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MADRAS RECORD OFFICE

GOVERNMENT OF MADRAS

Revenue DEPARTMENT

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Medical—Sanitary.

Read the following papers:—

No. 199. From Surgeon-Major H. KING, A.M., M.B., Acting Sanitary Commissioner for Madras, to the Hon. W. HUDLESTON, Chief Secretary to Government, Fort St. George, dated Madras, 18th January 1876, No. 30.

In a former letter (Proceedings of Government, No. 1019, of the 12th May 1875, Financial Department) I remarked that the transfer of the control of the Vaccination Department to the Sanitary Commissioner appeared to offer a favorable opportunity for the organization of a Health Department in this Presidency. I have the honor now to submit to Government proposals for carrying out this desirable object. I am quite sensible of the imperfections of the scheme which I propose, and of its immense inferiority to the ideal of a Health Department which every sanitary officer would gladly see realized—a complete staff of trained men, distributed through every district, working at sanitation only, under the Sanitary Commissioners, entrusted with power to act as well as to inspect and report. Such a staff would cost money to an amount which cannot now be hoped for from Imperial, Provincial, or Local Funds. For the present it is necessary to be content with a system which will cost no money, and a staff occupied primarily with other duties and empowered only to report what they see and hear.

2. I feel that I owe some apology for taking up this subject in the absence of Mr. Cornish; but I was unwilling to let so favorable an opportunity slip; and I have reason to believe that the Sanitary Commissioner approves generally the suggestions which I make.

3. The officers whom I propose to employ to collect detailed information on the sanitary condition of towns and villages are—(1) the Civil and Zillah Surgeons; (2) Medical subordinates in charge of Municipal and Local Fund Board Hospitals and Dispensaries; (3) Medical subordinates attached to Collectors and Assistants, to Revenue Survey, Revenue Settlement, and similar departments, (4) Superintendents of Vaccination; and (5) First-class Vaccinators. The first three classes belong to the Medical Department, and I hasten to disclaim any intention or wish to impair their subordination to its head, or to establish any right or ground of interference on the part of this office with their primary duties. It will be seen that I propose nothing involving an attempt to serve two masters.

4. Before specifying the sanitary duties which I desire to attach to each of the classes enumerated above, I think it well to notice three objections made by Local Fund Boards with regard to the two latter classes only, but applicable generally to any plan for obtaining information upon the state of towns and villages. They may be briefly stated thus; (1) *we know all about our villages already*; (2) *we have no money for village-sanitation*; (3) *we have no power to enforce sanitary measures*.

5. I do not find that Local Fund Boards possess that intimate knowledge of the sanitary requirements of their circles which some of them claim to have; nor is it to be expected that they should. Even the official members do not see a tithe of the villages within their range. The town which struck me as the filthiest I had seen, is a large one within a few miles of the headquarters of the circle.

A conservancy cart had been provided, but it was not used. Cattle-sheds had been erected on both sides of the principal street, and general filthiness prevailed every where. It needed but knowledge of this state of things on the part of the Board to have some at least of the evils remedied; and there would have been, not a certainty, but a better chance, of their acquiring the necessary information if it had been the business of some one besides the headman or the Revenue Inspector to report.

6. Though, however, the Local Fund Board or their Presidents knew the position of every dung-heap in every village, the object sanitary officers have in view would not be attained. We want the knowledge for ourselves, both to enable us to advise the Boards as to the most pressing sanitary needs of their circles, and also to help us in our study of the causation of disease.

7. Want of money to put every village into decent sanitary condition cannot justify total neglect of the smaller towns; still less can it be a valid objection to an attempt to ascertain their needs. All villages cannot be cleansed and supplied with pure water in one year. The process must be gradual; but it should be begun, and carried on taluq by taluq, year by year. One-third of the revenue of Local Fund Boards is available for Educational, Medical, and Sanitary purposes; and I have no hesitation in saying that the last is the most important of three. I do not think sanitary officers are biased by any desire to magnify their office if they think that it is more important that the people should live than that they should learn; more important, even, that they should be kept from falling ill, than that they should be more or less perfectly cured of preventible diseases. In some circles sanitary expenditure is liberal, and villages are not utterly neglected. What is possible in these is possible elsewhere.

8. There is what appears to me to be a misapplication of funds which might be available for sanitary improvement, to which I desire to call the attention of Government. In some Budget Estimates large sums are provided for "Improvement of Village-sites." When details of the proposed expenditure are given I have not unfrequently found that a large portion is devoted to making and repairing roads. When two-thirds of the principal item of revenue is by law assigned to Communications, I hope Government will concur with me in thinking that none of the remaining third ought to be expended upon village-roads—an object which is neither Educational, Medical, nor Sanitary.

9. Want of legal power to prevent or punish the pollution of air and water is pleaded as a reason for resigning villages and non-municipal towns to dirt and disease. The case is not so hopeless as it is sometimes represented to be. The sections of the Penal Code which I attach (A), if occasionally enforced in one or two villages of a taluq, would do a good deal towards the extermination of village dung-heaps, and the preservation of village tanks from foulness.

10. The legal weapons, however, which in this Presidency are provided for sanitary warfare are more cumbrous than could be wished; and I should gladly see the village-magistrates entrusted with power to punish infractions of sanitary laws. In the Bombay Presidency this has been done. I transcribe the provisions of Act VIII of 1867 to which I refer (B).

11. I proceed now to describe the sanitary duties which I ask Government to sanction for the several classes enumerated in paragraph 3. I am most anxious to derive the maximum of benefit for the people of the country from the minimum of additional labor imposed upon any class.

12. The Civil and Zillah Surgeons are already ex-officio Health Officers of their districts or subdivisions. They are also members of Local Fund Boards and Municipal Commissions; and in the latter capacity prepare (I presume) the annual reports supplied by the Presidents to this office. I propose that they shall hereafter receive the quarterly reports from class (3) and forward them to the Sanitary Commissioner, either as they are received or in abstract, adding any comments or remarks which they think desirable, and any further information upon the condition of the villages reported on which they may have obtained by personal inspection. Being in immediate communication with the Local Fund Boards they will be able to suggest the sanitary improvements which the reports show to be most pressing, and to inform the Sanitary Commissioner of what may have been done.

13. In some districts the excellent plan is adopted of having the subordinate Hospitals and Dispensaries visited occasionally by the Civil Surgeon, who receives suitable travelling and deputation allowances for the duty. It is most desirable that other Local Fund Boards should follow the example of the few in this respect. The Surgeons will thus be able to inspect the larger towns of their districts and to add the results of their own observations to the annual reports of the medical subordinates in charge. If this system were universally adopted, the enormous waste of power involved in annual inspections of remote and petty medical institutions by administrative officers of high rank might be deemed unnecessary.

14. An Annual Sanitary Report is already supplied by Municipal Commissioners. Medical subordinates in independent charge of Local Fund Board or Municipal Hospitals or Dispensaries should prepare a similar report and send it to the Civil Medical Officers of districts or subdivisions, who will forward it to this office with such remarks as they may think fit to add.

15. Besides the Hospital Assistants attached to Collectors, &c., there is a considerable number of these subordinates whose duties lead them from place to place into remotest villages rarely visited by members of Local Fund Boards. I mean those on the establishment of Revenue Survey, Revenue Settlement, Geological Survey Officers, and such like. Most of these men have had an opportunity of learning the elements of Hygiene at College, and few of them are, I understand, overburdened with medical work. I propose that they shall be instructed to keep rough diaries in which are noted facts and suggestions relating to the sanitary condition of every town (not being municipal) and of every village into which their duties take them. At the end of each quarter they will forward their diaries to the District Surgeon.

16. The nature of the reports required will be defined in instructions. No elaborate descriptions will be expected; nothing but the simplest statement of the hygienic state and of such sanitary deficiencies as can easily be supplied.

17. The sanitary reports of first-class vaccinators under Local Fund Boards would be precisely the same as those of the Hospital Assistants. They would be sent quarterly to the Superintendent of Vaccination, for transmission to the Sanitary Commissioner with his own observations.

18. In July 1875, I sent a circular to all Municipalities and Local Fund Boards asking to be favored with their views as to the feasibility of utilizing the higher grades of the Vaccination Department in the manner described above. A copy of the circular is attached (C).

19. All the Municipalities except five disapproved, most objecting that having already a resident sanitary staff, they need no additional reporters. In this view I concur, and I do not, therefore, propose that first-class vaccinators employed by Municipalities should report.

20. An abstract of the replies received from all the Local Fund Boards (except South Canara which sent none) is attached (D). Their objections are fully stated, and some of them have been already answered. I shall briefly notice the remainder.

21. Some Boards object on the ground of increased expense which they think would be incurred. No additional expenditure is proposed. The Vaccination Department must be maintained in a state of efficiency, whether other sanitary duties are assigned to it or not.

22. Some Boards are of opinion that Tahsildars and Revenue Inspectors are the best sanitary officers; and so nearly perfect that no reports but theirs are needed. It is difficult to treat this view seriously. These subordinates of the Revenue Department are no more sanitary officers now than they have always been; and what have they done, or what do they do, to improve the sanitary condition of their villages, or bring their deficiencies to notice? However, the reports are wanted for the information of the Sanitary Commissioner, and Revenue Inspectors know no English.

23. Some Boards fear that reporting in the manner I have suggested will take vaccinators from their legitimate duties. I hope I have made it clear that the fear is groundless. Vaccination must always be the primary duty of vaccinators; and if my proposals are sanctioned, nothing will be done in this office to interfere with vaccinators' performance of their proper work.

24. I come now to the organization of the Vaccination Department under its altered circumstances. The scheme which I propose will be found attached (E). In preparing it I have tried to innovate as little as possible, to leave Local Fund Boards as free to adapt numbers and remuneration of the staff to means and circumstances as is consistent with general uniformity of system throughout the Presidency, and to ensure efficient working in the department. I cannot hope to have succeeded in pleasing all the parties concerned; but I presume the Local Fund Boards will be content, as I have adhered, for the most part, to the suggestions of my circular (C) to which, in this matter, no Board offered any objection.

25. I attach great importance to the supervision of the Superintendents by the Inspector. I have therefore proposed that every district should be inspected by this officer at least once in two years, his office being fixed in Madras. I have further to suggest that, on the next appointment of an Inspector, his travelling

allowance should not be consolidated but should be drawn, as in other departments, only when travelling expenses have been incurred.

26. Objection will no doubt be made to my proposal that the appointment of Superintendents and Assistant Superintendents should rest with the Inspector, not with Local Fund Boards. I think it very important that it should be so. Almost everything depends on the choice of efficient Superintendents; and, so far, the experiment of appointment by Boards has not been successful. Unless I am strangely misinformed, one Superintendent has been appointed locally, during the transition period of the department, who was utterly unfit for the position.

27. I have suggested the creation of the new grade of Assistant Superintendents, partly because promotion from the pay of first-class vaccinators to that of Superintendent appeared too much for a single step, partly because a period of probation may be in many cases desirable before appointment to the most highly paid grade.

28. Having requested the Inspector of Vaccination, Dr. Shortt, to favor me with his views on the rearrangement of his department which I propose, I attach a copy of the more important parts of his letter conveying his opinions on the subject (F).

APPENDICES.

A.

EXTRACT FROM PENAL CODE.

"Section 268.—A person is guilty of a public nuisance, who does any act, or is guilty of an illegal omission, which causes any common injury, danger or annoyance to the public or to the people in general who dwell or occupy property in the vicinity, or which must necessarily cause injury, obstruction, danger, or annoyance to persons who may have occasion to use any public right.

"Section 290.—Whoever commits a public nuisance in any case not otherwise punishable by this Code, shall be punished with fine which may extend to two hundred Rupees.

"Section 269.—Whoever unlawfully or negligently does any act which is, and which he knows or has reason to believe to be likely to spread the infection of any disease dangerous to life, shall be punished with imprisonment of either description for a term which may extend to six months or with a fine or with both.

"The Police may arrest for this offence.

"Section 277.—Whoever voluntarily corrupts or fouls the water of any public spring or reservoir, so as to render it less fit for the purpose for which it is ordinarily used, shall be punished with imprisonment of either description for a term which may extend to three months, or with fine which may extend to five hundred Rupees, or with both.

"The Police may arrest for this offence.

"Section 278.—Whoever voluntarily vitiates the atmosphere in any place so as to make it noxious to the health of persons in general dwelling or carrying on business in the neighbourhood or passing along a public way, shall be punished with fine which may extend to five hundred Rupees.

"Section 291.—Whoever repeats or continues a public nuisance having been enjoined by any public servant who has lawful authority to issue such injunction not to repeat or continue such

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nuisance shall be punished with simple imprisonment for a term which may extend to six months, or with fine, or with both.

"The Police may arrest for this offence.

B.

ACT NO. VIII OF 1867 (BOMBAY).

"Section 16.—The Police patel, when and as long as he shall be empowered under Section 15, clause 1, shall also have authority to punish by a fine not exceeding one Rupee or in default of payment by confinement in the village Chowry, and for a period not exceeding twelve hours, any person committing any of the nuisances or disorderly acts below described, and to forbid the continuance or repetition of such nuisances or acts, that is to say :—

Beating, &c., any animal.

1. "Any person who wantonly or cruelly beats, illuses, or tortures any animal.

2. "Any person, who bathes or washes in, or otherwise defiles, or causes to be defiled, any public well, tank or reservoir, so as to render it less fit for any purpose for which it is set apart.

Bathing, washing in or defiling any well, &c.

Depositing dirt, &c., in forbidden places.

3. "Any person who deposits in forbidden places any dirt, filth or rubbish.

4. "Any person, who on any public street, passage, or thoroughfare commits nuisance by easing himself or who is from intoxication riotous, disorderly, or incapable of taking care of himself.

Committing nuisance by easing himself or from intoxication, &c., riotous or incapable of taking care of himself.

5. "Any person, who without sufficient cause wilfully allows to accumulate any offensive matter in cesspools, dung-heaps, or the like, so as to cause annoyance to the neighbouring residents or to passengers or who without sufficient cause wilfully allows any offensive matter to issue on to any public thoroughfare from any house, factory, stable, privy or the like or who deposits the bodies of dead animals or refuse, or filth of any description, either in channels, which in the rainy season feed any tank or reservoir set apart for drinking or in other places where to deposit such is offensive to the community."

Accumulating offensive matter in cesspools, &c.

Causing offensive matter to issue on to any public thoroughfare from any house, stable, privy, &c. Depositing bodies of dead animals or filth in channels feeding any tank, &c., set apart for drinking.

C.

Circular from Surgeon-Major H. KING, AM, M.B., Acting Sanitary Commissioner for Madras, to all Municipalities and Local Fund Boards, dated Madras, 17th July 1876.

With reference to paragraph 2 of the G.O., No. 1019, of the 12th May 1875 (Financial Department), I have the honor to request that you will favor me with the views of your Board upon the feasibility of utilizing Superintendents of Vaccination and first-class vaccinators as reporting sanitary officers. As a guide to the points on which I desire to collect opinions, I subjoin a rough outline of the system which at present appears to me likely to yield valuable results.

2. First-class vaccinators, in number not less than one for each taluq and municipal town, to be chosen (as a general rule) from second-class vaccinators who have served a year; to be able to read and write both English and the Vernacular of the district; to have passed an examination, oral and written, in elementary Hygiene in a prescribed course; to send to Superintendent rough reports of sanitary condition of each village visited; to be paid Rupees 15 to Rupees 25 per mensem, according to length of service.

3. Superintendents, one for each Local Fund Circle and Municipal Town, to be invariably chosen from first-class vaccinators; to have attended a hospital or dispensary for six months;

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to have passed in a more extended course of Hygiene than the vaccinators; to forward quarterly a sanitary report founded on personal observation and on vaccinators' reports; and to receive Rupees 50 to Rupees 75 per mensem.

4. Present Superintendents and first-class vaccinators to be allowed one year to qualify.

D.

OPINIONS OF LOCAL FUND BOARDS ON PROPOSAL TO UTILIZE FIRST-CLASS VACCINATORS AND SUPERINTENDENTS OF VACCINATION AS REPORTING SANITARY OFFICERS.

BELLARY.—Bellary; does not consider any separate staff necessary as reporting sanitary officers. Approves suggestion, but remarks that none of the first-class vaccinators knows English. Ghooly; without giving any reason, considers proposed scheme unnecessary. Pennaconda; considers proposal unobjectionable; thinks suggested standard of qualification too high, because likely to cause increased expense; does not see any use in detailed information as to insanitary condition of villages, inasmuch as "there are no funds now, and as far as the Board can see never will be any, to admit of village-sanitation being taken thoroughly in hand." President (Mr. J. H. Master) approves but does not expect much advantage, no money being forthcoming.

CHINGLEPUT.—Chingleput; does not consider scheme feasible, involving extra expense without corresponding advantage. Would prefer to utilize Revenue Inspectors in the manner proposed. Sydapet; thinks that Tahsildars and Revenue Inspectors would make better sanitary officers.

COIMBATORE.—The Board concurs with the President (Mr. Wedderburn) in thinking that as "sanitation does not exist" except in municipal towns, it is useless to "report" on a state of things which requires no report but action; that reports from vaccinators would be waste paper besides taking up their time from their "legitimate duties to which it is difficult enough to make them attend;" that a probable excuse for short work would be that they were writing "sanitary reports;" that now the Superintendent can "exhort the inhabitants to be cleanly, but if they will not hear the Collector they are not likely to hear the Superintendent of Vaccination."

CUDDAPAH.—Cuddapah; considers the scheme a very good one, but the vaccinators insufficiently educated. Madanapully; disapproves; knows of the insanitary condition of its villages, but can do nothing for want of money; even if it had money, could do nothing for want of power to enforce sanitary measures; is not inclined to burthen vaccinators with additional work, when they do not perform their present duties satisfactorily.

GANJAM.—Chettipore; disapproves; thinks the vaccination staff is already an unpopular body, requiring careful watching, and that enlarging its powers would be mischievous and liable to abuse; is opposed to "any system of universal and inquisitorial interference with village-sanitation unless under responsible agency." Chicacole approves but would like details.

GODAVERY.—Cocanada; considers plan not feasible because vaccinators "are not always highly educated, certainly possess no special knowledge of sanitary matters, do not like their proper work," and would probably make sanitary reporting an excuse for neglecting it. Ellore approves; recommends that each taluq should have not less than two first-class vaccinators.

KISTNA.—Guntoor; is prepared to support the proposal in the main, believing that the present vaccination system is anything but satisfactory.

KURNOOL.—The Board disapproves finding that "the Revenue Inspectors usually supply the required information" regarding sanitation of villages.

MADURA.—Dindigul; approves through its Vice-President (Mr. Bliss), who would select Superintendents of Vaccination, not from first-class vaccinators, but from Hospital Assistants; and thinks legislation necessary to compel villagers to keep themselves clean. Madura does not object to Superintendents reporting, but is sufficiently aware of the insanitary condition of villages without reports, and desiderates doing "what every one knows to be necessary."

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MALABAR.—*Calicut*; thinks that "mere reporting will be of little use." *Tellicherry*; disapproves observing that "the existing village-establishment is the best suited for watching the sanitary condition of their charges, and that *** much valuable information will be lost by devolving the duty of reporting in such matters on others."

NILGIRIS.—The Board is not prepared to approve.

NELLORE.—The Board disapproves, because the duty of reporting would divert the vaccination staff "from its proper duties without corresponding practical advantage," and because information can easily be obtained and not money to carry out improvements.

NORTH ARCOT.—*Chittoor*; offers no opinion. *Vellore*; considers the plan "most unadvisable," because, if it were adopted, the special duties of vaccinators would "without doubt" be neglected. The President of the Boards (Mr. Whiteside) objects to "saddling" the Vaccination Department with extra duties of the kind suggested. "The duty of supervising and reporting on the sanitary condition of towns and villages forms part of the business of Tahsildars, Deputy Tahsildars, and Revenue Inspectors, who are continually travelling about the taluqs." Vaccinators are to "make themselves popular, to conciliate the people, and persuade them by judicious and kindly conversation and reasoning to have their children vaccinated; and this desirable result will assuredly not be attained if they are to be made use of to spy out the filthiness of the land and report privately against the villagers."

SALEM.—*Oosoor*; thinks the proposal not feasible and most undesirable, possessing some far better machinery, viz., the subordinate revenue officers. The Vaccination Department would neglect its more legitimate duties; its time is already fully occupied; the proposed qualifications are too high; supplies would be extorted "from ignorant villagers by threats of handing up their villages as in an insanitary state;" village Munsifs would be made subject to vaccinators. *Salem*; considers the present vaccinators insufficiently educated for the proposed duty; suggests that each taluq should have a third-class Hospital Assistant as Vaccinator and Sanitary Reporter, and a first-class Hospital Assistant as Superintendent of Vaccination and Sanitary Officer for each Circle; which arrangement would not cost more than the present one.

SOUTH ARCOT.—*Uddalore*; approves sanitary inspection but not by vaccinators. *Virdachelum*; approves the proposal if funds were available for sanitary purposes: dreads increased expenditure in carrying out the scheme.

SOUTH CANARA.—No reply was received from the Local Fund Board of this district.

TANJORE.—*Negapatam*; considers the proposal unnecessary. *Tanjore*; prefers the existing Revenue staff.

TINNEVELLY.—*Shermadevi*; disapproves, prefers to confine vaccinators to their present duties. *Tinnevelly* disapproves, as both impracticable and unadvisable; because the experiment of carrying on vaccination under members of Local Fund Board instead of Superintendents is being tried.

TRICHINOPOLY.—The Board approves; but think an elaborate course of instruction "as suggested" unnecessary.

VIZAGAPATAM.—The Board approves practically by ordering Superintendents to furnish monthly sanitary reports; thinks it unnecessary to employ first-class vaccinators in this way, three Superintendents being employed in the circle.

(Signed) H. KING, Surgeon-Major,
Ag. Sanitary Commissioner.

E.

PROPOSED ORGANIZATION of the VACCINATION DEPARTMENT.

The department will consist of an Inspector, Superintendents, Assistant Superintendents, first-class vaccinators, second-class vaccinators, and probationers.

2. The duties and responsibility of the Inspector remain unchanged. He will be expected to inspect every district once in two years at least, his headquarters being at Madras.

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3. The duties and qualifications of Superintendents and Assistant Superintendents will be the same. They will be selected by the Inspector from the grade of first-class vaccinators, due eight being, of course, given to the recommendation of the Local Fund Boards. The pay of Superintendents, of whom there will be at least one for each district (and one for Madras city), shall be not less than Rupees 60 *per mensem*, to which Local Fund Boards may add travelling batta, at the rate of Rupee 1 *per diem*.

4. In districts divided into two or more circles there will be a Superintendent for the circle in which the Collector's headquarters are fixed, while to the other circle or circles, either Superintendents or Assistant Superintendents may, at the discretion of the Boards be appointed. The pay of this grade will be not less than Rupees 40 *per mensem*, with travelling batta at Rupee 1 *per diem* if the Board thinks fit.

5. The duties of these officers, so far as the Vaccination Department is concerned, will be such as are now performed by Superintendents. Their supervision will extend over all municipal towns within their circles, the Commissions paying part of their salaries in proportion to the population of the town as compared with that of the circle, and also such share of travelling batta may be incurred by inspection of the town.

6. Before promotion to the grade of Superintendent or Assistant Superintendent, first-class vaccinators must have attended a hospital for six months and passed an examination oral and written in selected portions of the *Madras Manual of Hygiene* (unless the candidate has attended a course of lectures on Hygiene in the Madras Medical College conducted either by the Civil Medical Officer, the Inspector of Vaccination, or the Sanitary Commissioner (as may be most convenient)); the subjects and nature of examination being prescribed by the last-named officer.

7. It will be the duty of Superintendents and Assistant Superintendents to receive the quarterly sanitary notes of the first-class vaccinators, and to transmit them to the Sanitary Commissioner with any remarks, comments, suggestions, and additional information which it may be in their power to supply.

8. First-class Vaccinators will be appointed by Local Fund Boards and Municipalities in numbers not less than one for each taluq and municipal town, the appointment being immediately reported to the Inspector of Vaccination. They will always, when possible, be chosen from the grade below; their pay will be not less than Rupees 15 *per mensem*, with travelling batta at Annas 8 *per diem*, if the Board finds it necessary or desirable. Each will reside in his taluq or town and vaccinate at least fifty cases monthly. Failure in the latter respect will be punished by warning, fine, or dismissal at the discretion of the employing Board. He will receive extra pay, at the rate of Annas 2 per case, for all successful operations in excess of 100 in any month.

9. Vaccination will always be the primary duty of vaccinators, but in addition to this each first-class vaccinator under a Local Fund Board will make rough notes of the sanitary condition of the villages in which he works, and forward them quarterly to his Superintendent or Assistant Superintendent. The points to which his attention should be directed will be indicated by the Sanitary Commissioner. Vaccinators in municipal towns will not be called upon to furnish sanitary notes.

10. First-class vaccinators must be able to read and write both English and the Vernacular of their respective districts sufficiently well to qualify them for their duties, in the opinion of the President of the appointing Local Fund Board or Municipality. They must pass an examination conducted by Civil Medical Officer, Inspector of Vaccination, or Sanitary Commissioner in the Rules and Orders of the Vaccination Department, in Dr. Short's *Manual of Vaccination*, and in Dhanakoti Raju's *Elements of Hygiene*.

11. Second-class Vaccinators will be appointed by Local Fund Boards and Municipalities in numbers adapted to their needs. Their duties as vaccinators will be the same as those of the grade above, and no sanitary reports will be required from them. Their pay will be not less than Rupees 10 *per mensem* with travelling batta, if allowed by their Boards, at 4 Annas *per diem*. Their employers will allow them Annas 2 for each successful operation in excess of 100 performed in any month.

C

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12. *Probationers*, appointed by Local Fund Boards or Municipalities, must be able to read and write English and the Vernacular of their district. They must have studied the practice of vaccination for not less than three months under the immediate observation and instruction of a Superintendent or Assistant Superintendent of Vaccination. Being recommended by him as fit for employment. A probationer may be appointed to act as second-class vaccinator, on the full pay of the grade, until admitted into the department, by the Inspector after examination into his qualifications, held either at the Head Office in Madras or during his inspection of the district in which the probationer is serving. His pay will be not less than Rupees 5 *per mensem*, with travelling allowance of Annas 4 *per diem*, while accompanying the Superintendent during the course of instruction.

13. The adoption of these rules is not to justify the reduction of the pay of any one now in the Vaccination Department until one year has elapsed. Superintendents, Assistant Superintendents, and first-class vaccinators, who have not passed the qualifying examinations in Hygiene before the close of a year, will be placed on minimum rates of pay. No person who has not so passed will be called upon to furnish sanitary reports.

(Signed) H. KING, Surgeon-Major,
Ag. Sanitary Commissioner.

F.

Dr. SHORTT'S VIEWS on Surgeon-Major H. KING'S proposed REARRANGEMENT of the Vaccination Department.

*** I approve of it generally with the following exceptions:—The difficulty we have had is the inadequate salary paid to Superintendents and Vaccinators. The *batta* is good; and I think the present rate of payment, Rupees 70 to Superintendents, 50 Rupees to Assistant Superintendents, and Rupees 18 to first-class vaccinators, should stand, and with the proposed *batta* for each grade will make their salaries good. They have great difficulties to undergo by constant travels, and frequently have to take their supplies with them from village to village. Desertions in the department still continue from this cause; whereas if like municipal vaccinators they are permanently located in a town or cantonment there will be little cause for complaint, and their beat will in most instances exceed a hundred miles, and they must be fairly paid to work with contentment.

"It should be the second-class Vaccinators who should qualify in Hygiene, and on their qualification should depend advancement to the first-class. Second-class vaccinators may be required to attend the Medical College for six months to qualify, at the same time whilst attending College they can qualify in Vaccination also. They can obtain the necessary certificates of qualification in Hygiene at the Medical College, and Vaccination at the Vaccine Depot. All reports, &c., from vaccinators, &c., should be sent to the Sanitary Commissioner through the Inspector. Passed second-class vaccinators only to be advanced to the grade of first class; and Superintendents may be selected from the general body, or from those comprising the staff of each district.

"The minimum number of vaccinators should be left to the Local Fund Board to fix. In some districts it will be impossible to get fifty operations, in others two or three hundred might be secured by due exertions on the part of vaccinators.

"All communications on sanitation from, and to, the Sanitary Commissioner should pass through the Inspector."

No. 87.

Referred to the Surgeon-General, Indian Medical Department, for his opinion.
FORT ST. GEORGE,
19th January 1876.

(Signed) W. HUDLESTON,
Chief Secretary.

*Proceedings of the Madras Government, Financial Department,
23th July 1876. No. 1346.*

No. 200. From Surgeon-General E. G. BALFOUR, Surgeon-General, Indian Medical Department, Fort St. George, to the Hon. W. HUDLESTON, Chief Secretary to Government, Fort St. George, dated 15th February, 1876, No. 88.

Order, No. 87, of the 19th ultimo, referred, for my opinion, a scheme put forward by the Acting Sanitary Commissioner for the establishment of a Public Health Service in the Madras Presidency, to carry out which he proposes that the chief offices in the Vaccine Department be reconstructed, and that their holders and all Medical officers in civil employ be required to keep sanitary diaries, and to furnish to the Sanitary Commissioner quarterly sanitary reports on their respective districts and towns.

2. The Acting Sanitary Commissioner does not in his letter allude to the fact of this important subject having been very fully before Government with the Proceedings of the Revenue Board, and the Minutes of the Right Hon. Lord Napier, the Hon. Mr. Ellis, and the Hon. Mr. Arbuthnot; nor does he notice that it was discussed in all its bearings with a full knowledge of the state of the country, its wants, and capabilities. It is necessary to mention this here because all the recommendations now made by the Acting Sanitary Commissioner are at variance with the evidence formerly obtained, and I am satisfied that his scheme would not only be not workable, but would injure alike the Vaccine and Medical Departments, both of which are now doing good service to the country.

3. Also, in a circular memorandum of the 17th July last, sent out by the Acting Sanitary Commissioner, he asked the opinion of each Municipality and Local Fund Board as to the feasibility of reorganizing the Vaccine Department, giving them a higher education, and utilizing Superintendents of Vaccination and first-class Vaccinators as reporting officers; and he now mentions, as the result of that reference, that of the thirty-one circles only five approved of his proposal, the others characterising it as "unnecessary," "not feasible," "unadvisable," "impracticable," "useless," "injurious," "mischievous," &c.

4. And now, without again referring to the Municipalities or Boards, he submits direct to Government a scheme which bears no resemblance to that sketched in his circular memorandum of the 17th July last, but putting the Vaccine Establishment greatly aside, he proposes that Superintendents of Vaccination and first-class Vaccinators, and all Medical officers of all grades now in civil employ, Civil and Zillah Surgeons, Medical officers in charge of Municipal and Local Fund Board Hospitals and Dispensaries, Medical subordinates attached to Collectors and Assistant Collectors, to Revenue Surveys, Revenue Settlements and similar departments be employed as parts of a Public Health Department under the Sanitary Commissioner to keep diaries for the Sanitary Commissioner's information, and make quarterly sanitary reports to him.

5. Of this scheme of the Acting Sanitary Commissioner, I have the honor to remark on the proposition affecting the vaccinators at present on the establishment that the terms in which the Municipalities and Local Fund Boards have characterized it are strictly applicable to it, seeing that his proposal requires that, besides

having an acquaintance with a vernacular tongue, each of the Vaccination officers should be able to read and write English, which many of them cannot do, should also have attended hospitals for six months or a year, and have passed oral and written examinations in Hygiene, to all of which they have yet to be trained; such a scheme is certainly not applicable to the Vaccine Department as at present constituted.

6. As affecting the Medical Department, his proposal to make its members reporters to him would entail on them a duty opposed to their interests as Medical men and altogether incompatible with their position as advisers of the Municipal Commissions and Local Fund Boards, of which they are usually members. The effort to carry out this proposal would entail on the Civil Medical Officer of the Municipality the irreconcilable duties of advising the respective Boards, and at the same time reporting to the Sanitary Commissioner all connected with those Boards' proceedings. The fact of any Medical officer, a member of, or in direct relation with, a Municipality or Board, being obliged to chronicle all sanitary defects in a diary for submission to a distant official possessing no knowledge of the locality or condition of the people must often prove a sure source of irritation, and militate against the interests and success of those most useful institutions, the village-dispensaries. Also, there are at present fifty-five Medical officers attached to Revenue Officers' Establishments and travelling everywhere with the establishments of Collectors responsible for the condition of their respective districts, and he would be a singularly-constituted Collector who could regard with indifference the Medical officer of his establishment reporting the defects of his district to a distant official, instead of at once bringing them to notice with the view of a suitable remedy being immediately applied; and when the remedy is applied there could be no occasion for any report to the Sanitary Commissioner, or any one else.

7. I may mention that in extending medical aid in this country by opening new dispensaries, the great, I might say, the only difficulty, which has presented itself in the past three years has arisen from the difference of opinion regarding sanitation that have prevailed between all ranks of Medical officers and the Municipal Commissioners and Local Fund Boards, and such differences could only become embittered by the Medical officer, while sitting on the Municipal and Local Fund Board, reporting to the Sanitary Commissioner the Board's imperfections. This point has been prominently placed before the authorities in England

in carrying out the Public Health Act of 1869, 5th July, page 3, paragraphs, 14-25. but whatever view be taken on that point, I am satisfied that to carry out the Acting Sanitary Commissioner's proposition and order diaries and periodical sanitary reports to be sent to him from all Civil and Zillah Surgeons, from all Civil Medical Officers in independent charge of Civil Hospitals and Dispensaries, and from all in medical charge of the establishments of Collectorates and Revenue and other surveys is not the particular change now needed as regards the Sanitary Commissioner's duties, and could only result in irremediable injury to the Medical Establishment and the people of the country. It is unadvisable that any duty should be imposed on Medical officers for which they should not be directly responsible to the Head of the Medical Department. To place them under two heads, as is proposed by the Acting Sanitary Commissioner, would inevitably lead to collision. Already, as will be observed, while only as yet submitting his scheme,

Return to House of Commons, 7th April 1873, paragraph 31. 1872, and every Medical officer of Health there is required not to be a practitioner seeing "that a zealous discharge of his duties may hinder rather than aid him in extending his private practice."

8. Also, it would be highly injurious to the best interests of this country to have any one overriding, or in a position to override, the Collector, and Government have most carefully protected the dignity of the Chief Officers of districts by appointing them Presidents of the Municipalities and Local Fund Boards of their respective provinces. Lord Napier, writing in 1868 on this point, thought that the institution "of active influential agencies in the provinces obeying central impulse

and authority and independent of the Collector is to be deprecated." In His Excellency Lord Napier's opinion the proper sanitary officer of a district was its Chief Revenue Officer, and he looked "forward to the time when the Sanitary Commission at Madras might be dispensed with," and "far from aiming at the development of a distinct sanitary service, he would aim at its absorption and identify it with the general administration." At another place His Excellency remarks that "the creation of a new Administrative Department centralized at Madras would I think be an error. It would be conducted without sufficient local intelligence, and it would tend to diminish the authority of the District Magistrate, in whom the people ought to respect the impersonification of superior power." The Hon. Mr. Arbuthnot, also, writing in 1869, agreed generally in the view expressed by "His Excellency the Governor and especially in that part of it which dwells on the importance of placing the sanitary arrangements, like the other administration of each district, under the Collector aided by a Health Officer." The Hon. Mr. Ellis, also, in proposing a Public Health Department with an Inspector-General, Inspectors, and local Health Officers, did not put forward the idea that they should be medical men engaged in the practice of their profession. But how completely the Acting Sanitary Commissioner proposes to put aside all the chiefs of the districts, the Commissioners of Municipalities and Local Fund Boards, will be seen from his paragraph 12, where he requires that the Civil and Zillah Surgeons "shall hereafter receive quarterly reports from the others of less rank and forward them to the Commissioner either as they are received or in abstract, adding any comments or remarks which they think desirable, and any further information upon the condition of the villages reported on which they may have obtained by personal inspection."

9. I am unable to commend the Acting Sanitary Commissioner's proposals. I have been of opinion that any extension of the sanitary arrangements for this Presidency should be carried out in the manner indicated by the Minutes of the Members of Government which I have noted above, and already the time to do so has seemed to me to have come. As the Hon. Mr. Ellis observed there must ever be some officer in direct communication with Government; but instead of further centralizing, as proposed by the Acting Sanitary Commissioner, the change from the present system needed to be earliest carried out is the establishment of the four Inspecting Districts Mr Ellis proposed. The time to do so has already come;

1869, 5th July, page 3, paragraphs, 14-25. but whatever view be taken on that point, I am satisfied that to carry out the Acting Sanitary Commissioner's proposition and order diaries and periodical sanitary reports to be sent to him from all Civil and Zillah Surgeons, from all Civil Medical Officers in independent charge of Civil Hospitals and Dispensaries, and from all in medical charge of the establishments of Collectorates and Revenue and other surveys is not the particular change now needed as regards the Sanitary Commissioner's duties, and could only result in irremediable injury to the Medical Establishment and the people of the country. It is unadvisable that any duty should be imposed on Medical officers for which they should not be directly responsible to the Head of the Medical Department. To place them under two heads, as is proposed by the Acting Sanitary Commissioner, would inevitably lead to collision. Already, as will be observed, while only as yet submitting his scheme,

the Acting Sanitary Commissioner in paragraph 13 recommends a great change in the constitution and working of the Medical Department, when he advises that Civil and Zillah Surgeons should be constituted Inspectors of Dispensaries and Hospitals, in order to save what he designates "the enormous waste of power involved in annual inspections of remote and petty medical institutions by administrative officers of high rank." As this is a subject of which the Acting Sanitary Commissioner has no personal experience, and as in the circumstances of my service as a Deputy Surgeon-General I have inspected over a wider extent of India than any Deputy Surgeon-General ever before has seen in his capacity as an Inspecting Administrative Officer, I may submit my opinion that in this country, alike for the hospitals, their officers, and the community, under no circumstances should the inspection of hospitals ever be relaxed, and the more remote they are from ordinary supervision, the more carefully should they be inspected.

10. I would also add that Deputy Surgeons-General are the chief sanitary officers of their circles, traversing them once, or oftener, every year, and reporting on all that comes under their observation; and I would say supplement their inspections to any extent that may be possible, but never let that supplement displace the personal examination of the Deputy Surgeon-General. This subject has already been very fully considered by Government, to which the Acting Sanitary Commissioner does not allude.

1873, 12th May, G.O., No. 631.

No. 201. From Surgeon-Major H. KING, M.A., M.B., Acting Sanitary Commissioner for Madras, to the Hon. W. HUDLESTON, Chief Secretary to Government, Fort Saint George, dated Madras, 21st February 1876, No. 300.

In continuance of my letter, No. 30, of the 18th January 1876, I have the honor to enclose extracts from the Report of the Inspector of Vaccination for January which show that officer's experience of the working of his department under the present conditions. The points to which I desire especially to draw the attention of Government are (1) the failure of the system of payment of vaccinators by results; (2) the need of tests, physical and educational, to prevent the employment of improper men as vaccinators; (3) the necessity for the grade of Superintendents.

EXTRACTS from the REPORT of the INSPECTOR of VACCINATION of his PROCEEDINGS for the Month of January 1876.

In my opinion the result of the transfer of the Superintendent and Vaccinators to the Local Fund Board in this district (Trichinopoly) is a sad mistake; this I say after the experience of a year, and the work has evidently retrograded to what it had been before the reorganization eleven years ago. The vaccinators who have been recently entertained and were to have been paid by results with a fixed salary of 7 Rupees per month have done nothing whatever to claim payment by result; they have simply operated on a few cases and obtained their monthly salaries and are clamorous against the system and ask for more pay, stating that it is impossible to make a living by the result system; as a class these men are a very inferior body of men when compared with the previous staff of vaccinators.

Municipal Vaccinators.—Here again the result system has proved an utter failure, and these men (three vaccinators) are also asking to be reinstated on the former footing.

Another and very material difficulty with the result system is to find proper means for checking the work paid by results. From the want of effective supervision the vaccinators scamp their work by raising one or two vesicles only and demanding payment for the same. In all such instances no payment should be made unless the full complement of six vesicles are raised, and when only half the number, or three vesicles are produced, half the amount stipulated should be paid, and no payment whatever made when only one or two vesicles are raised; this would induce the vaccinators to give more attention to their work, and thus secure the full complement of six vesicles in every case they operate on. The result system has been a complete failure here also, and the sooner the old system of paying monthly salaries is reverted to the better.

Here also (Madura) not only have an inferior class of men been entertained as vaccinators, but some of them have been advanced over the heads of seniors and better-qualified men to the post of first-class vaccinators by the Local Fund Boards.

Municipal Vaccinators.—Three vaccinators are employed in this Municipality, partly by results and partly by fixed salary (5 Rupees a-month).

These vaccinators are a very inferior class of men, they could not write their own language correctly, and one could not write at all. They are small, uncouth, and dirty looking, one of them was suffering from heart disease, and was quite unfit for the work.

The result system has not proved satisfactory here either, and the inspection of the work is left to some of the Municipal Overseers, and the same seems to be scamped over. This town would make a good field for one or two intelligent female vaccinators; the result system will have to be given up and fixed salaries paid, should the Municipality wish to employ females.

On the 24th I left Madura for Tinnevely, and although I had written to the President of Local Fund Boards, asking that some one might be deputed to give me all the necessary information as regards vaccination, as there were no Vaccination Superintendents in the district, no one met me, and I had some difficulty in finding the municipal vaccinator.

A very great mistake has been made in this district in doing away with the services of the two Superintendents of Vaccination, and employing a vaccinator or writer on 15 Rupees a-month in their places to compile the vaccine returns. Is this economy? The work has already retrograded, the vaccinators are left to the care of the Revenue officials who care little and know less of vaccination, and which many of them do not appreciate, and the work has descended as in days of old to the village Talliar to inspect and report. I would earnestly urge that these Superintendents be immediately reinstated. I cannot but regret so great a mistake being made, and the men who were experienced in the work are now lost to the district, as they have been provided for elsewhere.

No. 202.

ORDER THEREON, 28th July 1876, No. 1346.

The Government has within the last ten years received several reports on sanitary requirements, and proposals more or less complete have at different times been made for a Sanitary Inspecting Agency. It has been found necessary to put aside all these proposals. It has been demonstrated that without a large outlay inferior agency only can be secured for the purpose required, and it has been held that a Health Department so administered would serve no useful purpose and would perhaps create hostility to the improvement which it was designed to promote. The Acting Sanitary Commissioner now brings forward a plan under which, without incurring additional expense, it is proposed to utilize for sanitary service different members of the Medical and Vaccination Departments. His Grace the Governor in Council has given this scheme his attentive consideration, but regrets

that he is unable to sanction its adoption. The objections raised by the Surgeon General to the utilization of the services of superior Medical officers in civil employ appear to His Grace the Governor in Council to be valid. The same objections do not apply in the case of the Vaccination Department, but it would appear to be undesirable to impose extraneous duties upon members of a service hardly yet organized. The only part of the proposals regarding a Health Department which His Grace the Governor in Council is prepared at present to approve is that which provides for the utilization of the subordinate medical agency attached to Collectors' establishments and to those of the Revenue Settlement, Revenue Survey, and Geological Survey. The Medical subordinates thus engaged may as a tentative measure prepare reports on the sanitary condition of the places they visit, in a prescribed form and on subjects previously defined; such reports to be forwarded to the Sanitary Commissioner through the officer on whom the Medical subordinates are in attendance, and to bear his counter-signature, and if necessary his remarks.

2. To the proposals regarding the establishment and emoluments of the Vaccine Department now under the control of the Sanitary Commission there is no objection to be made. The establishment is to consist of an Inspector, Superintendents, Assistant Superintendents, first-class Vaccinators, second-class Vaccinators, and Probationers; all, from Superintendent downwards, to be allotted in due proportion to Local Fund Circles and Municipalities. The Inspector is appointed by Government, and it is proposed that this officer should select the Superintendents and Assistant Superintendents. Such an arrangement is entirely approved, and it is desirable that it should be clearly laid down that not only the appointment but also the firing and dismissal of these subordinates rests with the Inspector. Owing to the large extent of territory over which the Inspector travels, he can only as a rule inspect a district once in two years; and it is of the highest importance that the Superintendents and Assistant Superintendents on whom he must rely for his current knowledge of what is occurring in the districts should be officers of his own selection and distinctly under his authority.

3. The Sanitary Commissioner is requested to revise the proposals contained in Appendix E to his letter, dated 18th January 1876, to put them into the form of rules for publication, and to exclude such portions as relate to an examination in Hygiene and to the utilization of Vaccine officers for sanitary service. In Section 3 the words from "due weight" down to "Boards" may be omitted. It does not appear from paragraph 11 what qualification is to be required for second class vaccinators.

(True Extract.)

To the Sanitary Commissioner.
,, the Surgeon-General, Indian Medical Department.
,, the Board of Revenue.
,, the Revenue Department.
,, all Presidents of Municipalities.
,, the Accountant-General.

Ed. J. Wright.

Chief Secretary.

delivered at 11/25/76

MADRAS RECORD OFFICE

GOVERNMENT OF MADRAS

Ch 3352
Revenue 1900
 Govt. of 118761 *Madras*
 FINANCIAL.

To
 THE SANITARY COMMISSIONER,
 Do. Do. Do.

Dated 3 July 1876
 Issued 4/18
 Recd. 19 Aug 1876
 G.O., 28th July 1876, No. 1316.

JULY.
 Nos. 199-202.

Medical-Sanitary—Orders passed on certain papers respecting a scheme to establish a Public Health Service in the Madras Presidency.

Ch 1940
1900 August 1876