory segregation, or of isolation and supervision of lepers in their homes, such as are advocated in the Proceedings of the Committee of the National Leprosy Fund.

3. His Excellency in Council approves of legislation for carrying out proposals (a), (b) and (d) made by the Commissioners, and for removing any obstacles in the existing law to the employment of local or municipal funds in the establishment and maintenance of leper asylums. But, while removing any such obstacles, this Government would not make provision for these purposes in any way compulsory or exercise any pressure in that direction upon local bodies. Considering the very infinitesimal danger of contagion and inoculation and the apparent decrease of the disease, and considering also the imperfect provision for general medical relief and for other objects of equal consequence which the state of their funds enables local bodies to make, this Government would leave the provision of asylums for lepers mainly to private charity.

4. In regard to proposal (a) quoted in the preceding paragraph, this Government would not legislate against prostitution. It seems impracticable to enforce rules in this matter except as part of a system of regulation of vice which, in existing circumstances, cannot be entered upon. If such rules are not allowed with a view to the prevention of the exceedingly dangerous disease of syphilis, there seems no reason to propose restrictions with reference to the very slightly dangerous disease of leprosy.

J. F. PRICE,
Chief Secretary.

ENDORSEMENT—dated 16th November 1893, No. 922A, Public.

Copies to the Surgeon-General, the Sanitary Commissioner and the Local and Municipal Department.

J. F. PRICE,
Chief Secretary.

Exd A. Raitt.

Gobt. of {1893} Madras.
PUBLIC.

Issued

Recd.

Encl.

Letter, &c., 16th November 1893,
Nos. 922, 922A.

NOVEMBER.

Leprosy.

Making certain recommendations in connection
with the suggestions contained in the papers
forwarded on the Report of the Indian Leprosy
Commission.

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LETTER OF GOVERNMENT.

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