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MADRAS RECORD OFFICE.

Government of Madras.

Revenue DEPARTMENT.

G.O. No. 63 Press ~~Mis.~~

122 123

Dated 9—1— 1866.

Not to be folded or roughly handled

Proceedings of the Madras Government, Revenue Department,
9th January 1866.

No. 122. Read the following Proceedings of the Madras Government in the Military Department:—

Forwarding a copy of the Minutes of Proceedings of the Bengal Sanitary Commission for August 1865. } (Here enter 20th December 1865, No. 4,671.)

No. 123. ORDER THEREON, 9th January 1866, No. 63.

Miscellaneous.

Ordered to be recorded.

(True Extract.)

(Signed) J. GROSE,
Acting Under Secretary to Government.

Exd. S. T. Augustin.

PROCEEDINGS OF A MEETING OF THE SANITARY COMMISSION FOR BENGAL, HELD AT SIMLA, ON THE 3RD AUGUST 1865.

PRESENT:

JOHN STRACHEY, ESQ., C. S.	... ...	*President.*
SURGEON MAJOR J. P. WALKER, M. D.	... ...	*Member and Secretary.*
CAPTAIN E. C. S. WILLIAMS, R. E.	... ...	*Member.*

138. Prevention of Veneral disease among European Troops.—Lock Hospitals.

The Commission was engaged with the Special Committee appointed for framing Rules to be passed under Section XIX of Act XXII of 1864, the President and Members of the Sanitary Commission at Simla having been associated therewith, as indicated in Minute No. 96 of the Proceedings of the Commission on the 23rd May last.

The subject under consideration was the prevention of Venereal disease among European troops.

The views of the Sanitary Commission and those of the Special Committee on this subject as discussed at a previous meeting having been embodied in the form of Draft Rules proposed to be passed by the Local Governments and Administrations, together with an explanatory letter submitting them to the Government of India, in the Military Department, they were discussed *seriatim*, and it was agreed that they should be submitted in the following amended form, by the Special Committee.

FROM THE COMMITTEE APPOINTED FOR FRAMING RULES TO BE PASSED UNDER SECTION XIX OF ACT XXII OF 1864,

TO THE SECRETARY TO THE GOVERNMENT OF INDIA, MILITARY DEPARTMENT.

DATED SIMLA, AUGUST 1865.

SIR,

We have the honor to submit for the consideration of the Government of India a draft of Rules which we recommend should be passed by the Local Governments under Clause 7, Section XIX of Act XXII of 1864. The subject being one of pressing importance, and one that is quite distinct from the other questions which we have to consider, it has seemed undesirable to delay the submission of our present recommendations.

2. In forwarding this draft of proposed Rules, it is right that we should explain the principles upon which they have been framed, and that we should state generally the manner in which we are of opinion that they might be carried into execution.

3. In letter No. 245, dated 2nd May 1864, from the President of the Sanitary Commission for Bengal, to the Secretary to the Government of India, Military Department, it was said that it was impossible to establish suddenly a complete system for the prevention of venereal diseases, and that it would only be from actual experience that we should learn, in all its details, the proper course to follow. The Commission, therefore, recommended the adoption of a plan having for its object the gradual introduction of preventive measures, and the collection of information which would enable the Government, when experience had been gained, to deal satisfactorily with the whole subject. Little or nothing, however, having been actually done towards carrying out the recommendations

of the Sanitary Commission, and further delay being undesirable, it has become necessary that other measures should be taken.

In the draft Rules which are now submitted, the principle laid down by the Sanitary Commission has been borne in mind. Our object has been to provide only for those points which are essential. It is, as the Sanitary Commission has stated, unwise to attempt to prescribe strict and inflexible Rules regarding matters upon which we have little or no actual experience, and regarding which there is great difference of opinion—"what is essential is, not that the Government should do every thing which may possibly be useful, but that it should do nothing which will have to be undone again afterwards."

4. There are certain requirements upon which all authorities are agreed. The most important of these are as follows :—

1*st*.—The registration of public prostitutes.

2*nd*.—The prohibition of public prostitution by unregistered women.

3*rd*.—The adoption of means for the detection of venereal disease among the registered prostitutes.

4*th*.—The establishment of Lock Hospitals for the treatment and detention of women suffering from venereal disease.

5. The proposed Rules appear to us to contain everything on these subjects to which it is at present necessary to give the force of law. Whatever else is required may be done under the orders of the Executive Government. We proceed to give some explanation of the more important points provided for in the Rules, and to state what further action will apparently be necessary on the part of Government for carrying them into effect.

6. Rule 1 provides for the supervision by the Cantonment Committee * of the execution of the Rules, and for the appointment, if necessary, of a Sub-Committee for the purpose. The only remark that need be made regarding this Rule is, that it appears essential that the Magistrate of the district should be a member of the Committee, because his co-operation outside the limits of the Cantonment will be necessary.

* The term "Cantonment Committee" is used, because it is presumed that the appointment of such a body will be necessary for carrying out other Rules which will be passed under Section XIX of Act XXII of 1864. If the present Rules should be put in force before the other Rules are made, the term "Board of Health" should be substituted for "Cantonment Committee," the former being the name now in use.

7. Rule 2 makes the Cantonment Magistrate responsible for the actual execution of the Rules. It appears clear that he will ordinarily be the only Officer who can properly exercise these powers, but under the proposed Rule, the necessary authority can be given to any other Officer, if, for some special reasons, the Local Government should think such course desirable.

8. Rules 3 and 4 provide for the division of the public prostitutes of a Cantonment into two classes, viz., those who are, and those who are not, frequented by Europeans. This is expedient, because, at least in commencing operations, it will probably not always be necessary to apply the Rules to all public prostitutes. This will be more especially the case where there is a large Sudder Bazar, and a large native town in the vicinity of the Cantonment. In these cases, as the Sanitary Commission for Bengal has remarked, "the greater number of the public women of the town will be notoriously quite inaccessible to the European

soldiers," and as it is for the protection of the soldiers that these measures are specially taken, there is no apparent necessity for making the Rules applicable to all prostitutes. This, however, is one of the matters in which experience is necessary. It is possible that it may be found that it is not so easy as we have supposed to divide the prostitutes of a Cantonment into these two classes. If it should appear in any Cantonment that the restricted measures which have been proposed are insufficient, it will be the immediate duty of the Cantonment Committee to make a representation of the facts, and the Rules are so worded that the Local Government will be able to apply the necessary remedy.

9. It will be observed that the proposed Rules are only applicable to *public* prostitutes. There are prostitutes to whom the term *public* is hardly appropriate. The line will not be difficult to draw in practice, and it does not seem desirable to attempt any more exact definition.

10. Rules 5 and 6 prohibit the practice of public prostitution in the Cantonment by any unregistered woman.

11. Rule 7 gives to the Sub-Committee the power of prohibiting the residence of public prostitutes in particular parts of the Cantonment. Common decency and regard for public morality render this necessary, independently of other reasons. The best authorities consider that no prostitutes should be allowed to live in any Regimental Bazar, and that they should be confined to certain parts of the Sudder Bazar. We think that this plan should ordinarily be followed. It will also often be desirable to separate the women frequented by the soldiers from the other class, and to prevent more than a certain number of women being collected in one quarter. Those, however, are matters which may be left to the local authorities, and the proposed Rule will give them every necessary power. It will be desirable to impress upon them that in the application of this and other Rules, the reduction of the number of prostitutes is not to be specially aimed at. "Although," writes the Sanitary Commission for Bengal, "every effort must be made to render the sanitary supervision as complete as possible, there can be no doubt that if the measures are allowed to become oppressive, or are rendered needlessly harassing, the result, independently of other objectionable consequences, will be failure in the attempt to prevent disease." This is a point of much importance, and it is necessary specially to insist upon it, because there will sometimes be a tendency on the part of well-meaning men to attempt to suppress prostitution, instead of looking upon it as an inevitable evil, which may be controlled, but which caanot be got rid of.

12. Rules 8 to 11 provide for the registration of prostitutes. They throw the onus of demanding to be registered on the women, but it will usually be necessary in practice for the authorities themselves to take measures for preparing the register without depending on the fear of punishment forcing the women to apply for registration. Considering, as the Sanitary Commission has stated, that prostitutes in India usually "form a separate well-recognized body to which public opinion hardly attaches disgrace," there ought commonly to be no difficulty in drawing up the register. It is desirable, however, that stringent orders should be issued by the Government, with the view of preventing all possible abuse in preparing the register. Lest there should be any misapprehension of these Rules on the part of the officers charged with their execution, it is desirable to explain that registration ought always to precede, and not to follow medical

examination. The knowledge that a woman is suffering from venereal disease is evidently an additional reason for registering her as a prostitute, and for subjecting her to compulsory treatment.

13. Rule 12 provides for the removal from the register of the name of any woman who wishes to cease to be a prostitute.

14. Rule 13 provides that every registered prostitute shall be made to contribute every month to the expense of the Lock Hospital, except while she may be under treatment. This exception is essential. "If," writes the Sanitary Commission for Bengal, "the hospital be made a place of punishment, frequent evasion and resistance will be the consequence, and the purposes for which it was established will not be attained." On the other hand, it appears quite proper that the prostitutes should at other times be compelled to contribute to the support of the hospital, as one of the conditions under which they are allowed to live in Cantonments. We have no data to show what sum may properly be charged against the women on this account, and we have therefore left the point to the Cantonment Committee to decide, with the proviso that it shall not exceed one Rupee per mensem. It will probably be found desirable hereafter, when experience has been obtained, to fix same rate of payment for all Cantonments. It is essential that the rate should not be too high, for the reasons noticed in the latter part of paragraph 11 of this letter. There ought to be only one rate in each Cantonment.

15. Rules 14 and 15 require no remark.

16. Rules 16 to 20 refer to the Lock Hospital and to the medical examination of registered prostitutes. With regard to this last subject, there has been considerable difference of opinion. The Sanitary Commission expressed a doubt whether the periodical examination of women by European Medical Officers will always be found necessary, and believed that the requisite information regarding the health of the women could usually be obtained through the means of an intelligent native matron. The great majority of the authorities consulted differ from this opinion, and believe that constant periodical inspection by qualified Medical Officers will be essential. It is admitted by all, that means must be adopted for the immediate detection of disease. It will be discovered by experience what are really the best means to adopt, and it is undesirable at present to make any particular system obligatory. Under the proposed Rules, it is left to the local authorities of the Cantonment to determine the details of the plan to be followed. If they find that regular medical examinations are essential, they can enforce them. If they wish to try the system proposed by the Sanitary Commission, they can do so, in accordance with the last part of Rule 16. The majority of this Committee believe that in our Cantonments, it will always be found necessary to insist upon a strict system of medical examination by properly qualified officers, but that if the Rules are made applicable to all classes of prostitutes in a large native town, this will not be required, nor, in all probability, would it be practicable.

17. Whatever plans be adopted, the appointment of one or more matrons or dhaies for the supervision of the prostitutes will usually be necessary. A woman of this kind should receive from the Lock Hospital Fund a sum of Rs. 10 to 15 per mensem. Great care should be taken in selecting her. She should be held responsible for exercising a constant supervision over the health

of the women under her charge, for insisting upon the dwellings, persons, and clothes of the women being kept in a proper state of cleanliness; for immediately reporting to the Cantonment Magistrate, or other authority, the arrival or departure, or change of residence of any prostitute; for collecting the women, when necessary, for medical inspection; for reporting to the officer in charge of the Lock Hospital any cases of disease that come to her notice; and generally she should be the medium of communication between the medical and other authorities and the women, for the efficient carrying out of the regulations that are laid down. She should be allowed to permit any woman under her supervision to be absent from medical inspection, on her certifying that such woman is temporarily unfit to appear.

18. The establishment of a Lock Hospital is essential. Authorities differ as to the necessity of having it always separate and distinct from any other institution. Probably the best Rule to lay down will be that the Lock Hospital must be a separate building, and under separate management, unless in any case the local authorities consider that it may be attached to the civil dispensary, without danger of interfering with the usefulness or popularity of the latter institution, and without rendering the control and supervision of the Lock Hospital imperfect. If such an arrangement can be carried out without objection, it will have the advantage of being economical, but it ought not to be insisted upon against the wish of the authorities, who are responsible for the proper management of the civil dispensary.

It will be almost always essential, as we shall notice further on, that these Rules be extended to prostitutes of the class frequented by European soldiers living outside the limits of Cantonments. One Lock Hospital will usually be sufficient, and the Medical Officer in charge of the Lock Hospital should conduct all the necessary medical duties, both inside and outside the Cantonment boundaries.

19. It is obvious that no system of this kind can be established without considerable expense. The discussion of this part of the subject does not properly fall within our province. We may, however, quote the following remarks of the Sanitary Commission for Bengal. It appears to us that the principle therein maintained may with propriety be insisted upon, that the municipal and other local funds at the disposal of the civil authorities ought, in many instances, to bear a portion of the expense. It seems perfectly fair to say that the people of every town and district are directly interested in the preservation of the health of the troops by whom they are protected. It is mainly owing to the existence of large towns in the vicinity of our Cantonments that special temptations are thrown in the way of the soldiers, and it is the duty of the inhabitants of such places to help in protecting the troops against the special dangers to which they are thus exposed.

"In this, as in other branches of sanitary administration, it should be insisted upon that, so far as may be practicable, the necessary expenditure shall be defrayed from the local, civil, and military funds. ** Lock Hospitals and sanitary Police already exist in some Cantonments, and entail no charge upon the State, and there are probably many other places in which the funds at the disposal of the local military authorities are sufficiently large to maintain the necessary establishments without assistance from the Government. In many cases it will also be right that the municipal or other local funds administered by the civil

authorities should contribute for this purpose. The interests of the army and of the civil population in this question are identical, and although the measures which will now be undertaken have, for their primary object, the prevention of disease among the troops, the benefit of these measures will be shared by the civil community. If they prove successful, they may probably be widely extended hereafter, and it would be a complete mistake to suppose that they concern the European soldiers only. We do not say that the whole expenditure for Lock Hospitals and other purposes can always be defrayed from local sources, or that the Government may not often be properly called upon to contribute, for the interest of the Government in the matter is direct and obvious; but we think that the local, civil, and military authorities ought to do what they can by their own efforts before they come to the Government for help." According to the plan which has been proposed, a portion of the expenditure will also be covered by the sums levied monthly from registered prostitutes.

20. As the measures adopted will necessarily be, for some time to come, experimental, it would be unwise at present to incur expenditure in erecting new buildings for Lock Hospitals. The best temporary arrangements should be made, which, under the circumstances, are practicable, either by appropriating some Government building, or hiring a house, or otherwise. Arrangements which will answer the purpose sufficiently well for a time may be made without the provision of a properly constructed hospital.

21. The following expenditure on Establishments would, we think, ordinarily be necessary.

The Medical Officer in charge of the Lock Hospital and of the other arrangements should receive an allowance of from Rs. 50 to 100 per mensem, according to the size of the station; and the amount of work to be performed, and there should, as already stated, be a matron or dhaie appointed on Rs. 10 to 15 per mensem for the supervision of the women.

At the Lock Hospital the following Establishment would be usually required, but no scale applicable to all stations can be laid down :—

1 Native Doctor of the 2nd or 3rd class according to the size of the station.	Rs.	15 to 20
1 Matron or Dhaie	„	10 to 15
1 Cook	„	5
1 Bheesty	„	5
1 Sweeper	„	4
1 Female ditto	„	6

A note detailing the principal duties of the Native Doctor and matron, as well as of the Medical Officer in charge, has been drawn up by Dr. Ross, a Member of this Committee, and is appended to this letter.

There will also be expenditure for subsistence of patients and for contingencies, such as lighting, washing, minor repairs, office books, registers, printing cards, &c. It may also be found necessary to have a small Police Guard at the Lock Hospital.

22. Rules 21 to 27 require no remark, with the exception of Rule 22. The special object of this Rule is not only to secure the general cleanliness of the houses of prostitutes, but to make it possible to insist upon the means of private ablution being provided in them. The Government has already, on the recommendation of the Sanitary Commission, ordered the provision of private bathrooms in the barracks, as a means of diminishing the liability of the soldiers to disease, but it would clearly be a far more efficacious measure to insist upon proper means of ablution being provided in the houses of the prostitutes. This plan is followed, with undoubted good results, in Belgium and in other parts of Europe. It may be said that the desired object might be declared more distinctly than has been done in the proposed Rule, and that the procedure to be followed should be more clearly defined. We have, however, thought it best to frame the Rule in the manner that has been adopted, because the subject is one regarding which it is not desirable to enter into details in Rules of a general character, which will be published by the Government. Under the proposed Rule, the necessary objects can be easily obtained without needless publicity. The required means of ablution would, of course, be furnished at the expense of the prostitute herself. They may always be of the very simplest and cheapest description.

23. Rules 28 to 30 are intended to prevent abuse by the Police of their duties in carrying out the Rules, and to prevent the record of unjust aspersions upon the character of women.

24. Rules 31 to 34 refer to the penalties for breach of the Rules. They require no remark.

25. Much stress has been laid by some officers on the fact that much of the disease among the troops is supposed to be contracted not from regular prostitutes, but from other women of low caste, who frequent the neighbourhood of the barracks and other parts of the Cantonment on various pretences. This appears only to require for its prevention proper care on the part of the Regimental and Cantonment Authorities. There ought to be little difficulty in preventing women of this class from coming into parts of the Cantonment where such practices are likely to go on.

It not unfrequently happens that women are employed as labourers by contractors and others on public works in the immediate vicinity of barracks. Female punkha-pullers are also sometimes employed. This ought, we think, to be strictly prohibited by the Government.

26. Whether the punishment by increasing the amount of hospital stoppages or otherwise of soldiers who, by their own deliberate act, render themselves incapable of performing their duties, would not be perfectly just and proper, is a question which it belongs to the Government, on grounds of military expediency, to determine.

27. There is only one other matter of importance to which it appears necessary to refer. It has been acknowledged on all hands that no measures can be sufficient, the operation of which is confined to the Cantonment alone. This has been completely recognized by Sections XXV and XXVI of Act XXII of 1864, which give to the Governor General in Council power to extend to any place outside the limits of such "Military Cantonment, and in the vicinity of such Cantonment, all or any of the Rules and Regulations made for such Cantonment under Clause 7 of Section XIX, and to make any additional Rules and Regulations under the said Clause, and to define the limits around such Cantonment within which such Rules and Regulations or additional Rules and Regulations shall be in force."

With reference to this part of the subject, it is impossible for us at present to make recommendations which shall be universally applicable. It must be determined in each case separately what are the places in the vicinity of the Cantonment to which Rules must be extended. It will be remembered that we have only proposed for the present to make the Rules applicable to that class of prostitutes which is frequented by Europeans, and this will greatly facilitate proceedings. It appears to us that the Rules now proposed will be as applicable to all places outside the Cantonment in which measures of this kind are necessary as they will be in the Cantonment itself, and no alteration or addition seems necessary, except that the Rules will ordinarily be administered by a different officer. This officer should undoubtedly be the Magistrate of the District or an officer acting under his immediate orders. We recommend that the Local Governments and Administrations be requested with the least possible delay to state the measures which they would recommend, with reference to the special circumstances of each Cantonment where European troops are stationed. It will be necessary, in each case, to define distinctly the limits of the places outside the Cantonment to which the Rules are to be extended. The importance of dealing satisfactorily with this part of the subject cannot be too strongly insisted upon, for, if it be neglected, the measures that may be taken inside the Cantonment will inevitably prove unsuccessful.

28. It should be observed that the procedure which, under the Act, the Government must follow in extending Rules for these purposes to places outside the limits of Cantonments, is different from that prescribed when the Rules are to be applicable to the Cantonment alone. In the latter case, the Rules have to be made by the Local Government, and confirmed by the Governor General in Council; * in the former case the responsibility is left altogether to the Governor General in Council. † When it has been determined, in any case, to extend the Rules to places outside the limits of a Cantonment, we presume that the Government of India will leave entirely to the Local Government the duty of supervising the execution of the Rules. This can, if necessary, be provided for by passing an additional Rule to that effect.

* Sections XVII and XVIII.

† Sections XXV and XXVI.

29. If the Rules which have now been proposed should meet the approval of the Governments, and should be put in force in all or any of our Cantonments, it will be important that complete reports should be furnished on certain specified dates, showing in the fullest detail everything that has been done, the results that have been obtained, and the advantages or defects of every part of the system that has been followed. It has been necessary, as we have already explained, to leave considerable latitude, in some matters of importance, to the local authorities, and it is only by actual experience that the Government will be able to learn what are the points in which the present Rules require alteration, or for which fresh Rules are necessary.

30. In conclusion, it is only necessary to say that in framing these Rules, we have consulted every available authority upon the subject, whether Indian or European. We have made use of every opinion and suggestion which seemed to us to be valuable, and although it has not been thought necessary to enumerate all the sources from which we have desired assistance in the preparation of these Rules, we desire fully to acknowledge their importance. These remarks are specially applicable to the Rules which have been prepared in the North-Western

Provinces and in Madras, and which have been approved by the Governments of those Provinces. It is desirable to state that in framing the Rules which are now submitted, we have thought only of the requirements of the Bengal Presidency. The Rules proposed by the Madras Government are more elaborate than those which we have recommended, and they more nearly resemble those which are in force in some of the countries of Continental Europe. The Madras Rules contain provisions for registering brothels, and for regulating the conduct of brothel-keepers, and they treat in a different manner the prostitutes who live in registered brothels, and those who live in their own houses. In this Presidency, at least, there is no necessity for such provisions, and as we have stated at the commencement of this letter, it seems undesirable to make any Rules except those which are really essential.

We have the honor to be,

SIR,

Your most obedient Servants,

(Signed) S. F. MACMULLEN, LIEUT. COL. ... ... *President.*

" JOHN STRACHEY,
President, Sanitary Commission for Bengal,

" J. PATTISON WALKER, M. D., SURGEON MAJOR,
Secretary to Sanitary Commission for Bengal,

" J. T. C. ROSS, SURGEON MAJOR,
Head Quarters Staff,

" R. IREMONGER, MAJOR,
Officiating Assistant Adjutant General,

" E. C. S. WILLIAMS, CAPTAIN, R. E.,

" H. E. QUIN, CAPTAIN,
Asst. Quarter Master General,

Members.

Draft of Rules proposed to be passed by the Local Government under Clause 7, *Section XIX of Act XXII of* 1864.

1. In every Military Cantonment to which these Rules may be extended by the Local Government, it shall be the duty of the Cantonment Committee to supervise the execution of the Rules prescribed under Clause 7, Section XIX of Act XXII of 1864. It shall be competent to the Committee to form a Sub-Committee for this purpose, and to entrust to such Sub-Committee all or any of the duties imposed on the Committee by these Rules, provided that the Magistrate of the district shall in every case be a member of such Committee or Sub-Committee.

2. Subject to the general control of the Officer Commanding the Cantonment and of the Cantonment Committee, the Cantonment Magistrate, or other Officer invested under Section XX of Act XXII of 1864 with powers to try breaches of the Rules and Regulations of the Cantonment, will be responsible for the actual execution of the Rules made under Clause 7, Section XIX of the said Act, but it shall be competent to the Local Government to empower any other officer to exercise the necessary authority for the execution of any or all of the said Rules.

3. The public prostitutes in every Military Cantonment to which these Rules have been declared by the Local Government to be applicable, shall be divided into two classes, viz., 1st, public prostitutes frequented by Europeans; 2nd, public prostitutes not so frequented.

4. Unless it shall be otherwise ordered by the Local Government, these Rules shall be held to be applicable to public prostitutes of the first only of the two classes mentioned in the last preceding Rule, but it shall be competent to the Local Government to declare any or all of these Rules to be applicable to both of the said classes.

5. No woman known to be a public prostitute shall reside or practice her trade within the limits of the Cantonment, unless she shall first have her name registered in the manner provided by these Rules.

6. No woman, not being a registered prostitute, shall practice public prostitution within the limits of the Cantonment.

7. No public prostitute shall reside in any place within the Cantonment in which the Cantonment Committee shall declare the residence of such prostitute to be prohibited.

8. Every public prostitute who wishes to be registered shall apply in person for that purpose to the officer charged with the preparation of the register.

9. A register of public prostitutes shall be prepared in the form prescribed in Schedule A of these Rules, or in such other form as the Local Government may from time to time prescribe, and shall be kept in the Office of the Cantonment Magistrate or other officer charged with the execution of these Rules. The register shall from time to time be revised, so that it may at all times show correctly all public prostitutes residing in the Cantonment.

10. A copy of the said register and of all entries and alterations which may from time to time be made therein, shall be furnished forthwith to the officer in charge of the Lock Hospital, who shall at all times keep in his Office a register corresponding in all respects with the register prescribed in the last preceding Rule.

11. When any public prostitute applies to be registered under these Rules, the abstract of Regulations prescribed for her observance, according to the form given in Schedule C of these Rules, or in such other form as the Local Government may from time to time prescribe, shall be read and explained to her, and if she shall signify her assent thereto, she shall be registered.

12. Any registered prostitute may at any time apply to have her name removed from the register, on the ground that she intends to cease to be a prostitute, and if the Cantonment Magistrate or other officer as aforesaid shall be satisfied that she has truly stated such intention, her name shall be removed from the register.

13. Every registered prostitute shall pay monthly to the Lock Hospital Fund such sum not exceeding one Rupee as may be determined by the Cantonment Committee. In case of non-payment, the amount may be levied by distress and sale of any moveable property of such prostitute, which may be found within the limits of the Cantonment: provided that no such sum shall be payable by any such prostitute while she may be under treatment in the Lock Hospital.

14. Every registered prostitute shall be furnished with a printed ticket, to be renewed annually in the form prescribed in Schedule B of these Rules, or in such other form as the Local Government may from time to time prescribe. She shall also be furnished with a printed copy in English and in her vernacular language of the abstract of Regulations prescribed for her observance and referred to in Rule 11.

15. No registered prostitute shall transfer or lend her ticket to any other person on any account, or for any purpose whatsoever.

16. Every registered prostitute shall present herself with her ticket for medical examination at the Lock Hospital or other place appointed for the purpose at such times, not less than once in every fortnight, as may be appointed by the officer in charge of the Lock Hospital, unless she shall have been specially exempted by such officer or by some person duly authorized by him, or by the Sub-Committee from so presenting herself.

17. A register of all such medical examinations shall be kept by the officer in charge of the Lock Hospital in the form prescribed in Schedule D of these Rules, and such examination shall also be recorded in the ticket of each registered prostitute.

18. Any registered prostitute who, on medical examination, shall be found to be affected with any venereal disease, shall be detained in the Lock Hospital until discharged as cured, and no such prostitute shall leave the precincts of such hospital except with the permission of the officer in charge.

19. Any woman, not being a registered prostitute, who may present herself for treatment on account of any venereal disease, may, with the permission of the officer in charge of the Lock Hospital, be received for treatment in such hospital, and such woman shall then be subject to the conditions contained in the last preceding Rule.

20. No sum on account of subsistence or treatment shall be taken from any registered prostitute while under treatment in the Lock Hospital, and such amount of subsistence allowance shall be given to every such patient from the Lock Hospital Fund as may be determined by the Cantonment Committee.

21. It shall be competent to the Cantonment Magistrate or other officer charged with the execution of these Rules to give special authority to any Police Officer, or other person, to inspect any house inhabited by any registered prostitute, within the limits of the Cantonment, and every such prostitute shall, when required to do so, exhibit her ticket to such authorized Police Officer or other person.

22. It shall be competent to the Cantonment Committee to make special Rules for the maintenance in a state of cleanliness of all houses occupied by registered prostitutes within the limits of the Cantonment, and for the provision therein of a sufficient supply of water and of proper means of ablution. When such Rules have received the sanction of the Local Government, they shall be binding upon all such registered prostitutes, and breaches thereof shall be punishable in the manner provided by Rule 32.

23. When any registered prostitute wishes to change her residence in the Cantonment, she shall signify her intention to the Cantonment Magistrate or other officer as aforesaid, and, subject to the conditions contained in Rule 7, such change of residence shall be entered in the register, and in the ticket of such registered prostitute.

24. Whenever any registered prostitute wishes to leave the Cantonment in which she has been registered, permanently, or for a time, she shall signify her intention to the Cantonment Magistrate or other officer as aforesaid, and a note thereof shall be made in the register and in the ticket of such registered prostitute. If she intends to leave the Cantonment permanently, she

shall, before her departure, deliver up her ticket to the Cantonment Magistrate or other officer.

25. On the permanent departure from the Cantonment or the death of any registered prostitute being duly certified, her name shall be removed from the register.

26. No registry of any prostitute, nor the possession of a ticket by such prostitute in any Cantonment shall in any way authorize such prostitute to reside or practise her trade in any other Cantonment in which she has not been duly registered.

27. No registered prostitute, or other woman shall publicly solicit any person within the limits of the Cantonment.

28. It shall be lawful for any Police Officer specially authorized for the purpose by the District Superintendent, to take into custody without a warrant any woman who, within his view, commits a breach of the last preceding Rule.

29. Whenever any Police Officer shall have reason to believe that any woman, not being a registered prostitute, practises public prostitution within the limits of the Cantonment, in contravention of Rule 6, it shall be the duty of such Police Officer to report the name of such woman, and the circumstances of the case, to the District Superintendent of Police, who, if he be satisfied that there are sufficient grounds for so doing, shall report the same for the orders of the Cantonment Magistrate.

30. No notice of any report made under the last preceding Section, or of any report received from any other person to a similar effect, shall be entered in the Police Diary, prescribed by Section 154 of the Code of Criminal Procedure, or in any other permanent record, and no such report shall, in any manner be made public, unless the Cantonment Magistrate shall consider that sufficient grounds have been shown for taking further proceedings against such woman for a breach of the said Rule 6. If the District Superintendent or the Cantonment Magistrate, as the case may be, shall consider that there are no sufficient grounds for further proceedings, such reports and all records thereof shall forthwith be destroyed.

31. It will be the special duty of the Inspector General of Police, under Section 12 of Act V of 1861, to frame from time to time such orders and Rules as he shall deem expedient for preventing abuse on the part of the Police, and for rendering it efficient in the discharge of its duties under these Rules.

32. Any prostitute who shall be convicted of a breach of any of these Rules shall be liable to a fine not exceeding fifty Rupees, or imprisonment for eight days with or without labor as provided in Clause 2, Section XIX of Act XXII of 1864.

33. It shall be competent to the Local Government to invest the Officer in charge of the Lock Hospital with power to punish breaches of Rules 16, 18, and 19, provided that no penalty imposed by such officer shall exceed a fine of five Rupees, leviable in case of non-payment, by distress and sale of any moveable property of the offender, which may be found within the limits of the Cantonment.

34. Whenever any registered prostitute is convicted of a breach of any of these Rules, a note of such conviction shall be made in the register prescribed by Rule 9, and in the ticket furnished to such prostitute under Rule 14.

SCHEDULE A.

(Referred to in para. 9.)

Register of Public Prostitutes in the Cantonment of _____

1	2	3	4	5	6	7	8
Register Number.	Name.	Name of Father.	Caste.	Age.	Place of Residence in Cantonment.	Date of Registry.	Remarks.
							[Entries required under Rules 12, 24, 25, and 34 will be made in this Column.]

SCHEDULE B.

(Referred to in para. 14.)

Ticket of Registered Prostitute in the Cantonment of _____

Name _____

Caste _____

Registered Number _____

Place of residence in Cantonment _____

Date of Registry _____

Personal Appearance } _____

Year and Month.	Dates of Medical Examination and Signature of Medical Officer.				Remarks.
	Date of inspection in first half of month.	Signature of Medical Officer.	Date of inspection in second half of month.	Signature of Medical Officer.	
January					[In this Column will be recorded all cases in which disease may be detected; dates of admission into or discharge from hospital; penalties incurred, and the causes thereof, &c., &c.]
February...					
March					
April					
May					
June					
July					
August					
September					
October					
November					
December					

SCHEDULE C.

(Referred to in para. 11.)

Abstract of Regulations to be observed by Registered Prostitute No. _____ *in the Cantonment of* _____

1. She shall obey all Rules laid down by the Government under Clause 7, Section 19 of Act XXII of 1864, and will be liable on conviction of a breach of any such Rule to fine and imprisonment according to the provisions of the said Act.

2. If she desire to have her name removed from the register, she shall apply to the Cantonment Magistrate.

3. She shall pay monthly to the Lock Hospital Fund the sum of except during such time as she may be under treatment in Lock Hospital, when such payments will cease.

4. She shall not transfer or lend her ticket to any other person on any account or for any purpose whatsoever.

5. She shall present herself, with her ticket for medical examination, at such time and place as may be appointed, unless specially exempted from so presenting herself.

6. If at any time she becomes affected with any venereal disease, she shall remain under treatment in the Lock Hospital until discharged. During such treatment, she will receive subsistence allowance from the Hospital Fund, and will be liable to no charge on account of subsistence or treatment.

7. She shall allow the inspection of her house by any duly authorized officer, and shall, when required to do so, exhibit her ticket to such officer.

8. She shall obey all Rules laid down for maintaining her house in a state of cleanliness, and for provision therein of water and means of ablution.

9. If she desire to change her place of residence, or to leave the Cantonment, she shall signify her wish to the Cantonment Magistrate.

10. She shall not practice her trade in any other Cantonment in which she has not been duly registered.

11. She shall not publicly solicit any person.

SCHEDULE D.

(Referred to in para. 17.)

Register of Medical Examinations of Registered Prostitutes in the Cantonment of _____

Name _____

No. in Register of Prostitutes _____

Year and Month.	Dates of Medical Examinations and Signature of Medical Officer.				Remarks.
January ...					[In this Column will be recorded the result of all medical examinations.]
February ...					
March ...					
April ...					
May ...					
June ...					
July ...					
August ...					
September ...					
October ...					
November ...					
December ...					

APPENDIX.

Note regarding the principal duties of the Medical Officer in charge of the Lock Hospital, of the Native Doctor and Matron (referred to in para. 21).

Duties of Medical Officer.

The duties of the Medical Officer may be thus detailed:—

1. To exercise efficient control over the Native Doctor, Matron, and others of the Hospital Establishment, and to be watchful that they carry out effectively and considerately the duties entrusted to them.

2. To visit the patients in hospital as often as he may consider necessary for their treatment.

3. To enter the dates of his visits and inspections in the visitors' book.

4. To allow no patient to be discharged without his distinct order, on her being cured of her disease.

5. To inspect or cause to be inspected according to the Rules in force every registered prostitute once in every fortnight, and to fill in and sign the woman's card on each occasion.

6. He shall keep a copy of the register of public prostitutes, similar to that in the Office of the Cantonment Magistrate, completed and corrected to date by the statements furnished him from time to time by that Officer.

He shall also keep the register of medical examination of each prostitute as prescribed in Schedule D.

7. He should send a Return to the Deputy Inspector General of Hospitals or principal Medical Officer at the station on the 1st of every month, noting

a. The average number of registered prostitutes residing in the bazar during the month.

b. The admissions during the month, naming diseases.

c. The discharges during the month, showing the number of days under treatment for each case.

d. Any suggestions or remarks he may have occasion to offer.

8. He should arrange with the Cantonment Magistrate and the Native Doctor for the due and daily receipt and expenditure by the patients of their subsistence allowance.

9. He should be allowed a small stock of English medicines, indenting annually. He should obtain the usual bazar medicines and necessaries by monthly indents on the Commissariat.

10. He should furnish the Cantonment Magistrate monthly with a detailed bill for any minor expenses incurred, viz., repairs, washing of patients' clothes, lighting, &c.

11. He should send in monthly and disburse himself the pay bills of the Hospital Establishment.

12. He should send in the usual quarterly indent for a supply of stationery and the usual books of country paper.

13. He shall satisfy himself by periodical visits that the prostitute's quarters in the bazar are in good sanitary condition.

14. It should be the special care of the Medical Officer that all arrangements for inspection should be delicately carried out; that the comforts and interests of patients should be carefully looked after; their residence in hospital rendered as litte distasteful to them as possible; that all complaints should be investigated and adjudged with kindness and consideration, and that all duties connected with the women, performed by himself or his subordinates, should be carried out with respect and feeling toward sex.

Duties of the Native Doctor.

1. He shall reside in the hospital or its enclosure.

2. He shall carry out all instructions from the Medical Officer in charge as to the diet, administration of medicines, and dressing of patients.

3. He shall compound all medicines.

4. He shall keep, in the vernacular, an Admission and Discharge Book, showing

a. Date of admission.
b. Registered number, name, and residence of the admission.
c. Disease.
d. Date and cause of discharge.
e. Amount paid to each admission for subsistence.

5. He shall keep, in the vernacular, a register of the treatment in each case, showing the English and Native medicines daily administered, and the local applications used.

6. He shall keep a daily Debtor and Creditor Account of monies received from the Magistrate or Medical Officer for expenditure and payments of subsistence money entering the amounts paid to the registered number and name.

7. He shall keep a copy of all bazar indents and of the pay abstract of the Hospital Establishment.

(If his education allows, these records should be kept in English.)

8. He shall notify all complaints to the Medical Officer at his first visit after they are made. All the Native Doctor can settle himself should at once be disposed of; any thing emergent or important, and beyond his control, should at once be reported in person to the Medical Officer.

9. He shall be careful in carrying out all orders received from the Medical Officer. He must be kind and considerate to the patients entrusted to his charge, and it must be his endeavour to render their residence in hospital as little distasteful or uncomfortable to them as possible.

Duties of the Matron or Dhaie of Lock-Hospital.

1. She is to assist the Native Doctor in carrying out details of treatment in hospital, and she might gradually be taught to apply minor details of local dressings, &c.

2. She should be instructed to keep order among the patients; to attend to the cleanliness of their clothes and persons; to see that their food is properly cooked and administered; to note any wants regarding their comfort; to convey and

report at once any complaints to the Native Doctor; and to assist him in rendering residence in hospital regular and comfortable to the patients.

3. She must not leave the hospital without the permission of the Native Doctor, and she would be in charge of the hospital on any occasion of his necessary absence.

Routine.

The Commission adjourned.

(Signed) JOHN STRACHEY, *President,*
Sanitary Commission for Bengal.

PROCEEDINGS OF A MEETING OF THE SANITARY COMMISSION FOR BENGAL, HELD ON THE 12TH AUGUST 1865, AT SIMLA.

PRESENT:

JOHN STRACHEY, ESQ., C. S. ... ... *President.*
SURGEON MAJOR J. P. WALKER, M. D. ... ... *Member and Secretary.*

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139. Influence of Temperate and Intemperate Habits on British Soldiers.

Read again Minute No. 273 of the Proceedings of the Commission on the influence of temperate and intemperate habits on the health of European troops.

Read again paragraphs 74 and 75 of the Annual Report of the Commission for last year, Minute No. 111 of the Proceedings on the 30th June.

Read Military Department docket No. 61, dated 3rd instant, forwarding for the information of the Commission a tabular statement to illustrate the effect of temperate and intemperate habits on the European soldiers in the Bengal Presidency during 1864, together with letter No. 457 E, dated 30th June last, from the Adjutant General, to the Secretary to the Government of India, Military Department, intimating that it had been found impossible to compile a Return showing the comparative health and immunity from fatal disease enjoyed by the total abstainers, the temperate and intemperate among the soldiers of the British Army for the year 1864, of sufficient correctness to be of any value, as no reliable data were kept at the Head Quarters of Corps for their compilation, but that the present and succeeding year's Returns will be compiled of a trustworthy character, as by Circular No. 165 E of the 16th December 1864, Commanding Officers were instructed to keep up daily Returns of the different classes.

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140. Prevention of Cholera among Troops by moving into Camp.

Read again Minute No. 126 of the Proceedings of the Commission on the prevention of Cholera among troops by moving into camp.

Read Military Department docket No. 199, dated 11th instant, forwarding for the information of the Commission a copy of letter No. 198 of same date, addressed to the Adjutant General by the Secretary to the Government of India, Military Department. This letter expresses the concurrence of the Right Hon'ble the Governor General in Council in the views of His Excellency the Commander-in-Chief as to the mischief which might be engendered by a too absolute reading of paras. 3 and 4 of the G. O. C. C of 1862, regarding moving troops into Camps on the appearance of Cholera among them, and intimates that the Circular proposed to be issued by His Excellency had been referred to the Sanitary Commission, the Right Hon'ble the Governor General in Council being disposed to concur with it in thinking that it would be advisable to cancel the General Order of 1862 altogether, and instead to draw attention to those parts of the Report of the Cholera Commission referred to by the President.

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141. Dry earth sewage system for British Regiments.

Read Military Department docket No. 5, dated 1st instant, forwarding for the information and guidance of the Commission a copy of letter No. 4 of same

date, addressed to the Quarter Master General by the Secretary to the Government of India, Military Department, intimating that the sanction of Government is accorded to the proposition of His Excellency the Commander-in-Chief that a joint report on the general working of the dry earth system of sewage should be drawn up by the Quarter Master General and the Sanitary Commission.

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142. Administration of Civil and Military Hospitals for Natives.

Read Minutes Nos. 42 and 47 of the Proceedings of the Commission on the 13th February and 30th March 1865, on the administration of Civil and Military Hospitals for Natives.

Read Military Department memorandum No. 169, dated 14th June 1865, forwarding correspondence, and intimating that the Right Hon'ble the Governor General in Council entirely concurs in the opinion held (in concurrence with that of the President, Sanitary Commission, as expressed in his letter No. 135 of 30th March 1865) by His Excellency the Commander-in-Chief and the Principal Inspector General of the Medical Department, that no sufficient cause is shown to justify the Government in interfering with the diet or cooking of native patients in the Regimental Hospitals.

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143. Registration of Ozone.

Read letter No. 651, dated 3rd instant, from the Under Secretary to the Government of India, Home Department, forwarding for the information of the Commission a copy of a Report on the registration of ozone in the Bombay Presidency for the year 1863-64, by Dr. H. Cook, Superintendent of Mahabuleshwur, to whom the observations made at various Civil and Military Hospitals in the Bombay Presidency and in Sind had been forwarded for compilation and report.

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144. Cork Beds.

Read again Minute No. 277 of the Proceedings of the Commission on the 21st November 1865 on the subject of Cork Beds.

Read Military Department docket No. 588, dated 27th July 1865, forwarding for information an extract from a despatch No. 169, dated 25th May 1865, from the Right Hon'ble the Secretary of State for India, intimating that one hundred Cork Beds of an improved pattern, which it is believed will be less liable to the objections made to those previously sent to India, will be forwarded to India for trial. It is mentioned the mattrass of the new pattern bed is made separately from the water-proof covering, and can be removed for the purpose of being re-stuffed or washed. Another advantage is that the bed is longer than those formerly sent out to India. The price of the beds is 26*s*. 8*d*. each.

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145. Sale of Liquor to European Soldiers in Military Cantonments.

The sale of liquor to European Soldiers in Military Cantonments having received the attention of the Commission, in connection with the Special Committee now sitting at Simla for the purpose of framing Rules for the Sanitary Administration of Cantonments, the Local Governments and Administrations were solicited on the 3rd instant to favour the Commission with a copy of the

Rules in force regarding the Abkaree Department within their respective territories, so far as the regulation of the sale of liquor in Military Cantonments and their vicinity is concerned. Application was at the same time made for permission to peruse any papers which might help to show how the objects the Commission has in view may probably be best attained, with the least interference with the existing system of management of the Abkaree Department, and with the least danger of injury to the Government revenue.

Routine.

The Commission adjourned.

(Signed) JOHN STRACHEY, *President*,
Sanitary Commission for Bengal.

PROCEEDINGS OF A MEETING OF THE SANITARY COMMISSION FOR BENGAL, HELD ON THE 19TH AUGUST 1865, AT SIMLA.

PRESENT:

JOHN STRACHEY, ESQ., C. S. ... ... *President.*
SURGEON MAJOR J. P. WALKER, M. D. ... *Member and Secretary.*

146. Number of sheets required in Hospitals for British Regiments.

Read again Minute No. 122 of the Proceedings of the Commission on the 31st July 1865.

Read docket No. 277, dated 16th instant, from the Secretary to the Government of India, Military Department, forwarding for the information of the Commission a copy of his letter No. 276 of that date, to the Secretary to the Government of Bombay, Military Department, intimating that four hundred sheets are considered by the highest medical authorities of both services in the Bengal Presidency to be sufficient to meet the requirements of cleanliness and efficiency, and that there does not appear such a difference in the conditions of service in the Bengal and Bombay Presidencies, for the latter to require double that number. Enquiry was made regarding the facilities for obtaining an increased number of sheets by extra washing on an emergency, and it was intimated that, unless there be a difficulty on this point which does not exist in Bengal, the Government of India does not see cause to disturb the instructions conveyed in letter No. 84, dated 4th January 1865.

147. Leave of Absence to the Secretary, and appointment of Dr. Cuningham to officiate.

Read letter No. 195, dated 11th instant, from the Secretary to the Government of India, Military Department, conveying the sanction to the grant of the two months' temporary leave applied for by Surgeon Major J. P. Walker, M. D., Secretary to the Commission, and intimating that the Hon'ble the Lieutenant-Governor North-Western Provinces had been asked to allow Surgeon J. M. Cuningham, M. D., to officiate.

148. Hospital equipment for British Regiments.

Read again the last para. of the President's letter No. 311, dated 26th July last, recorded in Minute No. 122 of the Proceedings of the Commission on the 31st ultimo.

Read letter No. 278, dated 16th instant, from the Secretary to the Government of India, Military Department, requesting that a report on the equipment of hospitals in this country may be furnished by the Commission.

The Commission was engaged in the consideration of the subject.

149. Dry-Earth Sewage system in Jails.—Disposal of Sewage.

Read the following letter No. 1821, dated 8th instant, from Dr. F. J. Mouat, Inspector General of Jails, Lower Provinces, to the Secretary to the Commission, on the subject of the disposal of Jail Sewage.

"There is a subject of much interest and importance connected with the Dry Earth Conservancy system and the best mode of disposing of the deodorized ordure, that seems to me

to be deserving of careful enquiry and investigation at the present time—lest it should become hereafter a source of greater evil than that which it is intended to remove.

2. My attention has been directed to the matter by a careful study of all the reports to which I have had access on the destructive fevers that have prevailed of late years at Agra, Lahore, and elsewhere, and by comparing the statements contained in those reports with the fatal and wide-spread epidemic that has produced so much loss of life in Bengal Proper. The latter disease I have witnessed, and I nearly died from it myself in August 1862.

3. The two diseases are essentially different. The Bengal epidemic was a true marsh fever, remittent in type, pernicious in character, and in no way contagious that I could discover. While raging in the Hooghly, Baraset, and Nuddea districts, it was imported into the jails of those zillahs by individuals, but was confined to those individuals, and did not spread among the other prisoners, even when the prisons in question were most crowded.

The sickness and mortality from fever in the Jails of the affected districts was trifling at the very time that villages and tracts of country were nearly depopulated.

4. The Agra and Punjab affections on the contrary seem to me to have been true Typhus and Typhoid Fevers exhibiting all the essential characters of those diseases as witnessed in Europe, and described by hosts of eminent authorities on the subject. They were nothing more nor less than the fevers of filth and putrid exhalations, aggravated doubtless, but in no degree caused by or primarily due to overcrowding, or to any other condition ordinarily found in the Jails of the North-Western Provinces and Punjab.

I am of opinion then that, in spite of the careful and excellent researches of the many skilled and accomplished Medical Officers who investigated and wrote upon the fevers in question, their real origin was not fairly made out.

5. Now, it becomes a matter of the greatest importance to ascertain what conditions existed in the Jails of the Punjab and Agra Presidencies that were not to be found in the prisons under my charge.

In the Lower Provinces overcrowding, imperfect ventilation, bad drainage, utterly unsuitable buildings, impure water, and bad food exist to a much greater extent than is to be found in the younger provinces—and for obvious reasons.

Most persons are apt to overlook the fact that some of the Jails in the Lieutenant-Governorship of Bengal have been in existence for nearly a century, and that, with one or two exceptions, they were all constructed before prisons and prison discipline had received any attention even in Europe.

6. The first true prison reformers in India were the Prison Discipline Committee of 1838, of which Lord Macaulay was a Member and Sir J. P. Grant the Secretary, and which contained among its members some of the most eminent men in India at the time. Sir John Peter Grant's report is probably the most able paper ever written in any country on the subject of prison discipline and management, and was undoubtedly the source of the impulse given to the direction of Jails in Her Majesty's Eastern Empire. It was taken advantage of by the eminent and excellent prison reformers in the Western Provinces, and is the true origin of the great success that has been attained in those Provinces under the government of every one of their rulers from Mr. Robertson at Agra and His Excellency the Viceroy at Lahore—to the Officers who now rule over those territories.

7. Before a single English Soldier had crossed the Sutlej, the labours of Howard, the writings of Bentham, and the practical genius of the late Sir Joshua Jebb had disseminated far and wide the true principles of the construction and management of prisons: the separate, the solitary, and all other modern systems of discipline had been canvassed, tried, and discussed in a multitude of pamphlets, volumes, and parliamentary reports, that are sufficient to stock an ample library, and to occupy a life of study.

8. Is it to be wondered at then, that the Jails of the Punjab, and most of the important prisons under the Agra Government, which have been constructed since Sir J. P. Grant's report was published, are in advance of those of Bengal in all that is now considered to be essential to a good and secure jail?

9. Probably the most important step of all was the separation of the charge of the Jails from District Magistracies, and their being placed under specially selected officers.

This essential measure, which obtains universally in Europe and America and in many other parts of India, has been so slow of introduction in Bengal, that only three of the prisons in the Lower Provinces are up to the present moment in the charge of special officers—the Presidency Jail, the Jails at Hazareebaugh, and the Alipore Jail.

To the existence of the special superintendence is due the fact, which I freely admit, that as a rule much greater attention is paid in the details of prison management out of Bengal than in that Province, and much less is entrusted to native subordinates.

The bearing of all this upon the subject of the present letter is obvious. If, with better construction of buildings, more space and greater attention to all details of prison management at Agra and Lahore a destructive form of contagious disease arises which is unknown in the inferior Jails of Bengal, to what can it be really due?

10. There is one condition that has not heretofore existed in Bengal which seems to me to be deserving of the most careful enquiry as to whether it is or it is not responsible for any portion of the mischief. For many years it has been the practice in the Punjab, and may have been so at Agra, for aught that I know, to bury the ordure of the prisoners in trenches in the Jail gardens. So far as I know, this ordure has not been so deodorized as to prevent the occurrence of subsequent putrefactive fermentation. The excellent and instructive experiments of Dr. Fawcus at Alipore have shown most clearly that sand, clay, and all other varieties of earth deficient in organic matter cannot and do not act as true deodorizers.

11. When I first introduced the system of simple dry conservancy in Bengal in November 1855, I directed all excreta to be carried to as great a distance as possible from the Jails, and to be buried in ground as far removed from human habitations as could be accomplished. My belief then was, and now is, that ordure whether in the dry or the moist state when buried, would, heat and moisture being present, disengage noxious gases and pollute the water of the tanks and wells which they might reach by percolation.

So long as the garden mould in which ordure is buried contains a sufficient supply of organic matter to deodorize excreta which have not been rendered innocuous prior to burial, no great harm might result. But once the soil comes by exhaustion to be deprived of all organic matter, putrefactive fermentation ensues, and the condition is produced that is known to cause contagious typhus and typhoid fevers in Europe.

12. If then it should be established that it is, as I firmly believe it to be, very dangerous to bury ordure in Jail gardens that has not been thoroughly deodorized when perfectly fresh and in the first instance by Mr. Moule's process, the greatest care will have to be taken that the admirable plan now introduced does not become the cause of the permanent introduction of a fatal form of pestilence previously unknown in the plains of India, and that the fever of Agra and Lahore be not transferred to Bengal, which has heretofore been free from them.

13. Had I not been compelled by sickness to proceed to Europe, I should have undertaken this enquiry in Bengal myself. As it is, I venture to recommend it to the earnest and serious attention of the Sanitary Commission as deserving of the most searching enquiry before the universal introduction of dry earth sewage and the burial of ordure in Jail gardens can possibly cause harm by imperfect or improper application. I have dwelt emphatically in the administration report which I have just submitted to the Government under which I serve,

on the absolute necessity of perfect deodorization before burial, lest pestilence should hereafter be produced by the careless or perfunctory performance of a process which is now one of health and safety."

The Commission was engaged in considering the subject, and it was arranged that it should receive due attention in connection with the general question of the applicability of the system of dry earth sewage to Jails.

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150. Boots for British troops.

Read the following letter No. 336, dated 16th instant, from the President, to the Secretary to the Government of India, Military Department, on the subject of boots for British Soldiers in India:—

"In the Report of the Royal Commission appointed to inquire into the sanitary state of the army in India, it is asserted* that

* Page 117, 8vo. edition.

"the boots at present issued to the Soldier do not fit well. They are made at home on a very few models and sizes, and when sent out to India are found in very many cases not to be wearable. Colonel Greathed states that in his Regiment the men never used them, and that they were taken to the shoemaker's shop, and made over again at a certain cost. * * * The simple fact mentioned by Colonel Greathed is sufficient to prove that a change of system is required. Foot lameness from badly fitting boots admits of no excuse. Of all causes of inefficiency in an army it is the most unjustifiable."

In the 4th of the recommendations of the Commission, it is stated that "a better system of supplying boots should be introduced."

2. So far as we have been able to ascertain, there is at the present time no ground for complaint regarding the quality of the boots issued to the soldiers. But we are not aware that the statements quoted above have ever been officially controverted, and I beg therefore to represent that it would be desirable to ascertain from the Military Authorities whether there is really any foundation for these, so that no doubt may remain as to the actual facts of the case."

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151. Excessive mortality in the Jeypore Jail.

The Commission having learned that, in December 1863, sixty-six deaths occurred in the Jeypore Jail from a form of remittent fever accompanied with jaundice, that the disease having disappeared returned in the following December, and that the occurrence has been attributed to over-crowding, the President intimated his intention to request the Secretary to the Government of India, in the Foreign Department, to allow the Commission to peruse any available reports regarding the epidemic.

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152. Excessive mortality in the Oudh Jail.

The Commission having learned that, in 1863 twenty-four deaths from Ophthalmia occurred in the Jail at Seetapore, and that four deaths from that cause occurred in the Oudh Jail during June 1865; that epidemic typhoid fever prevails in the Jails at Seetapore, Sultanpore, Fyzabad, and Lucknow; and that the deaths in the last-mentioned Jail within the first half of the current year

numbered 158, the President intimated his intention of requesting the Chief Commissioner of Oudh to allow the Commission to be furnished with all available information to show the causes of this great amount of sickness, and the remedies which it is proposed to apply.

Routine.

The Commission adjourned.

(Signed) JOHN STRACHEY, *President,*

Sanitary Commission for Bengal.

(True Copy)

Secretary,

Sanitary Commission for Bengal.

Rev-3646/65
Rev'd "Santy" Com. 1111 Dec. 1865.

PROCEEDINGS OF MEETINGS

OF THE

SANITARY COMMISSION

FOR BENGAL,

DURING THE MONTH OF AUGUST 1865.

Military Orphan Press—No. 5 S. C. R—27-11-65—100

No. 19. dated 6215 of 1865

16.

MILITARY DEPARTMENT.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

Read the following letter:—

From the President of the Sanitary Commission for Bengal, Calcutta, 30th November 1865, No. 451; to the Secretary to Government, Military Department, Fort Saint George.

I have the honor to submit six copies of the Minutes of Proceedings of this Commission, for the month of August 1865.

ORDER, No. 4671, 20th December 1865.

Ordered that a copy of the Minutes referred to in the foregoing letter, be forwarded to each of the Departments furnished with the previous Proceedings of the Bengal Sanitary Commission.

(True Extract.)

Secretary to Government.

To the President Sanitary Commission, with copy of Minutes.
" Adjutant General, with do.
" Quarter Master General, with do.
" Revenue Department, with do. 4 5 spare Copies.
" Judicial Department, with do.

Erd. J. E. Cashart.

Rec.d 1865 Dep.t
Pro: of Govt for Jany /66.
No. 306.

Proceedings of the Madras
Govt. in the Military
Dep.t.

Dated 20th December /65.
Recd 22d.

No. 4671a

E-1-

Forwarding a copy
of the Minutes of Pro: of
the Bengal Sanitary
Commission for Augt /65.

No. 63.

RECORDED.

9th Jany /66.