

Public Health Construction in the Republic of China Period from the Perspective of Legislation

Wei Liu*

Institute of History, Anhui University, Hefei, China

chensir@mail.ustc.edu.cn

**Corresponding author*

Abstract: *During the period of the Republic of China, in the face of the epidemic and spread of infectious diseases in the process of urban modernization, under the strong appeal of the medical community, the government authorities began to follow the West and think about the construction of public health and epidemic prevention laws and regulations system under the new political system. In view of the corresponding measures taken by the government after the outbreak of infectious diseases in the Republic of China, this paper combs the legislative measures of public health in the Republic of China, and analyzes the implementation of public health legislation in practice, in order to provide a reference for the legal construction of public health system in China in the new era.*

Keywords: *The Republic of China, Public Health, Health and Epidemic Prevention, Legislation, Effectiveness*

In the early years of the Republic of China, all kinds of infectious diseases was prevalent, which seriously threatened the rule of the government and the lives and health of the people. The concept of "health" and closely linked to "seed protection power" reappeared. A number of medical professionals actively call for the construction of public health. Based on this, the government of the Republic of China has carried out a large number of public health legislation, and promoted the development of public health from top to bottom through the establishment of the establishment of health administrative organs.

Historians at home and abroad attach more attention to the research of public health in the Republic of China, and have many related researches results, but the analysis of public health construction and its effectiveness from the perspective of legislation is relatively weak. In view of this, this paper slightly discusses the public health construction of the Republic of China in the perspective of legislation.

1. The Initiation And Difficulty Of Public Health Legislation in the Republic of China Period

From 1910 to 1911, pneumonic plague was prevalent in the northeast region, with nearly 50,000 deaths, which did not receive the due attention of the government. In 1919, cholera was popular in Shanghai. According to the declaration, "coffins in Pudong and Zhoupu towns were almost sold out, and the wages of workers who made coffins jumped from 4 to 8 cents per day. However, suitable workers could not be recruited", which shows the prevalence of cholera. The large-scale outbreak of infectious diseases not only posed a great threat to the lives and health of the common people, but also made the regime more turbulent.[1]

View of the western countries, after the industrialization and urbanization, and the resulting problems of infectious diseases, occupational diseases, has begun to realize that there is a close connection between public health and social life, to control infectious diseases, occupational diseases, still want to return to social life, in social life, with rules and regulations, and when various constraints, system gradually rise to the national will, the demand for health construction health law construction arises at the historic moment.

1.1 Public Health Legislation during the Beiyang Government period

During the period of Nanjing provisional government, no special medical legislation had not been carried out due to the short time. On the basis of summarizing the experience and lessons of epidemic

prevention and control in China and the West, the Beiyang government strengthened the public health legislation and opened the prelude to the modernization of public health legislation. On March 12, 1916, the Ministry of Internal Affairs promulgated the Regulations on the Prevention of Infectious Diseases, which classified which diseases were infectious diseases, defined the responsibilities and tasks of the local chief executive and the prevention and treatment of infectious diseases against infectious diseases, as well as various measures that could be taken, and determined punishment measures. This is the first law on the prevention and treatment of infectious diseases promulgated in modern China, the famous medical scientist Yu Fengbin said: "the government has been neglecting local health administration for a long time, although repeated reform, trying to reform, health problems... On March 20 this year, the decree on the prevention of infectious diseases, is not a special initiative.[2] "The public health legislation introduced during this period mainly includes the Army Infectious Disease Prevention Rules, Infectious Disease Prevention Regulations, Train Quarantine Rules, March Health Affairs Rules and Public Toilet Rules, etc. The legislative provisions take the primary stage of public health work, namely the prevention and treatment of infectious diseases as the main content of the legislation.

1.2 Public Health Legislation during the Nanjing National Government Period

In the past ten years of Beiyang government, in the process of constantly strengthening the public health management, the National government has boosted the process of urban modernization, expanded and enhanced its dominance and influence in the urban space, maintained the stability of the regime to a certain extent, and further strengthened the government's belief in strengthening public health legislation.

With the deepening of the prevention and treatment of infectious diseases, the prevention of infectious diseases is considered one of the most cost and effective methods[3]. Based on this, the National government issued a series of laws to regulate vaccination. In 1928, the Ministry of the Interior issued the "regulations", stipulating the number of acne planting ", the first phase, within a year after the birth; the second phase, a six years old seven years old ", the regulations will plant the specific work to the city and county competent health administration, to set up the health administration according to the size of the jurisdiction, the population, and the earliest government open concept, requires the important matters related to acne to be published ten days in advance. This regulation cleared to plant pox procedures, institutions, punishment measures and so on, smallpox has been very well prevented.

In the middle and late period, Nanjing National Government gradually realized that strengthening public health construction and began to actively prevent it from happening. "There are two ways to prevent a disease, one is to treat a disease, the other is to prevent no disease. Treatment is negative, disease prevention is positive, the positive method is to call it 'health'.[4] "The authorities have strengthened the sanitation management of the environment, drinking water, food and public places, and issued relevant laws and regulations such as the tap Water Rules and the Regulations on Food and Its Supplies. Provincial and municipal governments also pay attention to the relevant regional management rules in light of the actual situation. For example, the Public Security Bureau of Henan Province formulated the "Rules for banning the Bath Hall", requiring "1. Towel disinfection and defecation device outside the .2 the bath.2. Avoid taking a bath. In this city, should be banned from infected with willow disease and scabies into the bath. "Big cities such as Beijing and Shanghai have changed the garbage to fixed cleaning personnel to clean up. After 1934, the government began to adjust the time of collecting garbage, feces and dirty water more scientifically according to the seasonal changes.

During this period, the public health legislation mainly includes: revised the infectious disease prevention regulations, issued the water rules "management drinking water rules" cow milk business ban rules "diet preservatives ban rules" the " diet and its supplies ban the rules and regulations, the legal sense of public health prevention work started during this period.

1.3 Public Health Legislation Has Been Revised and Abolished Too Frequently

There are a wide variety of medical legislation of the Republic of China. According to the selected legal books, legal classics and related historical materials collected by the author respectively from the National Second Historical Archives, Shanghai Archives and the National Library, a total of 241 pieces of legislative legal documents are collected, see table 1.

In Table 1, it can be concluded that public legislation occupies half of the medical legislation of the Republic of China. But take a closer look at the content, you will find that the legislation is mostly deleted and revised for the same content.

Table 1: Classification of Medical legislation in the Republic of China

ranking	class	number of packages	proportion
1	Medical administration	51	21.16%
2	Health administration	43	17.84%
3	Health and epidemic prevention	37	15.35%
4	Public health	27	11.20%
5	Food safety	19	7.88%
6	Medical education	33	13.69%
7	Drug administration	21	8.71%
8	Red Cross class	10	4.15%
amount to		241	100%

The stability and implementation of legislation are important, but if changed, they will put people at a loss. During the period of the republic of China, most of the public health legislation revision, replacement, there are some laws is published by the national government, some are published by the department of health, some are the rules, regulations, legislative level, let people in the conflict of law, I do not know the new law or old law, buried the hidden trouble for the effective implementation of the law.

In the prevention and treatment of infectious diseases, for example, in 1916 the ministry of infectious diseases, in 1928 the national government approved the amendment of article 1, article 21, in 1930 the ministry of health published the prevention of infectious diseases, in 1948 the national government published the regulations on the prevention and treatment of infectious diseases. After several changes in the above legal legislative subject and legal level, there are also conflicts in the legal provisions, which affects the validity and reliability of the law implementation.

2. The Implementation Situation of Public Health Legislation During the Republic of China period

The development of public health undertakings needs long-term and stable capital and policy investment. Affected by the war and regime change, since the early years of the Republic of China, the public health legal system has been moving forward, initially promoting the development of public health undertakings.

2.1 The Health Administration System Was Well-Established

According to the Organic Law of the Ministry of Health, the establishment of the central government's health administrative organs began in November 1928 and the central Ministry of Health, which was a milestone event in the development of health administration. The Ministry of Health has five departments: general affairs, medical administration, health care, epidemic prevention and statistics, and the Central Health Commission as the deliberation organ. The Central Health Experimental Institute, the Central Hospital and other institutions were also established during this period, and the prototype of the central health administration institution was basically complete.

The establishment of the Provincial Health Department began in Jiangxi Province. After the establishment in 1934, Jiangxi Provincial Health Department carried out comprehensive public health work in the province, especially in rural medicine and health and school health work. The provincial health department organizes the rural tour treatment work, three times a week by the public health nurse or cooperate with the doctor to carry the medical box, to the village residents or more people gather places, implement disease diagnosis and treatment, distribute propaganda slogans, hold public speeches, apprent diagnosis and treatment played a decisive role in the prevention and control of the vast rural areas, and opened up a precedent for rural public health work at that time. At the same time, it pays attention to school health work. It set up a health education committee with the Department of Education, and arranged public health nurses and general nurses to carry out their work, covering 47 schools in the province, with 15,333 students, with an average of 5,000 students per public health nurse. In addition to routine health care prevention, the focus is on family visits, primary school health activities federation and other work, which has well improved the health level of teenagers and children.

Subsequently, the provinces have set up provincial health departments just after Jiangxi Province.[5]

After the northern expedition of the national government, major cities have cities set up cities and health administrative organs were set up. Anqing city, for example, Anqing city was published in 1929, in the summer epidemic prevention articles of association, the articles of association in the epidemic prevention will set medical group, propaganda group, affairs, clear " this will when necessary a health police, health officer health police officer police several people by the chairman of the health police before the public security bureau health police call.[6]"

In terms of county-level health administrative institutions, in December 1932, the internal affairs meeting passed the "establishment of county health and medical organs according to the handling of medical relief and county health undertakings"[7], stipulating that each county should set up county hospitals to handle medical relief and health undertakings. According to this case, dozens of county hospitals have been set up in various counties in Jiangsu and Zhejiang provinces. By April 1934, the health administrative technical conference passed the "county health administration plan", the county health institutions, decided to set up health centers, each district below the county set up health centers, set up health branches in larger rural areas, each village set up health staff or health police. Wusong, for example, in July 1933, only two public health nurses, the work is limited, only for school health and family visit, a year later, personnel full, organized waiting education, infectious disease statistics, life statistics, mother and child day, most of the work for rural health work. In this way, the county health administration system, compared with only in the county county hospital has made great progress. Before the start of the war, some counties set up health hospitals or Hunan hospitals, including 35 counties in Jiangsu, 14 counties in Zhejiang, 83 counties in Jiangxi, 14 counties in counties, 2 counties in Shandong, 1 county in Hebei and 9 counties in Shanxi. However, the majority of the above hospitals with perfect equipment and sound organization are not perfect. By the end of 1936, Zhejiang hospitals had 149 beds, with an average of 18.6 per hospital; 9 Shaanxi hospitals had 15.8 beds; 72 county hospitals in Henan Province, with an average of 9.8 beds per hospital. Most hospitals also do not have a formal doctor presided over, far from the hospital standards.[8-9]

2.2 Legislation on Health and Epidemic Prevention Shall Be Implemented Within a Certain Scope

After 1916, according to the Regulations on the Prevention of Infectious Diseases, the Government of the Republic of China organized the reporting system on the sources of infectious diseases. The establishment of this system makes it possible to trace infectious diseases, which can more accurately monitor and manage infectious diseases, carry out the source treatment as soon as possible, and minimize the spread scope of infectious diseases as far as possible. At the end of 1916, according to the Harbin Epidemic prevention Hospital reported that someone in the Danish church in Mongolia suffered from pneumonic plague, the Ministry of Interior immediately sent a public health expert Wu Liande to Suiyuan to investigate. The investigation found that the disease had spread along the railway to the Beijing-Suiyuan Railway Station, so the government of the Republic of China immediately ordered the Beijing-Suiyuan railway to be suspended, which effectively controlled the outbreak of pneumonic plague.

After decades of legal publicity, the popularization of vaccination knowledge and the vaccination rate has been greatly improved. Yi Jingdai, a famous physician, said: "In the past, few people had injected cholera and meningitis. This summer epidemic prevention news out, cholera prevention fluid has not been purchased, to the hospital request injection, has been every day. In the hospital began to work, that is, to come, overwhelmed. "Malignant infectious diseases, especially in urban areas, the scale and intensity of the outbreak are significantly reduced, the incidence and mortality of cholera or cholera diarrhea are gradually reduced, and the number of people suffering from dysentery is greatly reduced. In 1928, Nanjing's monthly deaths from malignant infectious diseases fell to nearly single digits. According to the death survey of the Nanjing Municipal Public Security Bureau, in January 1928, six people died from measles, one epidemic encephalitis, zero plague, one scarlet fever, two diphtheria, three typhoid fever and zero era. In 1932, 561 people were infected with cholera virus, killing 390 people, to 13 and 10 respectively by 1933, in 1932, 183 people were infected with smallpox, to 151 deaths, and to 87 and 70 respectively by 1933.[10-11]

However, the infectious disease prevention and control work are concentrated in big cities, due to the government investment on public health funding, led to the public health work across the country is not smooth, "my country public health, busy, lack of health knowledge, does not know what health, so for a disease, usually can prevent, both disease and not treatment, the disease in the rural land is the more objective reason" is the republic public health is more objective reason. In 1931 because the

Yangtze river floods, Wuhu, Anqing, Jiujiang, Wuhan, Jiangdu, Shaobo, Gaoyou are affected, many areas without health and epidemic prevention facilities, in addition to several cities, also no hospital can use, to the summer of 1932, the cholera epidemic again, from the number of malaria deaths also increased day by day. According to the investigation, "In the first 100 days of the flood, 22 farmers were reported for every 1,000 people dead, and 55 percent of them were men. By cause of death, about 25% were due to drowning and 70% due to disease. By age, about 30% of children are under the age of five, and considering that the retrospective reporting of child deaths is not accurate enough, that may not be true. And the prevalence of victims is very high, an average of about 17 people per 100 people, six suffer from fever, five suffer from diarrhea, and six suffer from other diseases."

Infectious disease prevention and control work appeared repeatedly, also reflects the Nanjing national government period, the national public health work imbalance, only a few relatively developed cities public health work development, most areas, especially in rural areas, still no public health, public resist disease still rely on the original natural resistance method, facing the flood of the Yangtze river basin, the country only six hundred thousand for public health prevention and prevention. Work is stretched. Also insufficient investment is the Northeast Epidemic Prevention Department, before the reorganization of the B Xinjiang Customs funds, the annual funds of 56,000 yuan. In August 1936, after the reorganization of the Health Department of the Ministry of Civil Affairs of the puppet Manchukuo government, the funds were provided by the Ministry of Civil Affairs, and the medical expenses were reduced from 400 yuan per month before the reorganization to 400 yuan per year after the reorganization. When the plague spread in Fujian Province, it even needed to change the epidemic prevention plan due to the lack of funds. Its "epidemic prevention equipment is a preliminary work to meet the current local needs. Regarding the health design, we still need to consult the financial resources to expand and improve it. [12-13]"

2.3 Food Hygiene Legislation is Almost a Dead Letter

In 1912, after the outbreak of plague in Shanxi and Suiyuan, the Beiyang government set up a health test institute after setting up the Epidemic Prevention Department of the Central Committee, which was in charge of various health tests. The inspection of food includes ice, tea, mineral water, milk, wine, meat and its products, cereals and fruits, tea, coffee, sugar, honey, sorrel, sauce and coloring material, which is only responsible for the identification of food from a scientific perspective, without administrative authority, and can not play a substantial role in food hygiene.

Guangzhou city as a good food hygiene work city, the effect is not satisfactory, it can be expected to see the development of the national food hygiene work. It took the lead in the country in separating food hygiene from environmental sanitation, and formulated food hygiene regulations, including "Guangzhou Hotel and Snack Shop Health Regulations", "Restaurant Management Regulations", "Guangzhou Fresh Milk Sale Regulations", etc., which is supervised and implemented by the police. But in fact, because the Guangzhou was only a municipal hospital laboratory, seven people, chemical group and microbiome, and equipment, only urban water, water supply, inspection, so there is no food hygiene inspection institutions, food hygiene management is limited to sensory stage, and poor health police knowledge, enforcement of functions become a mere formality, 30% of Guangzhou people eat fish liver fluke, 10% of Guangzhou era, with acute enteritis era, cholera occurs, acute gastroenteritis and dysentery as the cause of death. [14]

Because the management of food hygiene is a systematic project, involving not only laws and regulations, scientific means but also involving politics, economy, people's living habits, health customs, cultural level, it is obviously not enough to rely on only a few regulations and a few law enforcement personnel. In addition, the public security organs do not actively cooperate with this, sometimes abuse power, resulting in the health administrative organs lost the people, helpless. People also often hold the concept of "out of sight is net", greedy for good quality and cheap price, all leading to the category of food health laws and regulations can not be effectively implemented. In this way, the problems in the implementation of the law are more deeply highlighted. The impact of a kind of regulations is not limited to the failure of such regulations in playing their due role, but also destroys the public's overall belief in the law for state organs, and it can be said that it is very harmful.

3. Achievements of Public Health Construction in the Republic of China Period

3.1 Highlighting National Rights in Public Health Legislation

In 1928, Hu Ding'an, a doctor of public health, published the China Health Administrative Facilities Plan, pointing out that "if the organization and establishment of central health administrative organs are established, all provinces and special municipalities have administrative basis. Unified health administration, for the convenience of facilities, has to have considerable regulations. "The government of the Republic of China is eager to carry out public health construction through health administration legislation. To carry out health legislation, we must first set up a health administrative department. In April 1927, the National Government established the Department of Health in the Ministry of Internal Affairs, and in October 1928, it was upgraded to the Ministry of Health. In November, the National government promulgated the Organic Law of the Executive Yuan of the National Government, stipulating that "The Ministry of Health manages the national health administration affairs." The Organic Law provides a preliminary specification for the construction of a health administrative system across the country. Soon, in December 1928, the National Government announced the Outline of the National Health Administration System, according to the outline, " The health department of each province is subordinate to the Civil Affairs Department, and is under the direct command and supervision of the Ministry of Health. "The establishment of the special municipal, county and municipal health administrative organs is corresponding to the provincial health department. The outline of the national health administrative system has great guiding significance, on the administrative level management, the local government, accept the government management at the same level, accept the superior health department vertical business, management of dual management mode is beneficial to the health department in the local work, also conducive to the health department convenience accept business guidance, timely summary report all kinds of information. During this period, the central epidemic prevention department to disease investigation as the top priority, printed and distributed a unified survey form to the national hospitals requests its fill, monthly collection of provincial epidemic situation report, classified statistical table, published disease monthly report, distributed to Chinese and foreign health authorities, so as to master first-hand epidemic prevention and control information. By the eve of the anti-Japanese War, seven provinces had set up health offices, and seven cities had set up health bureaus.

During this period, the government of the Republic of China also promulgated health administrative regulations such as the Rules of Procedure of the Central Health Commission and the Organization Outline of Local Health Administrative Adminians of provinces, cities and counties, which promoted the rapid establishment of the health administrative system and formed the basic administrative system of national health policies.

In addition, the government of the Republic of China also attaches great importance to the port prevention port epidemic prevention work. As for the recovery of port quarantine facilities, such as issues involving national sovereignty, the National Government formulated the Quarantine the Harbour Quarantine Rules in Guangzhou as early as September 1926 and began to implement quarantine. Foreign Minister Chen Youren announced the regulations to the consuls of various countries, which were opposed by various consular groups. In July 1928, Shantou also began to imitate Guangzhou, ready to withdraw the quarantine power. In 1929, the problem of China quarantine system was proposed in the international union, international alliance sent man to China investigation, under the positive work of the national government, in June 1930 released the port quarantine constitution, build the basic procedures and rules of the port quarantine work, the import and export epidemic prevention work orderly has played a great role in promoting. Then, successively issued the port quarantine disinfection and levy rules (June 1928), the port quarantine constitution (August 1930), the Shanghai port quarantine advisory committee articles of association, the port quarantine rules (January 1936), after July 1930, Shanghai, Xiamen, Shantou, Yingkou, Anton, Hankou, dagu, Qinhuangantine port facilities for the national port government, quarantine is recovered, further build a relatively complete port epidemic prevention system , is completely recovered system. The recovery of quarantine right, which marks the recovery of a part of national sovereignty, promotes the integrity of national sovereignty from one side.

3.2 People's Awareness of Public Health has been Improved

public health embodied in all aspects of people's daily life, in the feudal society, people's daily cleaning work can be conducted at any time, garbage is piled up everywhere, by the period of the

republic of China, garbage cleaning by people to have administrative agencies arrange fixed cleaning personnel cleaning, and stipulate the specific cleaning time and place. In the 1940s, the administrative health organs organized the removal of garbage in streets and filth along rivers, dredged rivers, removed feces, and checked and disinfected the number of public and private Wells and toilets through the health pilot zone, which effectively prevented the epidemic of diseases, improved the people's health, and greatly improved the urban health situation.

From 1927 to 1948, a number of public health journals were led by state health organs, medical universities, and experts and scholars to explain the prevention and treatment of infectious diseases, not only for medical personnel, but also for the general public. Such as popular health monthly, social medical newspaper, the medical knowledge, etc., founded in 1939, health monthly, for example, almost every issue of health knowledge column, or talking about smallpox prevention, or talk about what is malaria, and some content is specifically for the health work similar to special, such as 1939 magazine including "summer health, summer health , summer , summer , summer summer should pay terrible pay attention to several terrible diseases, how to prevent terrible cholera", etc., from the details of the public attaches great importance to health.

3.3 Health Habits have been Further Improved

The government of the Republic of China pays attention to large - scale health publicity activities. At the beginning, activity time is relatively scattered, temporary is strong, and lacking lack of effective foreshadowing and pertinence. For example, in the 1920s, Peking University social education lecture group often carried out health lectures, the YWCA held family games to publicize women and child health and family health, Beijing local service group organized the fly control movement... Gradually, the health campaign toward a larger scale development and regular direction, health campaign began in the form of health campaigns, in 1928, the Ministry of the National Government issued the Implementation Outline of the Health Campaign Conference, to carry out public health education, and as a popular activity into the government management framework. Citizens have gradually developed a good habit of emphasizing hygiene. Anhui and other provinces have carried out street sanitation, feces management, household dog registration, wild dog capture and other work, strengthen the management of special stores, such as food shops, barber shops, shops, hotels, bathrooms, entertainment places, fur shops and other management, have set specific management measures, and strictly implemented.

3.4 Great progress was made in the Prevention and Treatment of Infectious Diseases

In the 1930s and 1940s, with the gradual improvement of health organs and the orderly promotion of the prevention of infectious diseases, great prevention and control results was made in the prevention and control of infectious diseases, and the overall health level of the people was improved rapidly. At the central level, by 1939, various organs directly under the Central Epidemic Prevention Commission had been established and improved, and the vaccination work was carried out in an orderly manner. A total of 12,809 acne was planted, 176,615 cholera was injected, and a total of 6,714,894 flies were killed in environmental health. Taking cholera prevention and control as an example, compared with 1939 and 1938, the number of cases, carriers and deaths have decreased on a large scale, and the absolute number of cured patients and all kinds of facilities disinfection have increased greatly.

Local authorities, take the North China Epidemic Prevention Commission as an example. In 1941, it had 32 epidemic prevention units directly under its control, and the number of regional epidemic prevention units increased to 199. The North China Epidemic Prevention Commission has planted 5,04,829 people, and 4,038,515 people in North China. The hospitals under their jurisdiction completed 795201 cholera prevention injections, 8825616 era prevention injections, and 1491913 typhoid fever prevention injections, and achieved good results in the prevention and control of infectious diseases. Taking cholera as an example, cholera epidemic prevention work in 1939-1941 three years has achieved good results.

In this stage of public health undertakings, although there are still many unsatisfactory places, such as the government funds for holding public health undertakings are always relatively tight, the government policy is difficult to ensure the stability and sustainability. But the government of the republic of China through the health campaign, social organizations, with the health police administrative law enforcement, people's health knowledge in a short period of time, health awareness, the regulation of public health gradually from passive to active as change, public health work especially food health work tend to standardization, institutionalization, has made certain achievements. At this

time, public health, especially in urban areas, whether public health administrative agencies, or public health work means, has further developed compared with the past, the overall reached a relatively high level, see table 2.

Table 2: Comparison table of cholera epidemic prevention work by the Central Epidemic Prevention Commission, 1939, 1940, 1941 and 1941.

Phase doesn't	unit	In 1939,	In 1940,	In 1941,	amount to
True cholera patients	human being	452	1216		1668
Cholera-preserving bacteria	human being	166	471		637
Cholera dissenters	human being	29	761	32	822
Cholac suspected person	human being	296	2584	170	3050
Cholera healers	human being	359	1919	212	2490
Cholera was isolated	human being	2378	1526		3904
The death of cholera	human being	397	597		994
Cholera prevention by syringe	human being	4799103	7197183	8825616	20821902
Population quarantine	human being	5652673	9541834	3077155	18271662
Household quarantine	human being	1236788	1874658	1666650	4778096
Goods disinfection	human being	150503	27909125	19216	28078844
House disinfection	human being	49161	35907	21107	76175
Body disinfection	human being	367	269	4	667
Ship disinfection	human being	126	529		655
Vehicle disinfection	human being	2110	1861	172	4143
We will cut off traffic	human being	4	87		91

4. Enlightenment of Public Health Legislation to Modern Public Health Legislation in the Republic of China Period

For the first time in Chinese history, the government of the Republic of China carried out large-scale legal construction of public health, made a lot of legislative attempts, initially formed the health industry norms, and promoted the development of public health undertakings. Although there are many immature or even unreasonable, it has also accumulated valuable experience and lessons for later generations.

4.1 From the Passive Legislation Mode to Preventive Legislation Mode as Soon as Possible

Effective public health legislation is one of the important ways to promote the development of health administration and promote public health construction. As mentioned above, the medical and health legislation in the Republic of China period mostly adopted the legislative mode of passively responding to the real needs, and there was a lag between the constantly developing medical and health undertakings, which affected the construction of public health undertakings. Today, such problems still exist to varying degrees. In 2020, the global outbreak of COVID-19 has exposed some of the problems of public health prevention and control. In June of the same year, xi Jinping, general secretary of the organization of experts and scholars symposium, pointed out that "moment against health risks", stressed "prevention is the most economical and most effective health strategy", the medical and health legislation to preventive legislation mode provides a solid theoretical basis, guide legislators should change from response to preventive legislation as soon as possible.

With the continuous development of medical and health undertakings, the concept of disease prevention and treatment has gradually changed from the initial "heavy treatment" to "heavy prevention". Whether in history or today, there are always many contradictions between the shortage of medical resources and the infinite medical demand. Paying attention to the importance of disease prevention and prevention first are undoubtedly the best way to resolve the shortage of medical resources. Therefore, in the future public health legislation work, more attention should be paid to the construction of preventive legislation. Only by ensuring through preventive legislation, implementing risk control, ethical review advance, source supervision and other specific contents, can we realize the legal foresight of medical behavior, fundamentally realize the role of promoting health undertakings, and finally achieve the goal of national health.

4.2 Improve the Operability of Public Health Legislation

Successive governments of the Republic of China pay great importance to public health construction. This top-down legislative model has promoted the rapid establishment of the public health system, but it is also easy to produce serious disconnect with the social reality, especially in the vast rural areas, legislation is difficult to be effectively implemented. In the early days of the Republic of China, there was no public health foundation, the people's health habits were very poor, and the war years, the national economy was greatly damaged, and the development of public health undertakings could not be achieved overnight, which decided the arduous task of public health undertakings in the Republic of China period. According to Mr Li in 1935, the national public concession, every year can enjoy health facilities per year the highest in Guangzhou, 1.09 yuan, again for Shantou, 0.55 yuan per person per year, again for Nanjing, 0.54 yuan per person per year, Qingdao, 0.46 yuan per person per year, again for Shanghai, 0.19 yuan per person per year, again for Peiping, 0.17 yuan per person per year, again for Tianjin, 0.14 yuan per person per year. These cities were still the important big cities in China at that time, and the rural areas were even more extremely poor. Li Tingan described in China's Rural Health Problems: "The amount of funds, depending on place, with general experience, each person must bear five to fifty per year. However, our country's financial disorder, public money is poor, and very few people can reach the above number. "It can be seen that in the rural areas at that time, public health investment was far from enough. In fact, to strengthen public health, building public health equipment and vaccination prevention and treatment of infectious diseases, funds are needed. On the other hand, promoting public health construction and strengthening food hygiene supervision are in conflict with people's livelihood issues. All these are contrary to the national public health plan that the national government hopes to enact through laws. The fundamental reason is that there is a serious separation from legislation and social reality, which affects the effect of law application.

In today's public health legislation, there is still a problem of insufficient operability. Log in the laws and database and database and regulations database of the Ministry of Justice, using "public health" as the search content, a total of 64 records were retrieved, among which 50 laws and regulations were entitled "emergency... Emergency", accounting for 78.12%, which itself shows that the public health laws are not systematic enough, mostly to deal with emergencies. And more than promulgated before 2005, 15 years ago, the public health undertakings have already changed with each passing day, the utility of guiding public health work practice with law will inevitably be reduced. Therefore, in the public health legislation, we should pay attention to the combination of reality, so as to improve the operability of public health legislation, and truly play the function of promoting the development of public health undertakings through legislation.

4.3 Focus on Highlighting the Local Characteristics of Legislation

During the period of the Republic of China, the provinces paid more attention to highlighting the advantages of the provinces when carrying out public health legislation. As seen between 1943-1944, Jiangsu Provincial Infectious Disease Hospital set up the first and second diagnosis and treatment centers, specifically responsible for the free diagnosis and treatment setting for the general poor; Anhui province requires all public hospitals in the province to implement free midwifery, new ways of midwifery were promoted; Huaihai province has carried out research on epidemic prevention and control earlier, Invite Dr. Yang Shuzu, an expert in black fever, to assist in studying the treatment methods of black fever in Huaihai Province; Nanjing regularly carries out health inspection of all food restaurants, baths and public places in the city, For the unqualified places, Give all the detailed guidance, And ordered the order to improve; Shanghai pays attention to strengthening school health and relief work All have played a good effect.

There is no denying that public health work is not balanced across the country, and the difference between urban and rural areas is still large. This requires in the public health legislation to, should try to avoid equity ity, encourage prominent local characteristics, such as new crown outbreak of Shanghai outbreak response strategy, the western provincial pilot county public health service system reform mode, etc., can be better combined with local reality, so as to better promote the development of public health, in order to achieve all health goals at an early date.

References

[1] Yu Fengbin. *Secretary Lu issued the Regulations on the Prevention of Infectious Diseases .Chinese*

Journal of Medicine, 1916 (2): 13-14

[2] Li Ziheng. *The Actual Public Health Talk .On Medical Affairs, 1933 (1): 28*

[3] Wang Shiding. *Overview of Public Health Work of Health Department of Jiangxi Province .Public Health Monthly, 1935,1 (6): 49-52*

[4] Jin Baoshan. *Thirty Review and Prospective of Public Health in China .Beijing: Chinese Medical Journal, 1946:3*

[5] Shen Shanpei. *Overview of Public Health Nurses in Shanghai Wusong Health Office .Public Health Monthly, 1935,1 (6): 30-32*

[6] Jin Baoshan. *Thirty Review and Prospective of Public Health in China .Beijing: Chinese Medical Journal, 1946:5*

[7] Jin Baoshan, Xu Shijin. *Overview of the existing public health facilities in various provinces and cities .Chinese Medical Journal (Shanghai), 1937,23 (1-12): 1237*

[8] Yi Jing Dai. *My epidemic prevention to talk about .Social Medical Journal, 1930,123:1100-1101*

[9] Fu Weikang. *Chinese Medicine, Learning a General History, .Beijing. People's Health Press, 2000:479*

[10] Hu Ding'an. *The China Health Administration Facilities Program .Shanghai: The Commercial Press, 1928:6*

[11] Guo Guangwu. *The Achievements of the Central Epidemic Prevention Department .Republic Journal of Medicine, 1927,5 (12): 569-570*

[12] Jin Baoshan. *Health Administration .Ministry of the Interior, Central Training Committee, 1942:56*

[13] Zhao Wanyi. *Summer Health Care .Monthly Health Report, 1939, (5)*

[14] Zhang Daqing. *The Social History of Modern Diseases in China (1912-1937) .Jinan: Shandong Education Press, 2006:146-148.*