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PUBLIC HEALTH - ENHANCING THROUGH SYNERGIES

MANAGING THE MULTITUDES: PUBLIC HEALTH STRATEGIES FOR FAIRS AND FESTIVALS

DIRECTORATE OF PUBLIC HEALTH AND PREVENTIVE MEDICINE





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PREFACE

It is with great pleasure that I present this comprehensive handbook on Public Health strategies for managing Fairs and Festivals. Fairs and Festivals are vibrant, large-scale events, which celebrate culture, community, and tradition, that are essential parts of our society. People gather in thousands or lakhs for the fairs and festivals for celebration. However, they also pose significant challenges in ensuring the health and safety of all participants. As Public Health Department, it is our responsibility to ensure that our gatherings remain spaces of celebration without compromising the health and well-being of attendees.



The key to achieving this balance lies in meticulous planning, proactive risk management, and ongoing surveillance during the event. With this in mind, *Managing the Multitudes: Public Health Strategies for Fairs And Festivals* provides valuable insights into the best practices and strategies to be implemented in high-density public gatherings. It covers a wide range of essential topics—from food safety and sanitation to infectious disease control, crowd management, and emergency response systems.

This handbook draws upon years of experience and lessons learnt from previous festivals and fairs, where collaboration with local authorities, vendors, and Health Officials has proven vital in creating safe environments. Our commitment to public health is unwavering, and as we navigate new challenges in a post-pandemic world, it is more important than ever to safeguard public events. I trust that this handbook will help in effective management of fairs and festivals.

I extend my gratitude to all those involved in the development of this handbook, and I hope it contributes to the continued success of safe and healthy festivals.

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Chapter 2: Notified Festivals

Notified festivals hold a special place in the legal and administrative framework of public celebrations. In India, certain festivals are "notified" by government authorities due to their significance, large gatherings, and potential impact on Public Health and safety. These festivals are recognized officially, and specific protocols are put in place to ensure their smooth conduct.

2.1 What is a Notified Festival?

A notified festival is one that has been formally recognized by the government as requiring special administrative and Public Health attention due to the large scale of participation. Notifying a festival enables the government to deploy these resources effectively, ensuring the safety and well-being of participants. This designation ensures that adequate resources, personnel, and systems are deployed to manage crowds, provide essential services, and minimize the risk of disease outbreaks or accidents. Notified festivals are often those that draw massive crowds and involve multiple departments working together to maintain public safety, sanitation, and emergency services.

2.2 Significance of Notifying a Festival

Notifying a festival serves several key purposes:

1. **Coordinated Public Health Measures:** Notified festivals require an organized response from Public Health departments, ensuring preventive measures such as water chlorination, sanitation, and waste management are in place.
2. **Infrastructure Planning:** Adequate facilities like temporary toilets, water tanks, and medical camps are set up to accommodate large crowds.
3. **Risk Management:** Special attention is given to potential hazards, such as disease outbreaks, heatstroke, and stampedes. Government officials are tasked with monitoring and responding to any emergencies.
4. **Inter-Departmental Cooperation:** Several departments, including health, municipal administration, law enforcement, and engineering, collaborate to make the festival a success.
5. **Legal and Administrative Oversight:** Notified festivals are subject to legal regulations that mandate the use of specific forms (Form I, II, and III) for approvals and reporting, ensuring transparency and accountability in festival management.

2.3 List of Notified Festivals in Tamil Nadu

Tamil Nadu is home to several notified festivals that are celebrated with grandeur and attract large gatherings.

District	Name of the festival
1) Kanchipuram	1. Sriperumbudur Bhasyakara Swami Brahmotsavam 2. Devaraja Swami Chithirai Thiruvizha 3. Thiruninravur Bhaktavatsala Perumal Thiruvizha
2) Chengalpattu	4. Chithamur Melmaruvathur Thaipusam 5. Chithamur Melmaruvathur Chitrapournami 6. Chithamur Melmaruvathur Aadipuram 7. Thirukazhukundram Vedagiriswarar Chithirai Thiruvizha 8. Thirukazhukundram Devagiriswarar Lakshadeepam Thiruvizha 9. Suyambu Vanadurga Chitra Pournami
3) Cuddalore	10. Masi Maha Tirthavari 11. Virudhachalam Manavalanallur Panguni Uthiram 12. Sri Mushnam Puvaragaswamy Chithirai Thiruvizha 13. Vadalur Thaiposam
4) Villupuram	14. Melmalayanur Angalamman Ther Thiruvizha 15. Mailam Kollyangulam Kalnadai Sandhai 16. Mailam Murugan Panguni Uthiram (Panguni 17 to 28; March 30 to April 10, 2009) 17. Siruvakkur Punitha Vanathu Chinnappar Navanal 18. Kandamangalam Ooratchi Tenpennai Aaru Thiruvizha
5) Vellore	19. Sholingur Lakshmi Narasimhar Chithirai Festival 20. Vallimalai Murugan Brahmotsavam 21. Vallimalai Murugan Aadi Krithigai 22. Rathnagiri Murugan Aadi Krithigai
6) Tiruvanamalai	23. Sethupattu Lourdu Annai Thiruvizha 24. Adi Annamalai Karthigai Deepam 25. Tiruvannamalai Karthigai Deepam 26. Padavedu Renugambal Aadi Thiruvizha 27. Devigapuram Kanagagiriswarar Panguni Uthiram
7) Dharmapuri	28. Hogenakkal Aadi Perukku 29. Nallampalli Erandur Kaliyamman Thiruvizha
8) Krishnagiri	30. Hosur Chandira Choodeshwarar Ther Thiruvizha
9) Salem	31. Mecheri Badrakaliamman Ther Thiruvizha
10) Namakkal	32. Mallasamudram Kaalipatti Kandasamy Thaiposam 33. Tiruchengode Arthanareeswarar Thiruvizha 34. Kapilarmalai Murugan Thaiposam
11) Erode	35. Paariyur Kondathu Mariamman Gundam

District	Name of the festival
	36. Pannari Mariamman Gundam
	37. Andiyur Gurunathaswamy Temple Ther Thiruvizha
12) Coimbatore	38. Karamadai Aranganathar Ther Thiruvizha
	39. Mandhirigiri Velayudasamy Kovil Ther Thiruvizha
	40. Aalkondamall Kovil Thiruvizha
	41. Avinashi Lingeswarar Ther Thiruvizha
	42. Karuvalur Mariamman Ther Thiruvizha
	43. Kondathu Kaliyamman Ther Thiruvizha
13) Tiruppur	44. Sennimalai Murugan Thaiposam (Gangeyam Ooratchi Ondriyam Arulmigu Subramaniaswamy Thirukovil Thaiposam Thiruvizha)
	45. Muthur Selva Kumaraswamy Maha Shivratri
	46. Veera Kumaraswamy Ther Thiruvizha
	47. Sivanmalai Murugan Thaiposam Thiruvizha
14) Nilgiris	48. Pokkapuram Mariamman Thiruvizha
	49. Malar Kankatchi Kodai Vizha
	50. Samayapuram Mariamman Ther Thiruvizha
	51. Samayapuram Mariamman Pancha Prakhara Vizha
	52. Anbil Maha Mariamman Ther Thiruvizha
	53. Vayalur Murugan Ther Thiruvizha
15) Tiruchirapalli	54. Madura Kaliyamman Thottiyam
	55. Veerappur Kannimaramman Brahmotsavam
	56. Kottapalayam Mathalaimeri Chiristhuva Thiruvizha
	57. Gunasilam Venkatachalapati Vizha
	58. Srirangam Vaikunda Ekadasi
	59. Chettikulam Murugan Panguni Uthiram
	60. Kallangurichi Kaliugavaradaraja Perumal Thiruvizha
16) Perambalur	61. Thirumababu Nandikeswarar Thirukalyanam
	62. Elakurichi Adaiykkala Matha Thirunal
	63. Siruvachur Madhurakaliyamman
17) Karur	64. Thandoni Kalyana Venkatramanaswamy Puratasi Vizha
18) Pudukottai	65. Naarthamalai Muthumariyamman Vizha
	66. Punnai Nallur Mariamman Kumbabishekam
19) Thanjavur	67. Kumbakonam Mahamagam
	68. Tiruvaiyaru Thiyagarasar Aradhanai Thiruvizha
	69. Ettugudi Murugan Chithra Pournami
	70. Nagore Khanduri
20) Nagapattinam	71. Kodiyakkarai Aadi Amavasai
	72. Kodiyakkarai Aadi Thai Amavasai
	73. Velankanni Madha Vizha
	74. Tiruparangundram Thai Krithigai
21) Madurai	75. Tiruparangundram Visagam

District	Name of the festival
	76. Tiruparangundram Panguni Uthiram 77. Tiruparangundram Aadi Krithigai 78. Tiruparangundram Kanda Sashti 79. Tiruparangundram Thiru Karthigai 80. Madurai Chithirai Thiruvizha 81. Alagarkovil Kallazhar Chitra Pournami 82. Alagarkovil Kallazhar Aadi Amavasai 83. Alagarkovil Kallazhar Aadi Ther 84. Sathuragiri Sundara Mahalingam Aadi Amavasai 85. Avaniyapuram Tiruparangundram Mottai Arasu Visagam
22) Dindigul	86. Agaram Muthalamman Kovil Vizha 87. Palani Thaiposam 88. Palani Panguni Uthiram 89. Palani Agni Natchathiram 90. Palani Kanda Sashti 91. Palani Karthigai 92. Ottanchatthiram Uchini Mahakaliyamman Vizha 93. Vadamadurai Soundhira Raja Perumal Aadi Vizha
23) Virudhunagar	94. Mariamman Pongal
24) Ramanathapuram	95. Rameshwaram Thai Amavasai 96. Rameshwaram Aadi Amavasai 97. Rameshwaram Aadi Thirukalyanam 98. Masi Maha Sivarathiri 99. Yervadi Santhanakoodu
25) Sivagangai	100. Ilayyankudi Thayamangalam Muthumariyamman Panguni Vizha
26) Tirunelveli	101. Tirunelveli Aani Thiruvizha 102. Kadayam Pottal Pudhur Kandhuri Vizha 103. Papanasam Chithirai Vishu 104. Vuvari Suyambu Linga Swami Visagam 105. Vuvari Punita Anthonyiar Thiruvizha
27) Tenkasi	106. Sankarankovil Aadi Thapasu 107. Panbozhi Thirumalai Kumaraswamy Kovil Visagam 108. Kuttralam Season Thiruvizha
28) Thoothukudi	109. Tiruchendur Masi Thiruvizha 110. Tiruchendur Vaikasi Visagam 111. Tiruchendur Avani Moolam 112. Tiruchendur Kanda Sashti 113. Aeral Aadi Amavasai 114. Aeral Thai Amavasai 115. Kurangani Muthumalaiyamman Aani Kodai
29) Kanniyakumari	116. Thanumalaya Swami Thirukovil Chithirai Thiruvizha

District	Name of the festival
	117. Boothapandi Boothalinga Swami Thiruvizha
	118. Susendharam Thanumalaya Swami Margazhi Thiruvizha
	119. Mandaikadu Bhagwati Amman Masi Kodai Thiruvizha
30) Tiruvallur	120. Periyapalayam Bhavani Amman Aadi vizha
	121. Thiruthani Aadi Krithigai
31) Theni	122. Veerapandi Gowmariamman Chithirai Thiruvizha
	123. Devadanappatti Arulmigu Moongilanai Kamatchiamman Kovil Thiruvizha
32) Ariyalur	Nil
33) Chennai	Nil
34) Mayiladuthurai	Nil
35) Kallakurichi	Nil
36) Ranipet	Nil
37) Tiruvarur	Nil
38) Tirupathur	Nil



Chapter 3: Role of Public Health in Fairs and Festivals

Public Health plays a vital role in managing large-scale gatherings, particularly during festivals, where unique health and safety challenges arise. The primary objectives of Public Health authorities during such events are to prevent disease outbreaks, ensure sanitation, provide safe drinking water, and effectively respond to emergencies.

1. **Disease Surveillance and Prevention:** One of the key concerns during festivals is the potential for disease outbreaks, which can spread quickly due to dense crowds. Public Health authorities must implement robust disease surveillance systems to monitor the health status of the attendees. This includes tracking infectious disease outbreaks and rapidly reporting any cases to facilitate immediate action. Medical camps staffed with trained personnel can identify symptoms of diseases such as cholera and dengue. In some cases, pre-event vaccinations may be recommended for individuals involved in food handling.

2. **Protection from Environmental Hazards:** Protecting attendees from environmental hazards is crucial for their safety and well-being. Organizers should conduct thorough risk assessments to identify potential hazards, such as extreme weather, air and water pollution, and overcrowding. Implementing effective waste management systems can help reduce pollution, while providing adequate shelters and hydration stations allows attendees to cope with adverse conditions.

3. **Solid Waste Management:** Effective solid waste management is essential to prevent garbage accumulation, which can attract pests and lead to disease. Employing a dedicated team of sanitary workers for round-the-clock waste collection, especially near food stalls, is critical.

4. **Vector Control:** Controlling disease vectors, such as mosquitoes and flies, is vital during festivals. Measures like anti-larval treatments, fogging, and insecticide applications in prone areas help keep vector-borne diseases, such as dengue and malaria, in check.

5. **Ensuring Safe Water Supply and Hygienic Food:** Access to safe drinking water and hygienic food is essential during festivals. Public Health officials should enforce stringent food safety regulations and conduct regular inspections of food vendors to ensure compliance with health standards. Temporary water tanks should be set up along festival routes, regularly inspected, and chlorinated to guarantee clean drinking water.

Chapter 4: Forms in Notified Festivals

For the successful administration and management of notified festivals, the government mandates specific forms and documentation that ensure proper planning, execution, and post-event reporting. These forms are part of a structured legal and administrative process to monitor and control Public Health risks, manage resources, and ensure accountability. In Tamil Nadu, the management of fairs and festivals, follows the guidelines laid out under the **Tamil Nadu Public Health Act, 1939**.

There are 3 forms that are essential in Planning and execution in conduct of Fairs and Festivals.

Form	Description
I	Arrangements proposed for the festival and Budget
II	Report on the festival on deviation in the proposal and occurrence of epidemic
III	Report on Outbreak of epidemic disease following the Fairs and Festival

- **Form I, II and III need to be submitted to the Directorate of Public Health and Preventive Medicine within the stipulated time for approval by the DPH&PM who is the competent authority to approve the Public Health arrangements plan and the budget.**

Importance of the Forms I,II, and III

The forms are critical tools in ensuring that the Public Health infrastructure is ready to handle the increased demands of large festivals. They facilitate:

- **Transparency and Accountability:** The submission of these forms ensures that festival organizers and Public Health officials are held accountable for the health and safety measures during the event.
- **Standardized Procedures:** The forms provide a standard framework for planning and reporting on festivals, ensuring consistency across events.
- **Data Collection:** The forms help in gathering valuable data about health risks, disease patterns, and Public Health interventions during festivals, which can be used for future planning and improvement.

4.1 Form I: Pre-Festival Planning and Budget

Form I is a crucial document that needs to be submitted to the approving authority at least 30 days before the commencement of a notified festival. This form outlines the proposed arrangements for the event and includes details regarding:

- **Estimated Gathering:** The probable number of people expected to attend the festival.
- **Human resource and staffing strategy:** It focuses on recruiting and managing a skilled workforce to ensure smooth operations, safety, and an enjoyable experience for attendees.
- **Sanitary Arrangements:** Measures for waste collection, disposal, and sanitation facilities, including the placement of toilets and garbage bins.
- **Water Supply:** Detailed plans for ensuring an adequate and safe water supply, including the number and location of water tanks, chlorination protocols, and sampling points for water quality checks.
- **Accommodation:** Number and accommodation of lodging houses; terms of licenses granted; cooking arrangements; temporary camps arrangements.
- **Medical Services:** Allocation of medical personnel, such as doctors, nurses, and paramedics. It also includes the placement of medical camps, supply of medicines, and availability of ambulances for emergency care.
- **Budget and Resources:** The budget for each activity, including waste management, sanitation, medical services, and other Public Health-related activities.

4.2 Form II: Post-Festival Reporting

Form II is submitted within 15 days after the completion of the festival. It serves as a report on the actual execution of the festival, **noting any deviations from the plans outlined in Form I.**

4.3 Form III: Detail report of Disease Outbreak occurred during the festival

Form III is specifically used in the event of an epidemic or disease outbreak during or after a festival. This form requires a detailed report on the nature of the outbreak and the Public Health response to contain it.

It includes:

- **Type of Disease:** The nature of the disease or epidemic, such as cholera, dengue, or food poisoning.
- **Number of Cases:** Daily reports of the number of attacks, deaths, and recoveries during the festival.
- **Source of Infection:** Identification of the possible source of the disease outbreak, such as contaminated food or water, or unsanitary conditions.
- **Public Health Measures:** Steps taken to isolate patients, control the spread of the disease, and prevent further outbreaks. This may include disinfection, quarantine, and contact tracing.
- **Recommendations:** Suggestions for improving preventive measures in future festivals to avoid similar outbreaks.

According to Government Order No. 1887 from the Department of Health and Family Welfare, approval is granted based on the following conditions under Section 116 of the Public Health Act, 1939:

1. Forms 2 and 3 must be submitted within 30 days of the conclusion of the event.
2. The expenses should not exceed the amount approved in Form I.
3. Only expenses related to public health during the festival period should be submitted for approval.
4. All public health arrangements made during the festival must comply with the Public Health Act, 1939.
5. When submitting Forms 2 and 3 for approval, signatures must be obtained from the Block Health Supervisor, concerned Municipal/ Corporation/ District Health Officers where the festival is held.
6. Approval for the requested amount must be obtained from the Panchayat (or) Village/Township Council.
7. All expense vouchers and muster rolls must be signed and submitted by the Block Health Supervisor, concerned Municipal/ Corporation/ District Health Officers where the festival is held.
8. Daily wages must be provided as per the authorization of the District Collector.

9. Forms 2, 3, and all expense vouchers must be countersigned by the District Health Officers.
10. Medicines and disinfectants required for disease prevention must be purchased through the Tamil Nadu Medical Services Corporation. If unavailable, a No Objection Certificate (NOC) must be obtained for purchase.
11. Contracts must be awarded to those who request the lowest amount, as per the Contract Act.
12. When purchasing items for the festival, only the required amount should be bought and used. Purchases should not exceed the market price.

4.4 Government orders (G.O) regarding Fairs and festivals

➤ **G.O. Ms. No. 3074 (Health) dated 29.12.1970 of the Health and Family Welfare Department**

This government order outlines the regulations for submitting Forms I, II, and III in the context of fairs and festivals. The order specifies that Form I must be sent 30 days prior to the event, while Forms II and III must be submitted within 15 days after the conclusion of the event. Additionally, it provides guidance on budgetary allocations based on the size of the gathering and mandates approval from the Director of Public Health for larger events.

Gathering	Budget	Approval of Form I,II,III
Less than 10000	< Rs.1000	District Health Officer
More than 10000	> Rs. 1000	Director of Public Health (through Municipal/City Health Officer)

➤ **G.O. Ms. No. 1887 (Health), dated 27.10.1978 of the Health and Family Welfare Department**

In response to increased administrative workload and budgetary constraints, this government order revised the budget thresholds for Public Health approvals. It raised the budget limit for small gatherings from ₹1,000 to ₹5,000, requiring smaller events to get approval from the District Health Officer, while larger events still require approval from the Director of Public Health.

Gathering	Budget	Approval of Form I,II,III
Less than 10000	< Rs.5000	District Health Officer
More than 10000	> Rs. 5000	Director of Public Health (Through Municipal/City Health Officer)

➤ **G.O. Ms. No. 1279 dated 23.5.1962 of the Education and Public Health Department**

It outlines the responsibilities of Panchayat Union Councils in relation to public health during epidemics and emergencies, under the Madras Panchayat Act, 1958.

- Sanitary arrangements during festivals: When a festival is classified as a Panchayat Union Council Festival, the Council must arrange special sanitary measures in coordination with the District Health Officer.
- Form I must be submitted two months before the festival to the District Health Officer, and the Council should follow their recommendations.
- Even during smaller festivals, precautionary measures should be taken to prevent epidemics.

➤ **G.O. Ms. No. 1912 dated 5.12.1979 of the Rural Development & Local Administration Department**

- Under section 156 of Tamilnadu District Municipalities Act, 1920 the government can fix the quantum of contribution to be collected by the municipality from the religious institution for making special sanitary arrangements.
- Executive Authority of local body and Executive officer of religious institution to discuss on the expenditure and finalize before sending report to Director of Public Health.
- Temple authorities to pay 50% of the difference between receipts and expenditure incurred by the municipality for making necessary sanitary arrangements.

Form I, II, and III are provided in the Annexure 1.

For more details on the Government Orders regarding Fairs and Festivals, refer to Annexure 2.

Chapter 5: The Tamil Nadu Public Health Act (1939) – Chapter 13

Chapter 13 of The Tamil Nadu Public Health Act (1939) is on Fairs and Festivals. It includes section 116 to 125.

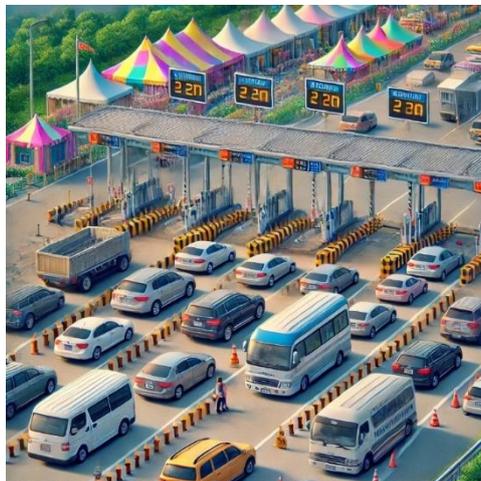
Section	Defines
116	Notification of fairs and Festivals by Government – defining the limit and period of the festival
117	Pilgrimage tax
118	Levy of tolls on vehicles
119	Intimation to Executive Authority or Health Officer
120	Responsibility of Health Authority making necessary provisions
121	Health Officer to supervise the arrangements
122	Control over Food sources
123	Control of private sources of land for use during fairs and festival
124	Control of private sources of water supply
125	Licensing of houses for accommodating visitors
125 A	Extension of Provisions to Other Areas



Rules for Collection: The government has the power to make rules regarding:

- How the tax is collected.
- How expenses incurred during tax collection will be managed.
- How disputes between the tax-collecting authority and local authorities will be settled.

5.3 Levy of Tolls on Vehicles and Animals (Section 118)



- **Toll Imposition:** The government or local authority can levy tolls on vehicles (except motor vehicles) and animals entering the fair or festival centre. The toll rates and applicable exemptions will be specified in a notification.
- **Rules for Tolls:** The government can create rules on:
 - How tolls are collected.
 - The composition of tolls.

- The seizure and disposal of vehicles or animals if tolls are unpaid.
- The role of the police in assisting toll collection.
- Penalties for toll evasion or resistance.

5.4 Notice of Fair or Festival (Section 119)

- **Notice Requirement:** The organizer of a fair or festival must give at least 60 days' notice to the local health authorities, specifying the start date and duration of the event.
- **Additional Information:** The organizer must provide other relevant details if requested by the local health officer or Executive Authority.

5.5 Sanitary Arrangements (Section 120)

- **Responsibility of Executive Authority:** The local authority where the fair or festival is held must ensure the following:
 - i. **Demarcation and Preparation of the Site:** Proper layout and clearing of the event site.
 - ii. **Clearing and Draining:** Ensuring the site is cleared and properly drained.
 - iii. **Roads and Layout:** Proper alignment of roads within the event site.
 - iv. **Water Supply:** Providing clean water for drinking and cooking in sufficient quantities and preserving the water supply.
 - v. **Accommodation for Visitors:** Providing accommodation for pilgrims and visitors as much as practicable.
 - vi. **Lighting:** Arranging sufficient lighting at the event centre.
 - vii. **Food Supply:** Ensuring wholesome food is available at reasonable rates and supervising the quality of food sold, stored, or transported.
 - viii. **Waste Disposal:** Ensuring the proper collection, removal, and disposal of refuse, rubbish, and sewage.
 - ix. **Latrines:** Providing adequate and clean latrines for public use.
 - x. **Infectious Disease Control:** Detecting and isolating cases of infectious diseases and preventing their spread.
 - xi. **Medical Facilities:** Providing sufficient medical staff, hospital accommodation, and isolation facilities.



5.6 Supervision by Health Officer (Section 121)

- **Supervision Responsibility:** The health officer of the local authority is responsible for overseeing the implementation of all sanitary arrangements mentioned above. If the event spans multiple jurisdictions, the Health Officers of each area must coordinate their efforts.

5.7 Food Safety and Inspection (Section 122)

- **Inspection Rights:** The Health Officer, sanitary inspector, or other government-appointed officers can enter and inspect any shop, building, or water supply source at the fair or festival.
- **Food Seizure:** Any unwholesome or unfit food found at the festival can be seized and destroyed immediately if it is perishable or if its value is less than three rupees. If the food is not destroyed, it will be reported to the relevant authorities.
- **Decision on Seized Food:** If the food is deemed unwholesome, the authorities will order its destruction. If deemed safe, it will be returned to the owner, and the cost of any analysis will be covered by the local authority.

5.8 Occupation of Land or Buildings (Section 123)

- **Emergency Occupation:** In emergencies, the local authority, with the District Collector's approval, may occupy and use land or buildings (except dwelling houses) near the festival area for purposes like building pilgrim sheds, latrines, or hospitals.
- **Notice and Compensation:** If the land or building is occupied, the owner is entitled to compensation for damage or loss and reasonable rent. The land or building will be thoroughly cleaned and disinfected after use.

5.9 Control over Private Water Sources (Section 124)

- **Closure or Disinfection:** The Health Officer can order the closure or disinfection of private water sources if they are deemed to pose a risk to Public Health. Non-compliance will result in the local authority taking necessary action, with the owner liable for costs incurred.

5.10 Licensing of Houses to Accommodate Visitors (Section 125)

- **Accommodation Licensing:** Owners of private houses in the fair or festival area must obtain a license if they intend to rent out rooms to visitors for profit. This does not apply to long-term tenancies (over one month).
- **License Requirements:** Applications must be submitted in writing and include the required fee. The local authority will assess the house for suitability and issue a license specifying the number of people that can be accommodated.
- **Revocation of License:** The license can be revoked or suspended if the house becomes unsuitable for visitors or if the owner is convicted of any offense under this chapter.

5.11 Extension of Provisions to Other Areas (Section 125A)

- **Application to Other Areas:** The government can extend the provisions of this chapter to any area where large numbers of people gather on their way to or from a notified fair or festival centre.

Additional Information:

- **Health and Safety:** The provisions aim to maintain Public Health, ensuring clean water, food safety, medical facilities, and proper sanitation during large gatherings.
- **Government and Local Authority Coordination:** The Act emphasizes the coordinated efforts of government and local authorities in managing Public Health during festivals and fairs, ensuring public welfare and disease prevention.

This shows how the Tamil Nadu Public Health Act, 1939, regulates health and safety during fairs and festivals, protecting Public Health through proactive measures and structured oversight.

Considering the G.Os and the Tamil Nadu Public Health Act, 1939, it is informed that

- **Form I should be submitted 60 days prior to the event for approval.**
- **Form II and 3 should be submitted within 30 days after the conclusion of the event.**

Chapter 6: Public Health and Administrative Preparations for Fairs and Festivals

Large-scale festivals, regardless of their cultural or regional background, pose significant logistical and Public Health challenges. Ensuring the safety, health, and well-being of attendees requires meticulous planning and coordination. Public Health authorities play a vital role by implementing preventive measures, preparing for emergencies, and collaborating with other government departments. In Tamil Nadu, the Department of Public Health and Preventive Medicine, along with the Directorate of Municipal Administration, takes comprehensive steps well in advance to manage festivals of this scale.

The key areas of **Public Health Preparations** can be divided into three categories:

1. **Pre-Festival Public Health Arrangements**
2. **Public Health Measures During the Festival**
3. **Post-Festival Public Health Arrangements**

These preparations are essential to mitigate risks such as waterborne and foodborne diseases, heat-related illnesses, injuries, and accidents, ensuring a safe and successful festival.

Coordination with Line Departments

Public Health officials collaborate closely with various departments to ensure the festival runs smoothly. Regular coordination meetings are held to manage resources, resolve logistical issues, and ensure that all activities are well-organized. Key partnerships include:

- **Municipal Authorities:** For sanitation, waste management, and essential infrastructure, such as temporary toilets and water supply points.
- **Law Enforcement:** To manage crowd control and ensure the safety of both attendees and medical personnel.
- **Disaster Management:** To be prepared for emergencies, such as natural disasters, fires, or stampedes.
- **Fire and Rescue Services:** To remain on standby for any fire-related incidents or rescue operations during the event.

This collaborative approach ensures that all aspects of Public Health and safety are addressed, allowing the festival to proceed efficiently and securely.

Chapter 7: Pre-Festival Public Health Arrangements

Public Health planning for fairs and festivals begins long before the event day, often involving months of preparation to minimize health risks and ensure a smooth, safe experience for attendees. Given the sheer volume of people, these preparations require detailed coordination across various sectors such as sanitation, water supply, vector control, and medical services. The ultimate goal is to prevent the spread of diseases, ensure access to clean water and sanitation, and provide rapid medical support in case of emergencies. All the planning is included in the Form I.

7.1 Defining the geographical limits and population of the festival: En- Route Mapping and Infrastructure Setup

One of the primary steps in pre-festival arrangements is estimating the expected population to attend the festival, mapping the routes and venues where processions, gatherings, or key events will take place. This ensures that essential services are accessible at strategic points.

- **Water and Sanitation Mapping:** Temporary water tanks, mobile toilets, and sanitation facilities must be positioned at critical junctions along processional routes and around festival venues. Key considerations include:
 - **Placement of PVC Tanks:** Large water tanks (e.g., 1500 litres) are strategically positioned to supply drinking water to the crowd.
 - **Mobile Toilets:** These are set up in areas with inadequate permanent facilities, such as bus stops or along pilgrimage routes.
 - **Medical Camps:** Maps indicating the locations of medical camps, waste disposal points, and other health-related services are distributed to authorities and the public.
- **Review of Existing Infrastructure:** An assessment of permanent structures such as water facilities, toilets, and waste disposal units is conducted to determine whether temporary installations are necessary. Temporary sanitation facilities are added to areas that lack the capacity to handle festival crowds.

7.2 Human Resource and Duty allocation

Managing Public Health during large festivals requires the deployment of a well-organized and trained workforce.

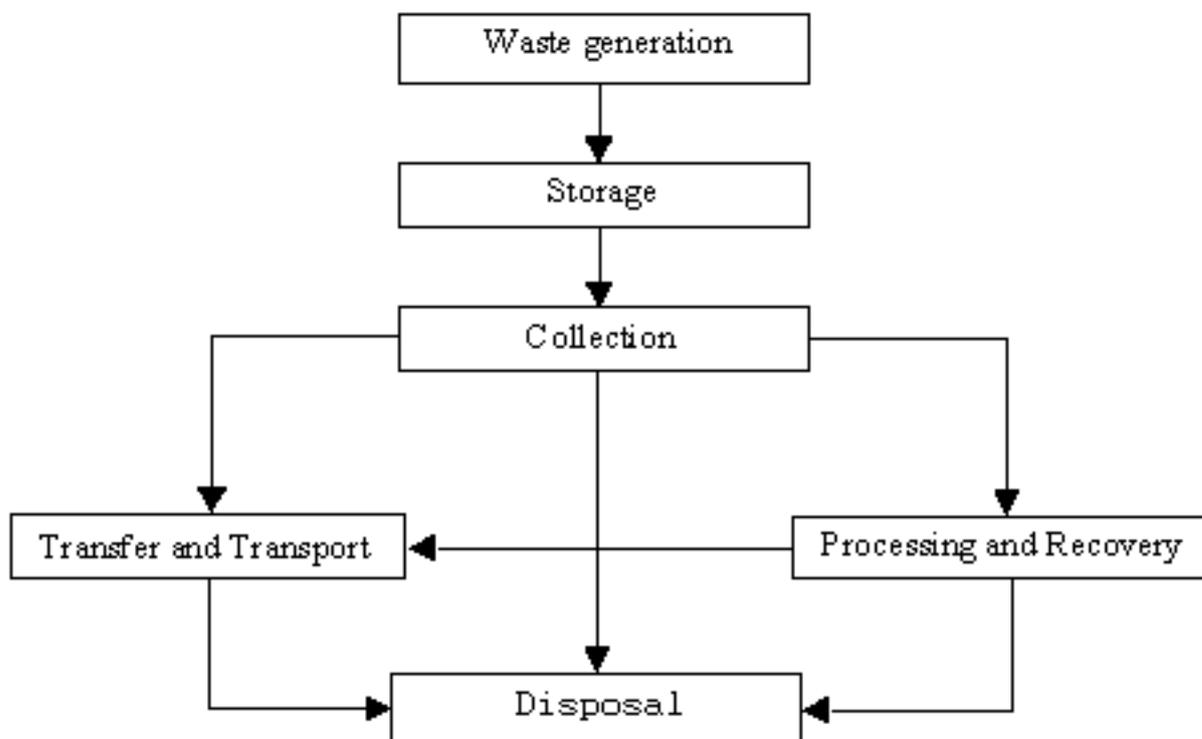
- **Sanitation Team:** A vast team of sanitation staff is mobilized, including:
 - **Sanitary Officers:** Responsible for the overall management of sanitation operations.
 - **Sanitary Inspectors and Supervisors:** Oversee the performance of workers in designated areas. Health Inspectors and Block Health Supervisors are also involved to ensure sanitation.
 - **Sanitary Workers:** A mix of permanent, contract-based, and daily wage workers are deployed for tasks like waste collection, toilet maintenance, and cleaning public spaces.
- **Medical Personnel:** The health of attendees is safeguarded by mobilizing medical teams, including:
 - **Medical Officers:** Supervise the operation of medical camps and ensure health protocols are adhered to.
 - **Nurses and Paramedics:** Provide first aid and handle minor injuries and health concerns on-site.
 - **Pharmacists and Lab Technicians:** Ensure the availability of medicines and conduct medical tests such as blood sample analysis if needed.

7.3 Sanitation and Waste Management

The build-up of waste during festivals presents a significant health risk, making comprehensive sanitation management essential.

- **Round-the-Clock Waste Collection:** Sanitation teams work in shifts to ensure continuous waste collection. Garbage bins and collection points are strategically placed to encourage proper waste disposal. **Shift System:** Waste collection teams operate on a shift basis to maintain cleanliness throughout the day and night.
- **Toilet Installation:** Adequate sanitation facilities are set up, including portable and mobile toilets in areas with heavy foot traffic. These toilets must be maintained regularly to avoid unsanitary conditions. **Strategic Placement:** Toilets are placed

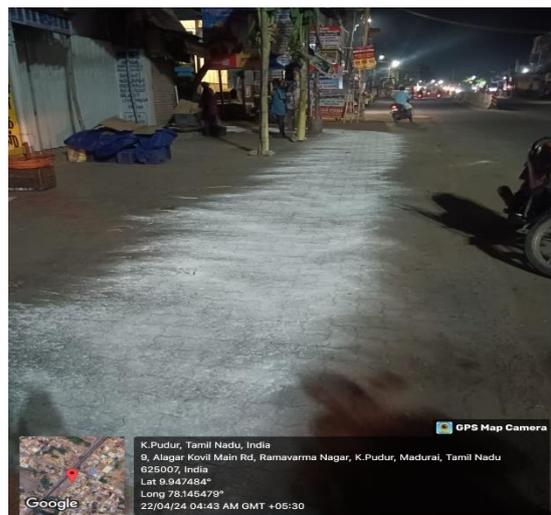
around major venues, rest areas, and along key routes to ensure they are accessible and reduce open defecation.



- **Emergency response plan:** Additionally, having an emergency response plan for unexpected waste surges and engaging local community members or volunteers to assist can further enhance cleanliness and sustainability during the event.
- **Post-Festival Clean-up:** Engaging sanitation workers to work post-festival to restore the place to its pre-event condition is also planned in advance.



Solid waste Management to be done round the clock



Sanitizing the streets



Mobile Toilets at Strategic areas

7.4 Water Supply and Chlorination

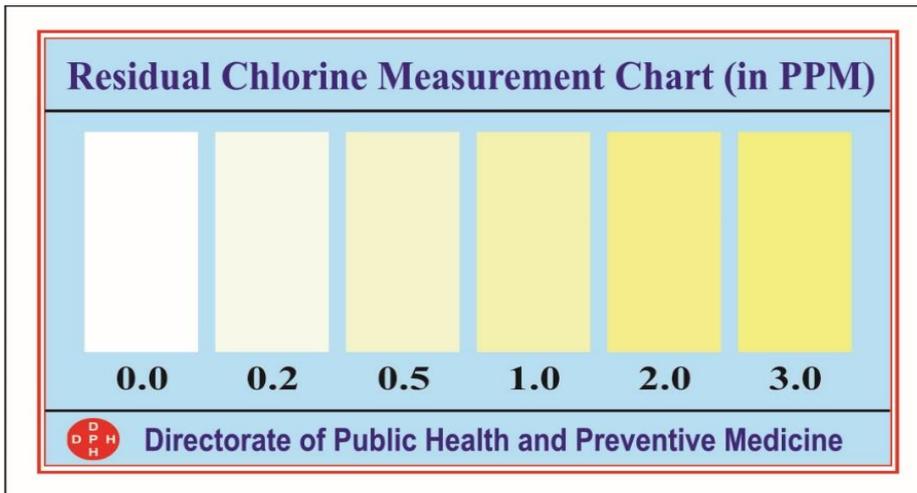
Ensuring access to safe drinking water is one of the top Public Health priorities during large festivals. Contaminated water can easily lead to the spread of diseases, so rigorous water quality control measures are enforced.

- **Temporary Water Tanks:** Large temporary water tanks are set up at critical points, such as near temples, along processional routes, and in resting areas. These tanks are filled with chlorinated water, regularly tested to ensure quality.

- **Chlorination Monitoring:** The chlorine levels of water in water tanks and distribution systems to be ensured to prevent water-borne diseases. Ideal chlorine levels are maintained to prevent waterborne diseases: **0.5 ppm** in piped water, **1.0 ppm** at stand-posts, **2.0 ppm** in tanker truck supplies. Active monitoring is required to ensure that these minimum levels of chlorine are maintained.
- **Water Quality Testing:** Water samples are collected from various distribution points and sent to Regional Water laboratories for quality checks. Immediate corrective actions are taken if contamination is detected.



Cost Effective and Handy Chloroscope (Test tube with OTA reagent) can be carried with the field staff



குடி தண்ணீரில் குளோரின் பரிசோதனை

1. சோதனை குழாயில் பரிசோதிக்கப்பட வேண்டிய தண்ணீரை எடுத்துக் கொள்ளவும்.
2. அதில் 3 அல்லது 4 துளிகள் ஆர்த்தோ டொலிடின் (OT) திரவத்தை சேர்க்கவும்.
3. சோதனை குழாயை பெருவிரலால் மூடிக் கொண்டு OT திரவம் தண்ணீரில் நன்கு கலக்கும் வகையில் மேலும் கீழுமாக இரண்டு மூன்று முறை திருப்பவும்.
4. தண்ணீரில் ஏற்படுகின்ற நிற மாற்றத்தை அடவனையில் கொடுக்கப்பட்டுள்ள மாதிரி நிறங்களுடன் ஒப்பிட்டு, குளோரின் அளவினை PPM ல் குறிப்பிடவும்.

Making a stock solution of chlorine for spot chlorination

Product (Percent concentration By weight of available Chlorine)	Amount
Calcium hypochlorite (70%) or	15 Grams
Bleaching powder or chlorinated lime (30%) or	33 Grams
Sodium hypochlorite (5%) or	250 ml
Sodium hypochlorite (10%)	110 ml

Dosage: Add 0.6 ml of the prepared stock solution of chlorine to 1 litre of water → 6 ml of stock solution to 10 litres of water

Disinfection of tanks/wells

- Estimate water quantity below

- Circle well/tank = $22/7 * (\text{Radius of well in meter})^2 / 4 * \text{Depth of water in meters}$
- Square well/tank = Length in meter * width in meter * Depth of water in meter
- Dissolve the estimated bleaching powder with water in a container.
- 4 gm of bleaching power required for each 1000 litre of water.
- If the liquid chlorine available is used, used at the rate of 4 ml/1000 litre of water
- Wait for 15 minutes for lime to settle down
- The supernatant solution, which is chlorine solution to be added to water and lime to be discarded
- Distribute the water after one hour contact period



Chlorination and Chlorine testing

7.5 Integrated Vector Control Measures

Large gatherings increase the risk of vector-borne diseases such as dengue, malaria. Public Health teams implement integrated measures to control vectors, particularly mosquitoes and flies. Vector control measures should be done on regular basis and intensified two weeks before the start of the event. Domestic Breeding Checkers (DBC)s are actively involved in vector control activity.

➤ Biological Methods:

- Larvivorous fish (*Gambusia affinis* and *Poecilia reticulata*) have been extensively used for the control of *An. stephensi* and/or *Ae. aegypti* in large waterbodies or large water containers.

- 50 gambusia in 8 litres of water. Six gambusia are sufficient for a pool of 5-10 m² which has few aquatic plants.



Gambusia fish

➤ **Chemical Methods:**

- **Anti-Larval Measures:** Areas prone to mosquito breeding, such as stagnant water bodies and artificial collection of water, are identified and treated with larvicides like Temephos.

Larvicide	Genus	Preparation of Stock Solution	Dosage of Stock Solution	Frequency
Temephos	Aedes	2 ml in one litre of water	1 ml per 1 litre of stored water	Weekly

- **Anti – Adult Measures: Fogging and Space Spraying** - Fogging is conducted in public spaces using portable and vehicle-mounted machines to control the adult mosquito population. Both indoor and outdoor fogging operations are carried out, especially in areas prone to vector-borne diseases.

Adulticide	Commercial Formulation	Formulation for application	Equipment	Remarks
Pyrethrum Extract	2%	1:19 – 1 part of 2% Pyrethrum Extract in 19 parts of kerosene / diesel (50 ml in 1 litre of kerosene)	Pressurized spray machine or Hand held pulse Fogging machine	Indoor space spray/ fogging
Malathion	Technical malathion	1:19 malathion: diesel	shoulder held or Vehicle mounted fogging machine	Outdoor fogging

Indoor Fogging Guidelines

1. Indoor fogging has to be done for Aedes mosquito control.
2. Indoor fogging means, fogging the insecticide using portable fogging machine or mini hand fog machine inside the house and in the peri domestic area.
3. Residents should be educated before the fogging operation to keep the food covered, children and all inmates are kept outside the house.
4. All windows and doors to be closed for at least 15 minutes after the fogging operation to keep the fog inside.
5. For a single storey building fogging to be done through the front door, for multi storey building the fogging to be carried out from upper floor to the lower floor.
6. On an average 200 ml of Pyrethrum and 4 litre of diesel are mixed for fogging and 1 litre of petrol is required for running the machine to fog 100 houses or 500 population with portable fogging machine.
7. On an average 125 ml of Pyrethrum, 2.5 litre diesel is mixed for fogging and 1 LPG cylinder is required for running the machine to fog 60 houses or 300 population with mini fogging machine.

Outdoor Fogging Guidelines

1. Outdoor Fogging Operation to be done always against the wind.
2. For vehicle mounted fog machine the vehicle should move at a speed of 6 to 8 kmph.

3. At least one round of the fogging should be carried out within each breeding cycle i.e. 8 to 10 days.
4. On an average 60 litre of pyrethrum, 114 litre diesel are mixed for fogging and 20 litre petrol is required for running the machine fogging 1300 houses or 6500 population with Vehicle Mounted Fogging Machine
5. For Aedes control fogging has to be done during day time between 8 am to 5 pm preferably – Morning: 8 am to 11 am; Evening:3 pm to 5 pm



Pulse Hand Fog Machine



Vehicle Mounted Fog Machine



Outdoor fogging



Oil balls for Mosquito control: Marathool filled in cloth and made into ball --- dipped in crude oil for one day ---- ball tied with thread and put inside drainage

- **Fly Control:** Measures are taken to control flies, particularly around food preparation and distribution centres. This includes the use of chemical sprays, fly baits, and insect traps.
 - House fly density assessed in 10 locations every week.
 - The fly density was calculated through the number of flies captured in a standard grill called scudder grill (size 1.5' x 1') between 9 and 11 am. Scudder grill Painted with jaggery and pineapple essence to attract flies.
 - Fly density noted for 30 seconds; 4 to 5 places and average taken
 - <3 → low risk of disease transmission
 - 3-8 → Moderate risk of disease transmission
 - >8 → High risk of disease transmission
 - Local health authorities spray dichlorvos (5ml mixed in ten litres of water) over garbage, compost yards and other breeding sites.
 - Dichlorovos residual spray and gunny bags soaked in the mixture of dichlorovos are also used to provide residual effect for about five hours (5 ml of dichlorovos in 10 litres of water with 1 kg jaggery and 10 ml pine apple essence).

- **Cleanliness Protocols Enforcement:** Notices are issued to businesses and vendors to comply with Public Health laws. Violations result in penalties, which ensures high cleanliness standards during the event.

7.8 Medical Support and Disease Surveillance

Medical support and disease surveillance are critical components of Public Health management during large-scale festivals. The influx of people increases the risk of medical emergencies and the spread of infectious diseases. Public Health authorities must be prepared to respond to a wide range of medical issues, from minor injuries to serious outbreaks, while ensuring that all attendees have access to essential healthcare services.

- **Medical Camps:** A network of medical camps is set up, with doctors, nurses, and paramedics stationed to provide first aid and emergency medical care. These camps also serve as disease surveillance units, monitoring for any signs of outbreaks such as food-borne illnesses or heat-related conditions. They are equipped with essential supplies such as medicines, IV fluids, and first-aid kits.
- **Advanced Life Support:** Some camps may be equipped with advanced life support systems to handle emergencies such as cardiac arrest, respiratory distress, or severe trauma. Anaesthetists and emergency care specialists can be stationed at these camps.
- **Ambulance Services:** Ambulances are stationed at critical points, ready to respond to any medical emergencies. These ambulances may be planned to follow the event's major processions or gatherings to ensure immediate assistance in case of injuries, accidents, or sudden illness.
- **Emergency Preparedness:** Medical personnel are trained to handle a variety of emergencies, including injuries from accidents, heat exhaustion, food poisoning, and even cardiac events. Coordination with local hospitals ensures that patients requiring specialized care can be transferred quickly. In addition to static medical camps, mobile medical units and ambulances are deployed to quickly respond to emergencies across the festival grounds.
- **Disease surveillance:** Festivals can be breeding grounds for various diseases, and Public Health authorities must be prepared for a range of potential outbreaks:
 - **Waterborne Diseases:** Diseases such as cholera, typhoid, and diarrhea can spread quickly if water sources are contaminated or if proper sanitation

practices are not followed. Public Health teams monitor water quality regularly to prevent contamination.

- **Foodborne Illnesses:** With a large number of food vendors operating at festivals, the risk of food poisoning and gastrointestinal illnesses increases. Public Health inspectors check food safety protocols and monitor for signs of foodborne disease outbreaks.
- **Vector-Borne Diseases:** Mosquito-borne diseases like dengue and malaria are a constant threat in regions with warm climates. Vector control measures are implemented to reduce mosquito populations, and any reported cases of these diseases are carefully tracked and managed.
- **Early Warning Systems (EWS):** To prevent major outbreaks, medical personnel are trained to recognize early warning signs of specific diseases. Public Health authorities are trained to use early warning systems (EWS) to:
 - **Detect Patterns:** Analyzing patient data for patterns of symptoms associated with known diseases allows officials to detect potential outbreaks early.
 - **Coordinate Response:** When a possible outbreak is identified, Public Health officials coordinate with medical teams to isolate the source, treat affected individuals, and prevent further spread.
 - **Public Alerts:** If necessary, the public is informed about potential risks and preventive measures through information, education, and communication (IEC) campaigns.

7.9. Public Communication and Education

Public Health communication is a critical aspect of festival safety. Effective information dissemination can significantly reduce health risks.

- **Hygiene and Safety Campaigns:** Public Health Officers use posters, announcements, and social media to educate festival-goers on personal hygiene, safe water usage, and available medical facilities.
- **Emergency Response Information:** Clear guidelines on emergency protocols, medical camp locations, and access to healthcare are shared with the public in multiple languages.

7.10 Monitoring and Supervision

Monitoring and supervision by higher officials is essential for effective Public Health management. They plan and coordinate resources, deploy personnel to high-traffic areas, and ensure uninterrupted service delivery, improving health outcomes and community trust.

SUPERVISION	
Executive Officers	<ol style="list-style-type: none"> 1. Commissioner 2. City Health Officer 3. Chief Engineer
Guiding Officer	<ol style="list-style-type: none"> 1. JD, Communicable diseases 2. District Health Officer
Supervision	<ol style="list-style-type: none"> 1. Director, DPH & PM 2. Director of Municipal Administration 3. District Collector

Chapter 8: Public Health Arrangements during the Festival

In preparation for the festival, extensive Public Health measures have been put in place to ensure the safety and well-being of all attendees. These arrangements are meticulously managed and regularly monitored by designated teams, ensuring the highest standards of hygiene, safety, and crowd control throughout the event. All the preparations that have been planned in the Pre- festival Public Health arrangements are ensured that is it carried out efficiently and the Executive authorities are prepared to face any deviations or emergency situation that happens out of hand.

- **Hygiene and Sanitation:** To ensure permanent and temporary toilets are cleaned regularly; solid waste collection done round the clock voiding waste spillage and bins are cleaned regularly, monitoring the sanitary team work on shift basis without fail.
- **Food Safety:** To undergo inspection of food distribution centres and ensure food hygiene, and proper waste disposal management by the vendors.
- **Water Safety:** Safe drinking water is provided, and ensure the availability of water for all the festival attendees.
- **Public Health Messaging:** Health signage and frequent announcements remind attendees of hygiene practices and safety measures.
- **Crowd Management:** Entry, exit, and crowd flows are controlled, with ticketing systems ensuring limited attendance into the religious institutions.
- **Disease Surveillance and Early Warning Systems:** Disease surveillance is one of the most important aspects of medical support during large gatherings. Public Health officials closely monitor the festival for signs of potential outbreaks, such as waterborne diseases, food poisoning, or vector-borne illnesses.
 - **Daily Monitoring:** Medical camps serve as disease surveillance units, where health officials monitor daily patient intake and analyze patterns to detect unusual spikes in illness.
 - **Health Data Collection:** Data on patient symptoms, diagnoses, and treatments are collected and reported to Public Health authorities. If a specific illness appears in multiple patients, it triggers further investigation to determine if there is a larger outbreak.

Monitoring and supervision by higher officials is crucial for smooth conduct of the fairs and festivals. The Executive Authorities play a pivotal role in coordinating resources to optimize service delivery. They oversee the strategic deployment of personnel, ensuring that staff are allocated to high-traffic zones where their presence is most needed. This proactive approach not only facilitates the efficient distribution of resources but also guarantees that essential health services remain uninterrupted, ultimately enhancing community health outcomes and fostering trust in Public Health initiatives.

Chapter 9: Post-Festival Public Health Arrangements

Once a large festival concludes, the responsibilities of Public Health authorities do not end. Post-festival activities are critical in ensuring that the festival site is cleaned, health risks are mitigated, and any potential outbreaks of disease are managed. This phase of Public Health management focuses on waste disposal, disease surveillance, and compiling final reports that document the effectiveness of Public Health interventions.

9.1 Post-Festival Solid Waste Management

Large festivals generate significant amounts of waste, including food scraps, plastic, and other refuse. Effective post-festival waste management is essential to prevent the build-up of garbage, which could attract pests and create unsanitary conditions. Intensive Waste Collection and Disposal includes,

- **Ongoing Clean-up:** Sanitation teams continue working for several days after the festival ends to ensure that all waste is collected and disposed of properly. Public spaces, especially areas around festival venues, temples, and processional routes, are cleaned thoroughly.
- **Final Waste Disposal:** Collected waste is segregated into different categories, such as organic, recyclable, and non-recyclable waste. Each type of waste is transported to the appropriate treatment facility or landfill site.
- **Waste Data Reporting:** Public Health officials often collect data on the total amount of waste generated during the festival. This data is valuable for future planning and improving waste management strategies for subsequent events.

9.2 Disease Surveillance and Outbreak Prevention

The period following a festival is critical for disease surveillance, as infections can still emerge even after the event concludes. Public Health authorities monitor disease patterns closely to detect any potential outbreaks, especially in the days immediately following the event.

- **Ongoing Disease Monitoring**
 - **Medical Camp Reports:** Medical camps remain operational for a few days after the festival to monitor any late-emerging health issues. Data from these camps is analysed for any signs of illness that could indicate an outbreak.

- **Hospital Coordination:** Hospitals near the festival site are also kept on alert, and any significant upticks in patients with similar symptoms are reported to Public Health officials. If a cluster of cases is identified, further investigation is conducted to determine the source of the outbreak.
- **Potential Outbreaks and Containment Measures**
 - **Waterborne and Foodborne Diseases:** Post-festival surveillance focuses on detecting cases of waterborne or foodborne illnesses, such as cholera, typhoid, and food poisoning. If cases are reported, Public Health teams work to trace the source of contamination and contain the spread.
 - **Vector-Borne Diseases:** Vector control efforts continue after the festival to reduce the risk of diseases like dengue and malaria. Public Health teams monitor mosquito populations and carry out additional fogging or anti-larval treatments in areas with potential mosquito breeding sites.
- **Public Health Alerts**
 - **Public Notification:** If a potential outbreak is identified, Public Health authorities issue alerts to the public, informing them about the symptoms to watch for and the steps to take if they suspect they have been exposed to an illness. These alerts may include instructions on seeking medical care, maintaining hygiene, and avoiding contaminated food or water.
 - **Isolation and Quarantine:** In the event of a serious outbreak, affected individuals may be isolated, and their contacts traced to prevent the disease from spreading. Quarantine measures may be implemented if necessary.

9.3 Final Reporting and Documentation

Public Health authorities are required to prepare detailed reports on the health management efforts carried out during the festival. These reports are submitted to higher authorities for review and provide insights into the effectiveness of the Public Health measures implemented.

- Form II: Post-Festival Reporting
- Form III: Outbreak Reporting

Form II has to be prepared in details with all essential documents as previously discussed and submitted for approval. If an outbreak occurred during or after the festival, Public Health authorities must submit Form III, within 30 days of completion of fairs and Festivals.

9.4 Evaluation and Feedback for Future Festivals

Once the festival is over, Public Health authorities evaluate the overall success of the Public Health interventions and identify areas for improvement. This process is essential for refining health and safety protocols for future festivals. Post-Festival review is very essential for improvement in the future festivals.

- **Inter-Departmental Review:** Public Health officials, along with representatives from other departments (such as municipal authorities, law enforcement, and disaster management), meet to review the festival's health and safety management. These meetings provide an opportunity to discuss any challenges faced, as well as successes in managing Public Health risks.
- **Lessons Learnt:** Feedback from these reviews is used to develop best practices for future events. For example, if certain medical camps were overwhelmed with patients, more camps may be set up in those areas next time. If waste management faced logistical challenges, adjustments can be made to improve efficiency.
- **Implementation of Recommendations:** The recommendations from post-festival reports and meetings are incorporated into the planning stages for future festivals. This ensures that Public Health measures are continually improved, making festivals safer and more enjoyable for participants.
- **Data-Driven future planning:** The data collected during the festival is invaluable for future planning. By analyzing trends in waste generation, disease patterns, and medical emergencies, Public Health authorities can allocate resources more effectively in the future.

By carrying out thorough post-festival activities, Public Health authorities ensure that the risks associated with large gatherings are mitigated, and the lessons learned from one festival are applied to the next. This commitment to continuous improvement helps ensure the health and safety of festival-goers year after year.

Chapter 10: Conclusion

Managing large gatherings like fairs and festivals requires robust Public Health strategies to ensure the safety and well-being of attendees. These events, while culturally significant, pose unique challenges, such as controlling infectious diseases, ensuring food and water safety, managing waste, and providing medical care. **Effective Public Health strategies must be proactive, encompassing careful planning, stringent regulations, and seamless coordination among local authorities, health officials, and event organizers.**

Key components of managing multitudes include setting up essential infrastructure such as clean water supply, waste disposal systems, and temporary medical facilities, along with ensuring food safety through inspections and regulatory oversight. Moreover, crowd control, environmental sanitation, and contingency planning for emergencies are critical to prevent health crises in densely populated settings.

By prioritizing preventive measures, ongoing surveillance, and clear communication between stakeholders, Public Health systems can mitigate risks and protect the health of both the local community and festival-goers. Ultimately, a **well-executed Public Health strategy** during fairs and festivals ensures that these important cultural and social events can continue without compromising Public Health.

The Tamil Nadu Public Health Act, 1939 addresses public health challenges during large gatherings like fairs and festivals by providing comprehensive strategies to ensure safety and sanitation. It grants the government and local authorities the power to regulate critical aspects like food safety, water supply, waste management, and disease control. Financial and logistical support is ensured through provisions for taxes, tolls, and emergency use of land or buildings.

The Act promotes coordination between Health Officers and authorities for pre-emptive action, continuous monitoring, and quick responses to health risks. Licensing for accommodations and the authority to inspect and seize unsafe food further safeguard public welfare. Overall, the Act is a crucial legal framework for managing Public Health in large events, balancing public safety with cultural significance.

Annexure 1- Fairs and Festivals Forms

Form - I

Arrangements proposed for the ----- (Name of Festival) at -----
Taluk -----District.

Date: from to

Probable number of people who will attend—

{ District board
{ Taluk board

Controlling Authority----- (Municipal Council or Joint Committee)

(Here enter personnel of committee, if any, and of Executive Officers,)

A. Staff---

- (1) Supervision
- (2) Disposition of District Health Staff and its functions
- (3) Special Medical Staff
- (4) Local Staff – Sanitary and Medical
- (5) Voluntary Workers. Their functions, provision for training them.
Vigilance committees and staff.

B. Sanitary Arrangement---

- (i) Water-supply (Paragraph 14 of Dr. Matthew's report)—Sources of supply.
Measure taken to prevent or eliminate contamination, arrangements for
distribution.

- (ii) Conservancy—
 - (a) Rubbish, (b) night-soil.

Staff of sweepers. Scavengers and maistries.

Prevention of nuisance, Latrines—temporary and permanent urinals, arrangement
for disposal of filth and refuse (Paragraphs 15 – 22 of Dr. Matthew's Report).

- (iii) Food Supply (Paragraphs 23 – 27 of Dr. Matthew's Report).

Arrangement for provision and protection of food---
(a) Charitable feeding – Prasadam

- (b) Eating houses and coffee hotels
- (c) Cooking of pilgrims
- (d) Temporary bazaars – location and terms of license.

(iv) Accommodation (Paragraphs 28 –37 of Dr. Matthew’s report)—

- (a) Permanent---
Number and accommodation of lodging houses; terms of licenses granted; cooking arrangements.
- (b) Temporary---
Camps: Number provided for and fees chargeable; arrangement for control of beggar nuisance. Plans should be submitted of the lay-out of any camps provided.

C. Medical Aid---

- (i) Dispensary equipment and medical attendance
- (ii) Isolation hospital staff and equipment
- (iii) Ambulance and first aid. Dhobies.
- (iv) Disinfectants. Quantity and arrangement for storage.

D. Communications—

Routes followed by pilgrims—

- (i) By rail: arrangement for accommodation, refreshment, etc.
- (ii) By road: halting places and provision made for accommodation and vigilance.
- (iii) By Water: regulation of traffic and functions of voluntary workers.

E. Lighting

- a) from public fundsArrangement to be made
- b) by private generosity
- c) by the temple authority, if any

F. Police,

G. Finance,

Estimates of expenditure and sources from which cost will be met with special referenceto---

- (a) Licences for temporary stalls and booths
- (b) Licences for lodging houses
- (c) Licence fees for public conveyances
- (d) Pilgrim – tax
- (e) Contribution from temple funds

Form - II

Report on the _____ Festival (Fair) held between _____ (date) and _____ (date) at _____ Taluk, _____ District.

Date: from _____ to _____

Number of people attending
Controlling authority

A. Note any deviation from the proposals set forth in Form I under heads A to G.

B. Epidemics---

- (a) Nature of disease.
- (b) Number of attacks and deaths on each day of the festival.
- (c) Source of infection.

Investigation of the source and possible foci of infection should be undertaken by the Medical Officer on duty in consultation with the District Health Officer and his staff. Maps and graphs are particularly valuable in connexion with these investigations and should be prepared in all cases.

(d) Measures taken to prevent spread.

Details of the measures taken should be given including the steps taken to warn the authorities of the districts and towns to which the pilgrims are returning.

(e) Recommendations for future adoption.

Annexure 2 – G.Os regarding Fairs and Festivals

G.O. Ms. No. 3074 (Health) dated 29.12.1970 of the Health and Family Welfare Department

- 10 -

2. Sanitary arrangements for fairs and festivals Revised procedures – Instruction.

2.1. Fairs and Festivals – Sanitary arrangements for Fairs and Festivals- Revised – Instructions issued.

HEALTH DEPARTMENT

G.O.Ms.No.3074

Dated : 29.12.1970

Read :

- 1) G.O.Ms.No.1723, Public Health, dated 13.12.1922.
- 2) G.O.Ms.No.2274, Public Health, dated 30.9.1929
- 3) G.O.Ms.No.2959, Public Health, dated 14.11.1935
- 4) From the Director of Public Health R.No.37248 F & F/66-2 dated 24.3.1966.
- 5) From the Director of Public Health R.No.37248/ F & F/66-7, dated 7.7.1966.
- 6) From the Director of Public Health, R.No.37248/ F & F/66-2 dated 27.1.1967.
- 7) From the Director of Public Health R.No.37248/F & F/66-3 dated 9.3.1967.
- 8) From the Director of Public Health, K.Dis.No.83072/67, dated 15.4.1968.
- 9) From the Inspector of Municipalities LDis.No.27937/68, dated 27.6.1968.
- 10) From the Director of Rural Development, K.Dis.No.103955/68, dated 23.8.68.

The Additional Director of Health Services and Family Planning, Madras, submitted the following proposals with regard to revision of instructions issued in G.O.Ms.No.1723 Health, dated 13.12.1922, in respect of fairs and festivals conducted in this State.

- (i) The orders issued in paragraphs 1 to 8 of the Government orders might be deleted.
 - (ii) The Orders in paragraphs 9 to 12 of the Government order may be modified as suggested in para 5-12 of the letter dated 9.3.67 read above.
 - (iii) The orders issued in G.O.Ms.No.2959, Health dated 14.11.1935 with regard to scrutiny and countersignature of the bills towards the work executed in connection with the sanitary arrangements need no revision; all the executive authorities of the Panchayats, Town Panchayats, Panchayat Union Councils, and Municipalities should send bills to the concerned District Health officer for scrutiny and countersignature.
 - (iv) And the revised list of fairs and festivals may be approved.
- (2) The Government have examined the proposals of the Additional Director of Health services and family Planning and they direct that the orders issued in paragraph 1 to 8 of the G.O.Ms.No.1723, Public Health dated 13.12.1922 be cancelled.
- (3) The Government accept the proposals of Additional Director of Health Services and Family Planning Madras in Paragraph 7 to 10 of her letter R.No. 37248/F & F/66-3 dt. 9.3.67 and they direct that the instructions in paragraph 9 to 12 of the G.O.Ms.No.1723, Public Health dated 13.12.1922 shall be stand modified to the extent mentioned below.

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(i) For minor festivals with a gathering of less than 10,000 people and with an estimate of Rs. 1000 and below, the District Health Officer be empowered to scrutinize and approve the Form I reports for implementation by the Panchayats, Panchayat Union Councils etc., The Form II and III reports also be scrutinized and approved by the District Health Officers for such of the above festivals. These reports need not be sent to the Additional Director of Health services and Family Planning Madras (formerly Director of Public Health)

(ii) As regard festival with attendance of 10,000 and more and with an estimated expenditure of over Rs. 1000/- and in respect of all the notified festivals without limitation of expenditure and attendance (except a few festivals specially marked in the revised list of fairs and festivals for the approval of the Health Officers even though they are reported to be notified because of their minor importance) the Form I reports should be submitted to the Additional Director of Health Services and Family Planning (formerly Director of Public Health) for scrutinizing and approval. Accordingly the Form II and III reports for such festivals should also be submitted to the Additional Director of Health Services and Family Planning Madras.

(iii) In the case of Municipalities the Form I reports for the fairs and festivals of the category mentioned in paragraph 3(i) above should be scrutinized and approved by the Municipal Health Officers of the Municipality, if there is a Health Officer, where there is no Municipal health Officer the reports should be sent to the District Health Officer concerned for approval.

(iv) The reports to be sent to Additional Director of Health Services and Family Planning Madras should be routed through the District Health Officers or Municipal Health Officers concerned.

(v) The reports in Form I, II and III as prescribed in the enclosures of the G.O.Ms.No.1723, Public Health, dated 13.12.1922 should continue to be adopted.

(vi) The Form I report should be submitted to reach the approving authority, *not less than 30 days prior to the date of commencement of the fairs and festivals.*

(vii) The reports in Forms II and III should be sent *not later than fifteen days after the fairs and festivals are over.*

(4) With regard to the scrutiny and countersignature of the bills towards the works, executed in connection with sanitary arrangements made for all the festivals including the festival for which the Form I reports is approved by the Additional Director of Health Services and Family Planning. (formerly Director of Public Health) orders issued in G.O.Ms.No.2959 Public Health, dated 14.11.1935 that the District Health Officer is to countersign the said procedure should be continue to the effect that the said procedure should be continue to be in force in respect of Village Panchayat alone.

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(5) The Government approve the revised list of fairs and festivals proposed by the Director of Public Health madras in her letter R.N.37248/F & F/66-2 dated 28.1.1967. The Additional Director of Health Services and Family Planning, Madras is requested to make necessary arrangements to communicate the list as approved by the Government to all Municipalities, Panchayats, Town Panchayats and Panchayat Union Councils etc.,

G.O. Ms. No. 1887 (Health), dated 27.10.1978 of the Health and Family Welfare Department

<p style="text-align: center;">-20-</p> <p>2.4. FAIRS AND FESTIVALS – Sanitary arrangements for the Festivals – Revised instruction – Issued</p> <hr/> <p style="text-align: center;">HEALTH AND FAMILY WELFARE DEPARTMENT</p> <p>G.O.Ms.No.1887 Dated: 27.10.78 Read:</p> <ul style="list-style-type: none"> (i) G.O.Ms.No.3074, Health, dated 29.12.1970 (ii) From the Director of Public Health and Preventive Medicine, letter R.No.228402/ Epi/F & F/77, dated 22.8.1977. (iii) From the Director of Rural Development letter L.Dis.No.135586/77 F2, dated 26.11.1977. (iv) From the Commissioner, Hindu Religious & Charitable Endowments., letter K.Dis 69591/77, dated 7.12.1977. (v) From the Inspector of Municipalities letter Roc No. 106079/77, dated 8.6.1978. <p>ORDER:</p> <p>In G.O.Ms.No.3074, Health, dated 29.12.78, Government have ordered interalia that:</p> <ul style="list-style-type: none"> (1) For minor festivals with a gathering of less than 10,000 and with an estimated expenditure of Rs. 1000/- and below, the District Health Officer be empowered to scrutinise and approve the Form I, II and III reports for implementation by the Panchayats, Panchayat Union Councils etc., (2) For festivals with attendance of 10,000 and more and with an estimated expenditure of over Rs. 1000/- and in respect of all the notified festivals, the Additional Director of Health Services and Family Welfare (Now Director of Public Health and Preventive medicine) be empowered to scrutinized and approve the form I, II and III reports. (3) The Director of Public Health and Preventive Medicine has states that the cost of sanitary materials, disinfectants insecticides etc., have increased since the issue of orders in G.O.Ms.No.3074, Health dated 29.12.70. The wages to be paid to the temporary Sanitary staff engaged in connection with the festivals have also gone up considerably in recent years. Due to these factors the estimated expenditure even for a minor festival works out to more than Rs. 1000/- thereby, the Form I, report of a large number of minor festivals are being forwarded to his office for approval, by the District Health Officer/Municipal Health Officer concerned. This process, on most occasions, involve delay in the receipt and approval of Form I report by his office and in many cases correspondence approving Form I report could not be sent to the local body concerned before the commencement of the festival due to the large number of cases requiring scrutiny and approval of his office. The local body also could not make necessary sanitary arrangements pending approval of Form I report. 	<p style="text-align: center;">-21-</p> <p>This defeats the purpose for which form I report has been prescribed and that this difficulty can be solved if the District Health Officers are given more powers by enhancing monetary limit. The Director of Public Health and Preventive Medicine has observed that each festival attracts very large number of people and the congregation disperse immediately after festival is over in view of the transport facilities available now-a-days and hence, the festival area is not used as a camping place by them for day together, as in the past and therefore suggested that differentiating festivals by attendance of people may be discontinued or purpose of approval of Form I report. The Director of Public Health and Preventive medicine has therefore requested the Government to revise the orders already issued in G.O.Ms.No.3074 Health, dated 29.12.70 (viz item (1) and (2) of para 3 of the G.O.) to the extent that for festivals with an estimated expenditure of less than Rs. 5000/- the District Health Officer in respect of Panchayats and Town Panchayats and the Municipal Health Officer in respect of Municipalities may scrutinize and approve the Form I, II and III reports and that in respect of festivals with an estimated expenditure of Rs. 5000/- and above the Director of Public Health and Preventive Medicine or Assistant Director to whom powers are delegated in this regard may scrutinize and approve the Form I, II and III reports. The Director of Rural Development, Commissioner, Hindu religious and Charitable Endowments (Administration) and the Inspector of Municipalities have agreed with the suggestion of the Director of Public Health and Preventive Medicine above</p> <ul style="list-style-type: none"> 1) The Government have examined the proposals of the Director of Public Health and Preventive Medicine and they direct that the orders issued in item (1) and (2) of para 3 of G.O.Ms.3074, Health dated 29.12.70 shall stand modified to the extent mentioned below:- 1) for festivals with an estimated expenditure of less than Rs. 5000/- the District Health Officer in respect of Panchayats and Town Panchayats and the Municipal Health Officer in respect of Municipalities will scrutinize the Form I, report and approve the sanction for implementation by the local body concerned. The Form II and Form III reports will also be approved by the District Health officer Municipal Health Officer concerned. 2) for festival with an estimated expenditure of Rs. 5000/- and above the Director of Public Health and Preventive Medicine or any one Assistant Director of Public Health and Preventive Medicine to whom powers are delegated in this regard, will scrutinise Form I report and approve the same for implementation by local body concerned. The Form II and III reports will also be approved by the Director of Public Health and Preventive Medicine or by any one of the Assistant Director of Public Health and Preventive Medicine to whom powers are delegated in this regard. <p style="text-align: right;">(By order of the Governor)</p> <p style="text-align: right;">P. MURARI Commissioner and Secretary.</p>
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G.O. Ms. No. 1279 dated 23.5.1962 of the Education and Public Health Department

<p style="text-align: center;">- 32 -</p> <p>4.4. Public Health – Epidemics – Responsibilities of Panchayat Union Council – Instruction – Issued.</p> <hr/> <p style="text-align: center;">EDUCATION AND PUBLIC HEALTH DEPARTMENT</p> <p>G.O.Ms.No. 1279 Dated 23rd May 1962 Read the following paper :-</p> <p style="text-align: center;">From the Director of Public Health, dated 9th February 1962 R.No. 137013 / Epi / 61.</p> <p style="text-align: center;">***</p> <p>Under section 65 (f) and (g) of the Madras Panchayat Act, 1958, it shall be the duty of the Panchayat Union Councils, to make reasonable provisions for "Prevention and remedial measures connected by the Panchayat Union Council as those reserved for control by it. The Commissioner of Panchayat Union Councils or the Executive Officers of Town Panchayats as the case may be, are requested to observe the following instructions:-</p> <p>(i) The Panchayat union Council should provide funds for the expenditure on purchase of Cholera medicines, appliances, equipments etc., and also for the transport of these items by the Health Inspector from place to place in its area.</p> <p>(ii) In the case of outbreaks or threat of epidemics of Cholera, the Panchayat Union Council should meet the expenditure on the appointment of Cholera staff, such as Cholera Inspectors, Cholera Overseers, Disinfection mazdoors etc., in accordance with the instructions of the District Health Officers concerned and also provide necessary advance amount either to the Health Inspectors and Health Officers to meet Cholera prevention and control charges, the advances being recouped from time to time by bills by vouchers.</p> <p>(iii) During outbreak or threat of Small pox or any other infectious diseases the Panchayat Union Council should incur expenditure in connection with appointment of additional Health Assistant for Vaccination work, purchase of Vaccination kits or any other Outfit or equipment which may be necessary, appointment of disinfection mazdoors, purchase of necessary disinfectants etc. conveyance, isolation and treatment of Small pox cases.</p> <p>The Panchayat Union Council should store the quantity of drugs, medicines and disinfectants suggested by the Director of Public Health to meet any emergency.</p> <p>(iv) Whenever emergencies like floods, cyclones occur threatening the Public Health of the area or which epidemic outbreaks occur in the Panchayat Union Council area, the Panchayat Union Council should on the advise of the District Health Officers, provide temporary isolation shed with beds within the compounds of the dispensaries in the area or close to the Primary Health Centres as the case may be to meet the emergency.</p>	<p style="text-align: center;">- 33 -</p> <p>(v) During fairs and festivals the Panchayat Union Councils in the case of festivals classified as Panchayat Union Council festival and in the case of other festivals the concerned Panchayat should provide necessary funds and incur expenditure in connection with the special sanitary arrangements to be made for the conduct of fairs and festivals in their areas in consultation with the District Health Officer concerned.</p> <p>(vi) a) They should submit a Form I, report to the District Health Officers concerned atleast two months before the commencement of any festival with a view to enable the District Health Officers to scrutinize the reports and offer suggestions whenever necessary. They should also follow the instructions issued in G.O. (Press) No. 633, Health dated 9th March 1962.</p> <p>(vi) b) They should carryout the recommendations of the District Health Officers in regard to the sanitary arrangements.</p> <p>(vii) c) Even in the case of minor festivals they should take precautionary measures to ward off any outbreak of epidemics and take necessary sanitary arrangements in consultation with the District Health Officers concerned.</p> <p>[Note : Now see section 112 (f) and (g) of Tamil Nadu Panchayats Act 1994 (Act 21 of 1994)]</p>
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**G.O. Ms. No. 1912 dated 5.12.1979 of the Rural Development & Local Administration
Department**

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5.1. PROVISION UNDER THE TAMIL NADU DISTRICT MUNICIPALITIES ACT 1920 (ACT V OF 1920)

SECTION 156: CONTRIBUTIONS FROM PERSONS HAVING CONTROL OVER PLACES OF PILGRIMAGE ETC.

Where a mosque, temple mutt or any places of religious worship or instructions or any place which is used for holding fairs, festivals of for other like purposed is situated within the limits of a municipality or in the neighbourhood thereof and attracts either throughout the year or on particular occasions a large number of persons, any special arrangements necessary for public health, safety, or convenience whether permanent or temporary shall be made by the municipal council and the council may require the trustee or other person having control over such place to make such recurring or non-recurring contribution as the State Government may determine to the funds of the Municipal Councils.

5.2. Copy of G.O.Ms.No.1912, dt: 5th December, 1979 of the Rural Development & Local Administration Department.

Sub : Civic Amenities – Municipalities – Quantum of Contribution to be collected by the Municipalities from the religious institutions for making special sanitary arrangements during festivals et. – Orders issued.

Ref: 1) From the Secretary Tamil Nadu, Wakf Board, Letter Roc. 15710/B9/77/ Sa dated: 28.12.77.

2) From the Inspector of Municipalities L.Dis. 42347/78/AS dated: 28.11.78

ORDER :

The Secretary, Tamil Nadu Wakf Board has reported that the Panruti Municipality is collection charges for Sanitary arrangements during annual Urus festival of the above Wakf Institution and that a sum of Rs. 1500/- is being collected every year from the Dargha for such services. He has requested that suitable instructions may be issued to the Special Officer, Panruti Municipality render sanitary arrangements to the Dargha during its festival times without collecting any charges for the same.

2. Under section 156 of the Tamil Nadu District Municipalities Act 1920 the Government have been vest with powers to decide the quantum of contribution to be collected by the Municipalities from the concerned religious institutions for making any special arrangements in respect of public health, safety or convenience during fairs and festivals. The question of fixing the quantum of contribution to be collected by the Municipality from the religious institutions as stated above was discussed with the Inspector of Municipalities the Commissioner Hindu Religious and Charitable Endowment Board, the Examiner of L.F.Accounts and Law Officer, Tamil Nadu Wakf Board at a meeting held in the Chamber of Commissioner and Secretary to Govt. Commercial Tax and Religions Endowment Dept. on 24.10.79 and the following decisions were reached at the meeting.

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i) that sharing of the expenditure on special sanitary arrangements between the Municipality concerned and the religious institutions (Temples, etc.,) on the lines mentioned below will be limited to notified festivals.

ii) that before commencement of the Festival, the Executive authority of the local body concerned and the Executive Officer of the temple or the Religious Institutions should meet, discuss and arrive at a decision regarding the sanitary arrangements to be made for the notified festival and the details of the expenditure likely to be incurred before sending a report to the Director of Public Health and Preventive Medicine.

iii) that the temple authorities should pay 50% of the difference between the receipts and expenditure incurred by the Municipality for providing sanitary arrangements during each notified festival.

iv) that however, if any religious institution consider that the above arrangements is not beneficial to it, may have these festivals be notified subjects to the condition that it should make its own arrangements for providing necessary sanitary facilities during these festivals.

3. The Government accept the decisions mentioned in Para 2 above and accordingly direct that the procedure laid down therein be followed for fixing the quantum of contribution institutions (temples etc.) for making special Sanitary arrangements in respect of public health, safety and convenience during notified festivals.

	Maintain system for crowd control and emergency evacuation	<input type="checkbox"/>
Category	Checklist Item	Status
Post-Festival Activities		
Waste Management	Intensify waste collection and ensure proper segregation/disposal	<input type="checkbox"/>
Ongoing Disease Surveillance	Continue medical camps for post-event health monitoring	<input type="checkbox"/>
	Coordinate with hospitals for late-emerging cases	<input type="checkbox"/>
Reporting & Documentation	Submit post-festival reports (Form II and III)	<input type="checkbox"/>
Evaluation & Feedback	Conduct inter-departmental reviews to identify improvement areas	<input type="checkbox"/>
	Implement lessons learned for future festivals	<input type="checkbox"/>

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DIRECTORATE OF PUBLIC HEALTH AND PREVENTIVE MEDICINE

