Remarks by the Medical Officer of Health, Glasgow, on 'Report by Kilwinning Local Authority to the Board of Supervision', in reference to outbreak of enteric fever in Glasgow, and the sanitary condition of dairy farms.

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REMARKS

BY THE

MEDICAL OFFICER OF HEALTH, GLASGOW,

ON

"REPORT BY KILWINNING LOCAL AUTHORITY
TO THE BOARD OF SUPERVISION,"

IN REFERENCE TO

OUTBREAK OF ENTERIC FEVER IN GLASGOW,

AND THE

SANITARY CONDITION OF DAIRY FARMS.

2nd February, 1896.

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EMARKS BY THE MEDICAL OFFICER OF HEALTH, GLASGOW, ON "REPORT BY KILWINNING LOCAL AUTHORITY TO THE BOARD OF SUPERVISION," IN REFERENCE TO OUTBREAK OF ENTERIC FEVER IN GLASGOW, AND THE SANITARY CONDITION OF DAIRY FARMS.

This report is without date, but seems to have been forwarded the Board of Supervision on 29th December last. It is a reply to Report on Outbreak of Enteric Fever in Glasgow Hospitals in Igust, 1884, dated 18th September following. You have remitted to me for my remarks, and in reviewing it I shall avail myself letters signed by Dr. A. Milroy, Kilwinning, and reports of eetings of the Local Authority of Kilwinning, published in the rine Herald.

My Report may, for convenience of discussion, be divided into parts.

(1) A narrative of the facts of the outbreak of fever in Glasgow, the an argument based thereon, tracing its origin to milk from district of the Local Authority of Kilwinning. The relative tion of the Kilwinning reply is to this effect:—

There is now no doubt whatever that the domestic supply of ter of South Fergushill Farm is impure and may be dangerous, the Local Authority were not, until recently, aware of the t. The position of the well is less doubtful than that of the jority of wells used for the domestic supply of farm-houses oughout the country. * * * The water in the well, hower, being bad, the Local Authority are not prepared directly to pute that it may possibly have been the cause of the outbreak of eric fever in Glasgow during the last days of August, 1884, seeing t a servant girl at South Fergushill betrayed the first symptoms that disease on 2nd September following. At the same time,



while admitting this, the Local Authority regret that Dr. Russell's report is, in several respects, unfair and inaccurate."

I have nothing to remark on this except that the servant girl "betrayed the first symptoms of the disease" on 23rd August, not on 2nd September, which was the date of Dr. Milroy's first visit. The only statement in this part of my report which an attempt is made to prove "unfair and inaccurate" concerns the two burns of which the cattle on South Fergushill farm drank. Dr. Clark reported in each case that he was "not prepared to say that it is "unfit for cattle;" but I state that the burns were in flood when the samples were taken, and add "Dr. Clarke's analyses, therefore, "give no idea of the state of things during dry weather, as to which "there is a concurrence of local testimony." I quote the paragraph from the reply, which refers to these facts, and leave you to judge against whom a charge of unfairness and inaccuracy may be justly brought.

"Dr. Russell's report contains long letters and certificates regarding the state of the burn, and an analysis of the water is given which proves that after the filtered sewage had gone into the burn the water was not unwholesome for cattle, and that therefore all this part of the report is quite irrelevant.

"It is not known to the Local Authority that fair water, such as "the analysis shows this burn to contain, has any effect in producing "enteric fever although cattle drink it. So anxious, however, are "the colliery proprietors to improve the Sanitary state of Fergushill "that they have, at considerable expense, carried the sewage in pipes "past Mr. Kirkhope's farm to the river Lugton, and he can in "future have no ground of complaint on that score."

(2) The other half of my Report consists of a statement of facts observed by myself and ascertained on local evidence which is given in extenso, and is mainly contained in the farmer's letter regarding the sanitary condition of the farm of South Fergushill and the villages of Fergushill and Bensley, and an argument therefrom that the Local Authority of Kilwinning had been guilty of gross neglect of their statutory duties.

This is the portion of my report which is most vigorously attacked. It is admitted, as we have seen, that the farm well is "impure and may be dangerous." It is denied that the water in the burns from which the cattle drink is unfit for that purpose, but on the disingenuous ground pointed out above. In the report

of Dr. Stevenson Macadam it is admitted that the wells of the villages are "much polluted and decidedly unwholesome, and should not be employed for drinking or the making of food." The only remaining statement under this head in my report is in these words:—

"The population of Fergushill is 537, of Bensley 318. There "have been, during the last two years, over 100 cases of enteric "fever in these villages. It is the usual fate of every new comer to "have this 'fever of the place.' From a return furnished by the "local Registrar I find that since 1st January, 1883, there have been "5 deaths from 'gastric' or 'enteric' fever. Of these 4 were in "1883, which gives a death rate of 4.67 per 1,000, that of Glasgow "for the same year being 0.3."

What has the Local Authority to say to these specific allegations? The deaths, of course, could not be denied. They are passed over without reference. The 100 cases might have been questioned (though the 5 deaths must carry with them about that number of non-fatal cases), but they are disposed of in the following paragraph:—"The Local Authority and their Medical Officer were "aware that cases of enteric fever were occurring now and again "throughout the parish, such sporadic cases, as would appear from "the report, to occur even in Glasgow, but they were not aware that "the disease had become epidemic." This is the sum of the Kilwinning defence-"We did not know"; the wells were poisonous and the fever was there, but "we did not know." Let us give the Local Authority the full benefit of the excuse, and what does it amount to? Only to this, that enteric fever may be epidemic for two years within their jurisdiction and cause numerous deaths, and yet not attract their attention. But is this ignorance excusable? Information as to the deaths was accessible to the Local Authority in the Registrar's books, into which every competent Sanitary Inspector will look from day to day for such information. If a house to house visitation had been made after the first death, the condition of these villages would have been discovered in the autumn of 1883. Still further, was this ignorance not wilful—the ignorance of the man who neglects the opportunity of knowing? I stated that "the condition of this district of the rural parish of Kil-"winning is a matter of public notoriety. The villagers, the doctors, "the farmers-everybody is alive to it. I was shown letters in the "Irvine Herald about it. The Local Authority and the landlord

" alone are indifferent to it." This part of my report has given rise to an internecine war in the parish of Kilwinning, waged in public by correspondence and debate at the meetings of the Local Authority, which I have followed closely, and, in view of the fresh evidence thus obtained, I reiterate every word of my statement. It must be explained that the Local Authority and Parochial Board are the same body; their Clerk is the same person; their Medical Officer is the same person; the Inspector of Poor of the parish is the same person as the Clerk of the Local Authority; the Sanitary Inspector seems to hold but the one office. This affords the key to the bewildering jugglery of information and responsibility which is displayed in this controversy. It is proved, for example, that the Inspector of Poor in October, 1883, gave relief to a young woman in Bensley, domiciled in a house in which several cases of fever lay at the time the case was investigated; that the Parochial Surgeon, while examining this pauper, had his attention directed to those cases of fever; that in July, 1884, the Inspector of Poor gave out-door relief to a widow in Fergushill, who was made such by the fever. Yet the Clerk to the Local Authority and the Medical Officer of Health did not know of the existence of fever in these villages! But the difficulty of getting at the Local Authority with information does not end with this duality of function of their servants, which prevents one knowing in what capacity they may be existing at the precise moment when they receive notice of or observe a fact. It is obvious that at Kilwinning information given to an official is not information given to the Local Authority. For example, the reply states—"It may be "mentioned that Mr. Kirkhope never complained to the Local " Authority regarding the state of the burn. He met the Sanitary " Inspector and Clerk at a school examination, and wanted them " to look at the burn." So that you may get a sanitary complaint lodged in that portion of the brain of the official which is devoted to the Local Authority; but, still, that is not a complaint to the Local Authority—it must be engrossed on foolscap, and addressed to that body in due form.

I have gone into these details of criticism to show you into what trifling the necessities of defence have driven the Local Authority of Kilwinning. The fact which condemns them is that fever was epidemic for two years in these villages and they did nothing because, they say, they did not know.

We pass on to a wider view of this affair, opened up in these words of my report: - "There could be no more glaring proof of the hollow farce of rural sanitary administration in Scotland than we obtain by looking, from this state of things in the parish of Kilwinning, back upon the circulars issued by the Board of Supervision specifically upon the sanitary inspection of farms, beginning with 25th November, 1875, and ending no further gone than 27th August, 1884." When I spoke of "this state of things in the parish of Kilwinning," I had in view only that portion in the neighbourhood of Fergushill, but the first effect of my report was to induce the Local Authority to appoint a sub-committee "to visit every farm within their jurisdiction licensed to sell milk, for the purpose of ascertaining the nature of the water supply, and to enforce, where necessary, all directions and regulations issued by the Board of Supervision applicable thereto." On 24th December, 1884, they submitted a report, the grave interest of which to the inhabitants of towns can hardly be exaggerated. They had inspected about 70 farms. They selected samples of water from 9 wells which, "judging from their situation and surroundings, must be unwholesome and unfit for dietetic purposes." These they sent to Dr. Stevenson Macadam, who confirmed their worst suspicions. The details of the inspection of each farm are fully given in an appendix to the reply. They form most unpleasant reading, and amply justify the general conclusion of the subcommittee, which is this:--"After this analysis, it appears to the Committee that the large majority of the water supplies of the dairies visited could not be free from suspicion." They add the comforting assurance that "the well-supply of dairies within the jurisdiction of the Local Authority of Kilwinning is in no worse condition than that of other parishes beyond it, some of which they were called upon to inspect in consequence of their milk being sent into and consumed in this parish." Such being their candid description of the dairy farms, it is somewhat alarming to find that their conception of their own personal duty in the matter permits them to speak of the prospective work of procuring a good water supply, as entailing "not only an extra expense, but a great amount of unnecessary trouble and annoyance," language which milk consumers may well characterize as unbecoming, when applied to matters so closely affecting their health and lives.

There is an air of unconscious fidelity about this sub-committee's

report which can scarcely be accounted for, except on the supposition that its compilers fancied that it exhibited a state of things for which some other body was responsible. The County adminstration of the Dairies, Cowsheds, and Milk-shops Order seems to be as great a farce as the parochial adminstration of the Public Health Act in this part of Ayrshire. These were "licensed dairies," licensed by the Commissioners of Supply acting under the Privy Council Order, of which the 6th clause runs thus:—

"It shall not be lawful for any person following the trade of "cow-keeper or dairyman to occupy as a dairy or cow-shed any "building, whether so occupied at the making of this order or not, "if, and as long as the lighting, and the ventilation, including air"space, and the cleansing, drainage, and water supply thereof are "not such as are necessary or proper—

- "(a) for the health and good condition of the cattle therein; and
- "(b) for the cleanliness of milk vessels used therein for containing "milk for sale; and
- "(c) for the protection of the milk therein against infection and "contamination."

Probably the minute faithfulness of the Kilwinning sub-committee's account of those licensed dairies arises from a notion that the County authorities are mainly to blame, and ought, as they suggest, not to have licensed them; but while they might decline to license, on the ground of defective water-supply, the Public Health authority alone can directly compel a pure water-supply, as well as other necessary conditions of health. It is primarily not a question of dairies and cows, but of dwelling-houses and human Apart entirely from milk contamination, the sanitary condition of the farms and villages in this Parish, as described by themselves, is a disgrace to the Local Authority. The milk merely gives a wider interest to those conditions by extending their baleful influence, which is primarily local, so as to involve all milk consumers and especially the inhabitants of towns. It is well for the rural population that it is so, because, otherwise, we should never have had this graphic account of the Parish of Kilwinning, the wells would never have been analyzed, and never shut up.

I had concluded in these words my observations on the reply of the Kilwinning Local Authority, when I received a copy of the *Irvine Herald* of 17th January, containing a report of the proceedings at a meeting of the Local Authority on the 12th

January, at which, the finding of the Board of Supervision on the facts as contained in my Report, and the Kilwinning reply was read in a letter dated 9th January. The opinion there expressed on the past conduct of the Kilwinning Local Authority seems so extraordinary that before quoting it I shall briefly rehearse the facts which have led up to it, so that every one may judge whether the premises justify the conclusion:—

- 1. Circular letter dated 25th November, 1875, headed—"Public Health Act—Distribution of Milk from Infected Premises" which enjoins that "all such Dairies and Farms, together with their "steadings and other surrounding circumstances, should be carefully "inspected from time to time with reference to their water-supply "and their general sanitary arrangements, such as the arrange-"ments as to washing-houses and disposal of excrement, and the "position of midden-steads."
- 2. Circular letter, dated 20th February, 1879, directing attention to the "Order in Council relating to Dairies, Cowsheds, "and Milk-shops." The Board requests the Local Authority to "instruct their Sanitary Inspectors and Medical Officers to direct "their special attention from time to time to those premises "within their district to which the order applies, and to report all contraventions of the order to the Local Authority under the "Contagious Diseases (Animals) Act of the County or Burgh, as "the case may be (who are responsible for the execution of the "Order), as well as to themselves."
- 3. Circulars dated 26th July, 1883, and repeated 28th July, 1884, issued in prospect of cholera, under an order of the Privy Council, article V. of which enjoins the analysis of water supply "in any case in which there is any doubt as to the wholesomeness of water used by the inhabitants as a beverage, or for dietetic purposes."
- 4. Special Circular, dated 27th August, 1884, stating that "the "provisions of Article V. of the Directions and Regulations issued "on the 28th day of July, 1884, shall extend to, and include "water used in cow-houses, dairies, and milk-shops, either by "milch cows or for the purpose of washing and cleansing vessels "intended to contain milk, or for any other purpose connected "therewith."

- 5. The Fever broke out in the Hospitals in Glasgow in the end of August, 1884. My report proving that the water-supply of the dairy farm of South Fergushill, being water used both by the milch cows and for all other purposes, was impure, was issued on 18th September.
- 6. On 3rd October the Kilwinning Local Authority appointed a sub-committee to make the inspections of dairy farms, which had been enjoined upon them by the Board of Supervision from time to time since 1875.
- 7. The result was the detailed report submitted 24th December, 1884, which, in the Committee's own words, showed "that the "large majority of the water supplies of the dairies visited could "not be free from suspicion;" and that "not only the water-" supply but the sanitary arrangements of many dairies were such "as called for serious attention."
- 8. The opinion of the Board of Supervision on these facts is conveyed to the Clerk to the Local Authority of Kilwinning under date 9th January last in the following letter:—

"Board of Supervision, "Edinburgh, 9th January, 1885.

"Sir,—I have submitted your letters of 29th ultimo and 5th instant to the Board of Supervision, and I am directed to inform you that the Board have transmitted a copy of your communication of 29th December to the Local Authority of Glasgow, and have forwarded two copies of the printed report to the Privy Council for such action as they may think proper with regard to the Local Authority under the Contagious Diseases (Animals) Act for the County of Ayr.

"The Board have also called upon the Local Authority of "Irvine to state what they have done in consequence of the "analysis of the Irvine Gravitation Water, which has been com-

" municated to them by the Local Authority of Kilwinning.

"The Board advise the Local Authority to proceed, as they appear to have been doing, judiciously and firmly, to enforce the law with regard to water-supply and nuisances throughout the parish.

"I am also directed to transmit for the information of the Local Authority the enclosed copy of a letter from Dr. Milroy, "dated 6th inst.

"Finally, the Board call upon the Sanitary Inspector to report what has been done at the end of a month from this date.

"I am, Sir, your obedient servant,

" (Signed)

JOHN SKELTON,

Secretary.

"Mr. Andrew Macrorie,
"Clerk to the Local Authority,
"Kilwinning."

This is not the first time that Glasgow has suffered from the judiciousness and firmness of the Local Authority of Kilwinning. Under date 24th January, 1881, I submitted a "report on cases " of infectious sickness at dairy farms," in which I traced an outbreak of Enteric Fever on the south-side of the City in December, 1880, to a farm in Kilwinning Parish, the tenant of which had been ill of Enteric Fever for a month prior to our discovery of the case, and had been attended by the gentleman who is now Medical Officer to the Local Authority of Kilwinning. I visited and inspected this farm on 30th December, 1880, and in my report you will find this item in my description of its sanitary condition:-" The pump-well was just outside the back door of the passage, said to be fed by surface drains. The final washing after the patient's recovery had been carried out on the previous day in this passage, whose relations are described above." My report was printed and forwarded by you to the Board of Supervision. It was by them sent to the Local Authority of Kilwinning, as my recent report was, and you will find at p. 824 of your printed Minutes for 1881 the following passage:-

"The Clerk submitted letter from the Secretary of the Board of "Supervision, dated 19th inst., respecting outbreak of enteric fever "at a dairy farm in the parish of Kilwinning referred to in previous "minutes, along with copy of a letter from Mr. A. Macrorie, Clerk "to the Local Authority of Kilwinning, and relative copy minute "of meeting of Sanitary Committee of Kilwinning Local Authority, "held on 7th February curt., on the subject, which minute, inter "alia, sets forth that—'The committee have to state that, until they "received the above communication from the Board of Supervision "[i.e., communication as to said infected dairy] they were not "aware that there was any fever or other illness in the family "referred to, or that they were transmitting their milk to Glas-"gow for sale there or elsewhere.

"'A case involving such serious consequences having occurred
"'without the knowledge of the Local Authority, the committee
"'resolve to adopt such measures as will prevent such a thing
"'occurring in future; and for this purpose they agree that this
"'business should be specially taken up at the monthly meeting
"'to be held on Monday evening, the 14th inst., the members
"'being impressed with the necessity of giving instant and serious
"'attention to this matter.

" 'The clerk is instructed to forward a copy of this minute to the " 'Board of Supervision.

"'The clerk is also instructed to write the Clerk of Supply "'asking to be favoured with a list of the dairies registered in this "'parish.'"

It is remarkable that the same excuse of ignorance of the existence of fever was pled by the Local Authority of Kilwinning in 1881 as in 1884. Still in 1881 the Local Authority of Kilwinning professed that they were "impressed with the necessity of giving "instant and serious attention to this matter," and "resolved to "adopt such measures as will prevent such a thing occurring in "future." But what has been the practical result? Let the "judicious and firm" Local Authority themselves answer in the following description of this same farm as they found it on 18th October, 1884:—

"Old Mains (J. Nairn).—The well, on which is a pump, is situated immediately behind byre, and is supplied from surface drain from neighbouring field. It is dry in summer, and then water has to be carted from a quarry hole about a quarter of a mile distant. Milk is only sold in winter; cheese-making being carried on during the rest of the year. The whole circumstances of the water-supply are not free from suspicion."

The fact is the Board of Supervision, very much through necessity, does not deal with such complaints in an effective way. There is no use writing letters, asking reports, forwarding reports for remarks, and all this fruitless stream of official correspondence. A local enquiry held by a competent officer of the Board such as would have been ordered in England in circumstances not half so grave as the poisoning of a city, would sweep aside all specious excuses and uncover the facts; but the Board has no such officers on its staff. Dr. Littlejohn is overworked and underpaid. The Poor Law Inspectors are absorbed in their special duties. It is pinched and starved in its resources, and instead of taking

advantage of such occurrences as these outbreaks of fever to proclaim the fact and rouse public opinion to its support in pressing upon Government the urgent necessity for immediate reform of the Sanitary administration of Scotland, it condones all defects and derelictions of duty. If the Board of Supervision would confess its inability to deal efficiently with these abuses, and boldly state the truth, that until a new Public Health Act is obtained for Scotland, reconstructing the Local Authorities, and strengthening the powers and the official executive of the Central Board of Control, these abuses must continue, there would be some hope of obtaining these Reforms. If, on the other hand, the Board manifests no such sense of dissatisfaction with things as they are, what hope is there of the voice of the large towns being listened to, for the rural districts will never complain.

As to the utility of the County administration of the Dairy's and Milk-shops Order, these experiences of Glasgow prove with equal clearness that it also is a mere farce. The Board of Supervision forwarded my Report of 24th January, 1881, to the Privy Council, accompanied by the following letter:—

"PUBLIC HEALTH.

"Board of Supervision,
"Edinburgh, 3rd February, 1881.

"Sir,—I am directed by the Board of Supervision to transmit
to the Privy Council copy of a letter which the Board have received from Mr. Lang, Clerk to the Local Authority of Glasgow,
dated 31st ultimo, respecting an outbreak of enteric fever at a
dairy farm in the parish of Kilwinning, in the county of Ayr.
I am further directed to transmit copy of the Board's circular,
dated 20th February, 1879, and to state that the Board fear that
the requirements of the dairies and milk-shops order are in general
very insufficiently attended to by the Local Authorities under the
Contagious Diseases (Animals) Act."

"I am, Sir, your obedient Servant,

Sir, your obedient Servant,

"(Signed) JOHN SKELTON,

"Secretary.

"Charles Lennox Peel, Esq.,
"Privy Council Office,

[&]quot;Whitehall, London, S.W."

This was referred by the Privy Council to the Local Authority under the Contagious Diseases (Animals) Act, for the County of Ayr, and the following is their reply:—

"Dairies, &c., Order, 1879.

" County Buildings, " Ayr, 16th February, 1881.

" 41274.

"Sir,—I beg to acknowledge receipt of your letter of the 11th "inst., which was laid before the Executive Committee of the Local "Authority of Ayrshire yesterday.

"The committee instructed me to mention that the requirements of the above Order have been, and are being, strictly carried out in this county, and that in the particular case referred to, a prose-cution has been directed against the occupant of the dairy farm, for contravention of the Order. The Order has been read and explained by the constabulary to every licensed person throughout the County, and the provisions of the Order have been also extensively advertised and published by handbills. The Executive Committee have, however, now resolved that the regulations and provisions of, and under the Order, be printed and circulated among all those registered in the county, and their attention specially directed thereto.

"I am, Sir, your obedient Servant,

" (Signed) CHARLES SHAW,
" Clerk to the Local Authority.

"The Clerk to the Privy Council, "Council Office, London."

It will be observed that just as the Local Authority under the Public Health Act had been, according to the Board of Supervision, "judiciously and firmly enforcing the law with regard to water-supply and nuisances throughout the Parish," so the Clerk to the Local Authority under the Contagious Diseases (Animals) Act, assured the Privy Council "that the requirements of the above Order [Dairies, Cowsheds, and Milk-shops Order, 1879,] have been and are being strictly carried out in this County." This was in 1881, yet the appendix to the Kilwinning Report in 1884, shows that the water-supply of 9 out of about 70 farms registered

by the County Authorities under this Order, was on analysis found to be grossly contaminated and "after this analysis it appeared to the Committee that the large majority of the water-supplies of the Dairies visited could not to be free from suspicion;" and "not only the water-supply, but the Sanitary arrangements of many Dairies were such as called for serious attention."

It is obvious from these facts that whatever may be the opinion of the Board of Supervision, the Local Authority of the Parish of Kilwinning, or the Local Authority of the County of Ayr, as to the manner in which the statutory duties of these Authorities with reference to the sanitary condition of Dairy-Farms, are performed the practical result is-nothing. The inhabitants of large towns and consumers of milk generally are being deluded with an appearance of protection. The fact is they are constantly exposed to the most serious risks of disease, and will continue to be so, until fresh legislation is obtained which shall create in the Rural Districts of Scotland, competent Local Authorities under a new Public Health Act, upon whom all duties relating to health shall be imposed, including the Sanitary Supervision of Dairy-Farms; which is at present dissociated from general health administration, being left to County Authorities whose functions under the Contagious Diseases (Animals) Act have no affinity whatever with what concerns the health of human beings.

It remains for the Local Authority of Glasgow, in conjunction with the authorities of other towns, to take such steps as may be thought expedient to obtain a remedy for the abuses from which they suffer.

Meanwhile, I may state that I have forwarded to two milk agents in Glasgow an extract from the appendix to the Kilwinning reply, giving the Local Authority's own faithful description of two farms from which they obtained a portion of their milk supply, and that those agents at once refused to receive it, until the same Local Authority notified that the water supply was satisfactory. There are now, therefore, three farms in this parish the milk from which is excluded from Glasgow, from two of which fever is known to have been conveyed into the city. If all milk agents would, in this way, insist upon a certificate from rural Local Authorities that the water supply is pure and abundant, before contracting to receive milk from any farm, a powerful stimulus would be applied to these Authorities. Another step towards "boycotting" insani-

tary farms would be taken if large consumers of milk would satisfy themselves that their milk agents had adopted this course, and, also, obtain a list of the farms from which they proposed to provide their supply. No milk agency deserves public support which does not guarantee the sanitary condition of the farms, the milk from which it purveys to the public.

JAS. B. RUSSELL.

SANITARY DEPARTMENT, 1 MONTROSE STREET, 2nd Feb., 1885.







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