Scott. II—48—21,640-19-1-17.

Revenue (Special)

Home (1917) Department.

(Miscellaneous)

Ordinary SERIES.

G.O. No. 605.

DATED 19-6-1917.

INDEXED

[Despatch Abstract.]

Quarantine regulations at Mandapam.

Recording papers relating to a resolution moved at a meeting of the Legislative Council held on the 2nd April 1917 on the subject of the ————.

NOTES.

NOTES CONNECTED WITH A RESOLUTION ON MATTERS OF GENERAL PUBLIC INTEREST

[For the Meeting of 2nd April 1917.]

[SUBJECT.—*Quarantine regulations at Mantapam.*]

The Hon'ble Khan Bahadur A. T. G. M. AHMAD TAMBI MARAKKAYAR SAHIB Bahadur :—

XXVIII. This Council recommends to His Excellency the Governor in Council that necessary steps be taken with the Ceylon Government to withdraw the quarantine restrictions enforced at Mantapam on passengers proceeding to Ceylon.

HOME (MISCELLANEOUS) DEPARTMENT.

The Quarantine Regulations at Mantapam as recently modified by the Ceylon Government will be found printed at page 6 of G.O. No. 349, Home (Miscellaneous), dated the 22nd November 1916. These regulations have been framed by the Ceylon Government under the Quarantine and Prevention of Diseases Ordinance, 1897, in order to prevent the importation of infectious diseases from India to Ceylon.

Paragraphs 2 and 3 of Mr. Tottenham's letter at page 4 of G.O. 619, 21st April 1915.

2. Prior to modification, the stringency of the regulations and the manner of enforcing them gave rise to several complaints in the press and interpellations in the Madras Legislative Council. With a view to removing all legitimate causes of complaint regarding the working of the Quarantine Regulations, a conference between the representatives of the Madras and the Ceylon Government was arranged in August 1915. The Surgeon-General and the District Magistrate of Rāmnād (Mr. Tottenham) represented this Government at the conference. Their report will be found at pages 2–15 of G.O. No. 1619, Public, dated the 15th November 1915. On a consideration of the report, this Government came to the conclusion that the position was not satisfactory. In letter No. 1620, Public, dated the 15th November 1915, this Government addressed the Ceylon Government pressing upon them the necessity for certain changes. As a result of the representation that Government issued orders to the officers in charge of the quarantine camp at Mantapam directing that in the case of passengers of the better classes travelling from a distance, certificates of health granted by District Medical and Sanitary officers in the Madras Presidency should be accepted in substitution for quarantine. The Ceylon Government also agreed to order, if necessary, the discontinuance of the stamp duty of Re. 1 levied in connection with applications for making deposits. But they did not then agree to a modification of the rest of the arrangements which are set out below :—

Cf. cuttings at pages 2–8 of Notes to G.O. 619, 21st April 1915.

Paragraph 14 at page 5 of G.O. 980, Public, 20th May 1916.

Paragraphs 16–21 at page 5 of G.O. ibid.

Page 4 of G.O. ibid.

Paragraphs 9 to 11 at page 4 of G.O. ibid.

Paragraphs 25 to 30 at page 6 ibid.

Paragraphs 31–36 at pages 6–7 of G.O. ibid.

(1) Discontinuance of the practice of stamping passengers for purposes of identification.

(2) Exemption of passengers from revaccination.

(3) Disinfection of passengers' clothing.

Pages 3–7 of G.O. 980, Public, 20th May 1916.

(4) Arrangements in regard to food supply and water-supply.

After a careful consideration of the circumstances set out in the Colonial Secretary's letter, dated the 29th February 1916, as justifying the maintenance of these arrangements, this Government again pressed on the Ceylon Government the necessity for the adoption of the following modifications :—

(1) Abolition of the method of stamping passengers and the introduction of numbered tickets in lieu thereof.

(2) Abrogation of the racial distinctions involved in the confidential instructions issued by the Ceylon Government which are printed as an appendix to letter No. 1620, Public, dated the 15th November 1915.

(3) Exemption from re-vaccination of persons who produce certificates from a District Medical and Sanitary Officer or a Deputy Inspector of Vaccination of having been vaccinated within a period of five years.

(4) To allow all passengers, irrespective of their wealth and status, to avail themselves of the privilege to present a certificate of health in lieu of undergoing quarantine, without confining this privilege to upper class people only.

4. Mr. Bowes, Chairman of the Plague Committee, Colombo, conferred with the Hon'ble Sir Alexander G. Cardew in September 1916 (vide pages 4-6 of notes to G.O. Nos. 349–50, Home (Miscellaneous), dated the 22nd November 1916) and arrived at an agreement in the matter. The following modifications were then agreed to by the Ceylon Government :—

(i) The stamping of passengers for purposes of identification to continue only until the completion of the permanent camp at the beginning of next year, when other arrangements will be made.

Paragraph 3 of paper IV at page 3 of G.O. 349, 22nd November 1916.

(ii) Certificates of good health and freedom from infection to be accepted by the Ceylon authorities for passengers of all classes in lieu of quarantine, District Medical and Sanitary Officers being authorised to grant these certificates.

Paragraph 5 at pages 3–4 of G.O. *ibid*.

(iii) Re-vaccination not to be insisted on of persons previously vaccinated in camp, of whose names a register is maintained, in other cases proofs of previous vaccination to be scrutinised and if found satisfactory re-vaccination to be dispensed with.

Paragraph 4 at page 3 *ibid*.

(iv) The levy of stamp duty of Re. 1 to be discontinued, a deposit not as a rule being demanded.

Paragraph 6 at page 4 *ibid*.

The Ceylon Government also agreed to the appointment of the following officers of this Government to be ex-officio visitors to the camp :—

Paragraph 7 at page 4 *ibid* and list in paragraph 9 of letter 981, 28th May 1916.

The Surgeon-General.
The Inspector-General of Police.
The District Magistrate, Rāmnād.
The Sanitary Commissioner.
The Deputy Inspector-General of Police, Trichinopoly.
The Superintendent of Police, Rāmnād.
The District Medical and Sanitary Officer, Rāmnād.
The Subdivisional Magistrate, Rāmnād.
Any officer who may be specially deputed by the Madras Government.

The Ceylon Government failed to meet the views of this Government only on one point, viz., disinfection of passengers' clothing. Otherwise the position arrived at in the matter was considered satisfactory and District Medical and Sanitary Officers were authorised to issue certificates of health.

Cf. notes at pages 7-8 of notes to G.O. 349, 22nd November 1916.

5. Recently, the Ceylon Government pointed out the irresponsible manner in which certificates of health were issued to passengers by certain District Medical

and Sanitary Officers of this Presidency especially the District Medical and Sanitary Officer, Rāmnād, and suggested that instructions might be issued to District Medical and Sanitary Officers that certificates should be given to known persons of fixed occupation who give a fixed and traceable address in Ceylon and to whose circumstances the Medical Officer is in a fit position to certify. Mr. Bowes also pointed out demi-officially that the District Medical and Sanitary Officers are under a misconception of their duties in the matter of issuing certificates and forwarded a set of instructions for their information and guidance. These instructions have been furnished to all District Medical and Sanitary Officers in this Presidency—vide Annexure to G.O. No. 150, Home (Miscellaneous), dated the 16th February 1917. The Surgeon-General has also reprimanded the District Medical and Sanitary Officer, Rāmnād. for having issued ill-considered certificates. The Surgeon-General has assured that certificates will be issued with great care in future. As a result of the instructions issued in G.O. No. 150, Home (Miscellaneous), dated the 16th February 1917, and in view of the action taken by the Surgeon-General, it may be hoped that District Medical and Sanitary Officers will not issue certificates of health indiscriminately in future.

6. The Ceylon Quarantine Medical Officer at Mantapam refused to accept the irresponsible certificates referred to above. The Hon'ble Mr. A. T. G. M. Marakkayar thereon addressed Mr. Bowes who referred him to this Government for orders. He has addressed the Hon'ble Sir A. G. Cardew demi-officially in the matter and it has been proposed in that connection to explain to him fully the circumstances which led to the refusal to accept the certificates of health.

7. Mr. Marakkayar proposes to move the present resolution apparently because of the refusal of the Quarantine Officer at Mantapam to accept the certificates of health referred to in paragraph 5 supra especially as he was informed in reply to a question at a meeting of the Legislative Council held on the 21st November 1916 that certificates of health issued by District Medical and Sanitary Officers would be accepted in lieu of quarantine. As however there is every reason to believe that such irresponsible certificates will not be issued in future by District Medical and Sanitary Officers, there will be no occasion for the Ceylon Medical Officer to refuse to accept certificates in future.

8. The present resolution aims at the withdrawal of the quarantine regulations. Submitted that the Ceylon Government are very keen in enforcing them with a view to preventing importation of infectious diseases from India to Ceylon as will be seen from the following extract of the Colonial Secretary's letter No. 16776, dated the 6th October 1916 :—

Paragraph 8, page 4 of G.O. 349, 22nd November 1916.

* * * * * *

"His Excellency feels, however, that the risk of introducing disease into this colony, which is so happily free from small-pox and cholera, and so slightly affected with plague, may thereby be considerably increased and trusts that the Madras Government will, through the good offices of the local authorities, in the Presidency, give every assistance and support to the officers of this (Colonial) Government charged with these responsible duties."

9. In the circumstances it is submitted for consideration whether the resolution should not be opposed. Orders of Honourable Member may be taken as to whether he will take charge of the resolution and if so whether he desires further information to be collected.

T.C.N.—23-3-17.

P.DeR.—24-3-17.

The only thing that can be done apparently is to say that the Ceylon Government decline to withdraw the quarantine restrictions.

E. A. HARVEY—24-3-17.

Yes. Please put up the whole file again after printing the notes.

H. F. W. G[ILLMAN]—26-3-17.

For Secretary

The file may now be submitted to H.M.

H.M.

28.3.17

(For The last min on the subject with M)

Perm. 17 circ 28/3 Retd

28.3.17

28.3.17

Lost

4.4.17

SECRETARY TO GOVERNMENT VERIFIED
-4-APR-1917.
HOME DEPARTMENT

Local & Municipal (Legve.) Department.

It is submitted that copies of extracts from the proceedings of the Legislative Council relating to the resolutions and the marginally noted Bill which were discussed at the meeting held on the 2nd April 1917 may be forwarded u.o. to the departments concerned.

A Bill to amend the Madras Regulation XI of 1816.

L. M. (Leg) u.o. No. 13697 A-1 5-6-1917.

C.V.R. 7-6-17.

V.T.... 8-6-17.

To the Home (Judicial) Department
(with 4 copies of extracts regarding Resns. I, II, III, IX, XI, XXIV, XXVIII, XXIX, XXXIV, and the Bill).

To the Home (Education) Department
(with two copies of extracts regarding Resns. IV, V, VIII, XIII, XIV, XXVI, XXVIII, XXXI.

To the Local and Municip l (Medical) Department.
(with 2 copies of extracts regarding Resns. VI, XXVIII, XXX).

To the Revenue Department
(with 2 copies of extracts regarding Resns. VII, XVIII, XXII, XXVI, XXVIII, XXXII, XXXIII, XXXV & XXXVI).

To the Local and Municipal Department
(with 2 copies of extracts regarding Resns. X, XI, XV, XVI, XIX, XXIII, XXVIII.

To the Financial (Separate Revenue) Department
(with 2 copies of extracts regarding Resns. XXXIV XII, XXVIII.

To the Public Works Department.
(with 2 copies of extracts regarding Resns. XXI, XXVIII.

To the Home (Miscellaneous) Department
with 2 copies of extracts regarding Resns. XV, XXVIII.

To the Public Works Department (Irrigation).
(with 2 copies of extracts regarding Resns. XXVII, & XXVIII).

13-JUN-1917

Extract from the Proceedings of an Adjourned Meeting of the Council of the Governor of Fort St. George assembled for the purpose of making Laws and Regulations under the provisions of the Act of Parliament, 5 & 6 Geo. V, Ch. 61

The Council re-assembled at the Council Chamber, Fort St. George, at 11 a.m. on Wednesday, the 4th day of April 1917.

RESOLUTION *RE* QUARANTINE RESTRICTIONS AT MANTAPAM.

The Hon'ble Khan Bahadur A. T. G. M. AHMAD TAMBI MARAKKAYAR :—" I beg to move the following resolution :—

'XXV. This Council recommends to His Excellency the Governor in Council that necessary steps be taken with the Ceylon Government to withdraw the quarantine restrictions enforced at Mantapam on passengers proceeding to Ceylon.'

" The inconveniences and the hardships to which Indian passengers are put by the Government of Ceylon have often been brought to the notice of this Council by several questions put by my Honourable colleagues and myself in the matter. When on the 27th November 1915, my Honourable colleague Mr. Ramachandra Rao moved a resolution on the subject and the matter was very distinctly put by him, then I had the honour of seconding his resolution and I suggested, with a view to minimise the inconvenience and the hardship which a lot of our Indian passengers undergo, our Government should suggest to the Ceylon Government to allow, free from any restrictions. all passengers, who come from non-infected areas and who possess medical certificates of health When I submitted a question in the year 1916, on the same subject, your Excellency's Government were kind enough to announce the following modifications on consultation with the Ceylon Government, which are :—

(1) The stamping of passengers for purposes of identification will continue only until the completion of the permanent camp at the beginning of next year, when other arrangements will be made.

(Mr. Ahmad Tambi Marakkayar ; the President.) [4TH APRIL 1917.

(2) Certificates of good health and freedom from infection will be accepted by the Ceylon authorities for passengers of all classes in lieu of quarantine. District Medical and Sanitary Officers are being authorized to grant these certificates on payment of a fee of Rs. 5 for an individual and Rs. 8 for a family.

(3) Revaccination is not now insisted on of persons previously vaccinated in the camp, of whose names a register is maintained. In other cases, proofs of previous vaccination are scrutinised, and if found satisfactory, revaccination is dispensed with.

(4) The stamp duty of Re. 1 is not now levied ; a deposit will not as a rule be demanded.

(5) The Ceylon Government have agreed to the appointment of the following officers of this Government as ex-officio visitors to their camp :—

The Surgeon General.
The Inspector-General of Police.
The District Magistrate, Rāmnād.
The Sanitary Commissioner.
The Deputy Inspector-General of Police, Trichinopoly.
The Superintendent of Police, Rāmnād.
The District Medical and Sanitary Officer, Rāmnād.

The Sub-Divisional Magistrate, Rāmnād, any officer who may be specially deputed by the Madras Government.

" After this announcement passengers intending to go to Ceylon were obtaining medical certificates from District Medical and Sanitary Officers. I have one of the certificates with me which says : ' This is to certify that so and so is proceeding to Ceylon from such and such place. The whole district has been free from any infection or epidemic.' I understand that similar certificates numbering about hundreds have been disallowed by the Superintendent, Mantapam Camp and people were compelled to undergo all sorts of quarantine regulations, as they have done hitherto. Some of my constituents represented these facts to me and I represented the same to the Superintendent of the Mantapam Camp. He referred me to the Chairman of the Plague Committee, Colombo. Then I took up the question with the Chairman of the Plague Committee, when the answer given was that I should move your Excellency's Government. Therefore I have now come to this Council, to explain the inconveniences and hardships which the Indian passengers are undergoing at the hands of the Ceylon authorities at Mantapam. After I submitted my resolution, your Excellency's Government were kind enough to hand me G.O. No. 150, dated 16th February 1917. On going through the notes on the certificates to be issued by District Medical and Sanitary Officers, I find it would be a hard job for any medical officer to issue such a certificate. The consequences of such a wording will be that there will be no possible way of any passenger getting a certificate of health. I understand from the way in which the Ceylon Government are imposing such a hardship on our passengers, they wish to do away with any sort of convenience to Indian passengers. And I am afraid that, unless your Excellency's Government take the necessary steps, Indian passengers will have to undergo serious hardships. If I am in order, I should like to amend the resolution as follows : ' This Council recommends to His Excellency the Governor in Council that necessary steps be taken with the Ceylon Government desiring the latter to adhere to the announcement made in G.O. No. 349, Home (Miscellaneous), dated 22nd November 1916.' I have a copy of this Government Order and it is not as hard as G.O. No. 150. So I would request your Excellency's Government to kindly take immediate steps to communicate with the Ceylon Government so as to make them stick to their previous announcement as indicated by the answer given by your Excellency's Government to my question No. 1 at the meeting held on the 21st November 1916."

His Excellency the PRESIDENT :—" I hardly know what the Honourable gentleman wants. Perhaps the Honourable gentleman will be good enough to explain his meaning. I hardly know what he means by his proposed amendment. If he will allow me, I will explain why I cannot understand it. On the paper, he desires the Governor in Council to take necessary steps to get the Ceylon Government to withdraw the quarantine restrictions. That is plain. Now he proposes this amendment —not to get the Ceylon Government to withdraw the quarantine regulations, but to desire the Ceylon Government to adhere to the announcement made in G.O. No. 349,

4TH APRIL 1917.] *(The President ; Mr. Ahmad Tambi Marakkayar ; Mr. Gillman ; Mr. Ramachandra Rao.)*

dated 22nd November 1916. So far as I can make out, the announcement made in this Government Order is this : quarantine rules oblige passengers to produce certificate of good health and of freedom from infection. The Government authorise all District Medical and Sanitary Officers to grant this certificate. The Ceylon Government have agreed to the appointment of certain gentlemen to be ex-officio visitors. I am inclined to think that the Honourable gentleman's best procedure, if he does not wish to proceed with this resolution, is to withdraw this resolution and to bring up an amended resolution at the next meeeting. I do not see that a few weeks' time will be of vital consequence. I doubt very much whether he would not wish to alter it again. I do not wish to interfere with his right to move the resolution. I think he had better withdraw the motion and let us proceed with the subject at the next meeting. Let him consider at leisure the terms of the new resolution. I am inclined to think that that is the best course. But if he does not feel able to pursue that course I will put it to the Council."

The Hon'ble Mr. A. T. G. M. AHMAD TAMBI MARAKKAYAR :—" My original proposition asked for the wholesale withdrawal of the quarantine regulations ; but on reconsideration I have come to the conclusion that the wholesale withdrawal might be impossible. If your Excellency's Government would however assure us that you would be able to pursuade the Ceylon Government to withdraw the quarantine regulations wholesale, I have no objection to stick to the original resolution. After the receipt of G.O. No. 349, dated 22nd November 1916 which I have in my possession and after going through it I find it easier to make the Ceylon Government stick to that Government Order than to the recent Government Order which seems to be a hard job. I therefore request your Excellency's Government to ask the Ceylon Government to adhere to it."

The Hon'ble Mr. H. F. W. GILLMAN :—" In what respects ? "

The Hon'ble Mr. A. T. G. M. AHMAD TAMBI MARAKKAYAR :—" In the matter of these certificates."

The Hon'ble Rao Bahadur M. RAMACHANDRA RAO :—" I beg formally to second the resolution. I may point out as the mover of the original resolution that on a consideration of the representations which were made on the resolution moved by me, the District Medical and Sanitary Officers were permitted to issue certificates on payment of Rs. 5. That is what I recollect."

His Excellency the PRESIDENT :—" That is this Government Order—G.O. No. 349."

The Hon'ble Rao Bahadur M. RAMACHANDRA RAO :—" After this was published in answer to an interpellation, I have brought to the notice of the Hon'ble Sir Alexander Cardew the hardships to which poorer classes of people would be put in taking out certificates at Madura before going to Ceylon. All these persons proceeding to Ceylon from Madura district have to go to Madura and take their certificates from the District Medical and Sanitary Officer. The Hon'ble Sir Alexander Cardew informed me that it was more or less a final arrangement and it would not be possible to persuade the Ceylon Government to reconsider this matter and the arrangement was come to with a certain amount of difficulty with that Government. Then my Honourable friend, the mover of this resolution has just shown another order to me in which the previous order wherein District Medical and Sanitary Officers were authorised to grant certificates has been modified in several respects, restricting the liberty of action on the part of the District Medical and Sanitary Officers in such a way as to require personal knowledge of the individuals. From a cursory look at that order, it seems to be just as good as not the concession at all. My Honourable friend's complaint is in regard to the new restrictions. What he is aiming at is : If District Medical and Sanitary Officers are allowed to issue certificates under the previous order, it would meet to some extent the requirements of those who go to Ceylon. With these observations, I beg to second the resolution. I have heard from him that, in 300 cases, where fees were paid at the rate of Rs. 5 each and certificates obtained, people went to Mantapam with them and there the Ceylon Medical authority rejected them in an unceremonious way and asked them to go to the health camp, or take another certificate from himself. There are serious troubles. I stated all the

facts of the case last time. We have a very genuine grievance in this matter. If District Medical and Sanitary Officers are permitted to give certificates, there is absolutely no reason why the Ceylon authorities should not accept them. There is no reason why new restrictions should be imposed upon our responsible medical officers. I suggested to the Hon'ble Sir Alexander Cardew that sub-assistant surgeons at taluk centres might be authorised to issue certificates, to minimise the inconvenience of the passengers having to go to Madura in obtaining certificates. In this matter, there is no question of policy other than the policy to serve the best interests of the public. I trust that, if need be, the Government will make a further representation on the subject to the Ceylon Government."

The Hon'ble Mr. H. F. W. GILLMAN:—"It is true as the Honourable mover has said, that the Ceylon Government agreed to accept health certificates in lieu of quarantine, and said that such certificates might be given by District Medical and Sanitary Officers. Unfortunately, that concession, I am sorry to say, has been abused. Ill-considered certificates have been granted by one of our District Medical and Sanitary Officers, which he never ought to have granted and for which he had to be reprimanded by the Surgeon-General. In consequence of the grant of these improper certificates to men with whom the District Medical and Sanitary Officer was never acquainted and as to whose place of domicile he had had no notion, the Ceylon authorities refused and rightly refused to accept the certificates granted by him. The Ceylon Government have addressed us and suggested that the certificates ought to be given by the District Medical and Sanitary Officer to persons with fixed occupations, as to whose circumstances, the District Medical and Sanitary Officer is in a position to certify.

"The Hon'ble Mr. Ahmad Tambi Marakkayar in referring to the certificate to be given by the District Medical and Sanitary Officer said that it was a sort of certificate that he would find it difficult to give. The only points of difficulty are the two that I have mentioned. I submit that no District Medical and Sanitary Officer ought to give a certificate of this nature, unless he has sufficient personal knowledge of the person to whom he is giving the certificate and unless he is certain that the place from which he comes is free from infection. I regret, your Excellency, I certainly do not see my way to move the Ceylon Government to reconsider the nature of the certificates to be issued by the District Medical and Sanitary Officers in lieu of quarantine."

The Hon'ble Mr. K. RAMA AYYANGAR:—"I think the position taken up by the Government in this matter will be a source of trouble and annoyance to people who expected some kind of relief. I do not mean to say that if there is any foundation for the belief that a person is coming from an infected area, he should be granted a certificate by the District Medical and Sanitary Officer. It is the health certificate that is wanted, and I really do not know if the District Medical and Sanitary Officer cannot grant it unless he knows the place that the person comes from or his antecedents. If that is the kind of the argument to be advanced, I really want to know, if every one that goes into the coolie camp cannot be detained by the officer of the Ceylon Government. If a certificate cannot be granted as a result of the examination of the person who appears before the Medical Officer, then I cannot understand what the object of this correspondence is. So far as I have been able to follow the Hon'ble Mr. Gillman, it seems to me that he finds fault with the District Medical and Sanitary Officer."

The Hon'ble Mr. H. F. W. GILLMAN:—"I do not find fault with him, and the Government did not find fault with him."

The Hon'ble Mr. K. RAMA AYYANGAR:—"I thought that the Ceylon Government was correct."

The Hon'ble Mr. H. F. W. GILLMAN:—"I say that the Surgeon-General found fault with the District Medical and Sanitary Officer."

The Hon'ble Mr. K. RAMA AYYANGAR:—"In the absence of full information, I am not able to place my views before the Council."

The Hon'ble Mr. H. F. W. GILLMAN:—"I certainly agree with the Surgeon-General; the Government certainly agree with him that the action of the District Medical and Sanitary Officer in granting certificates to all and sundry, whatever district they came from was improper."

The Hon'ble Mr. K. RAMA AYYANGAR:—"I only refer to the statement made by the Hon'ble Mr. Gillman. I take it that the Surgeon-General has found fault with the District Medical and Sanitary Officer for granting certificates in cases where he does not know the antecedents of persons and the Government agree in that opinion of the Surgeon-General. If that is the position, I take objection to it. It is expert opinion that is asked for in regard to this matter. I then put the question: what the Medical and Sanitary Officer of Ceylon Government would do in the case of persons whom he does not know previously? The only inference is that every one that goes to the coolie camp, or for the matter of that anybody, can be oppressed. I do not know if that is the position which the Government can correctly take up. I know that the Mantapam regulations have caused considerable annoyance in the way they have been worked. I have, on a previous occasion, placed before this Council the difficulties experienced by persons that wanted to go to Ceylon. Respectable men had only to take a letter of recommendation from certain individuals who had the acquaintance of Ceylon Officers. When that kind of letter went, the man passed off without difficulty. But I believe most respectable men, who may not go to the particular individual or individuals, if they want to go to Ceylon, will be stopped at Mantapam, whatever may be their health, or their antecedents and status. This kind of restriction imposed upon the District Medical and Sanitary Officer requiring on his part a previous acquaintance with the antecedents of the person who wants to go to Ceylon will practically nullify the effect of the concession granted and will not enable any Medical and Sanitary Officer to grant a certificate of health and will not give the much needed relief in the case of those who want to go to Ceylon. The contention put forward in this Council and accepted by this Government was that it was not proper that all people who actually were not coming from infected parts and who had the best of health should not be annoyed by being detained at Mantapam, when after all they were not carrying any contagion. In any event, we wanted some remedy to be adopted which would enable persons, who started from their villages arming themselves with a certificate, to go to Ceylon without further detention. After going to Ceylon they might, if necessary, be asked to see the Ceylon Medical Officer or to attend his office for a specified period for the purpose of inspection. I thought that the Government were going to get redress so far. I do not know if the circumstances now put forward are in any way worse than those which prevailed when this order was passed. The previous difficulty experienced by the Hon'ble Sir Alexander Cardew was that a particular arrangement had been come to between this Government and the Ceylon Government and he would find it very difficult to go behind that arrangement. He said that he would correspond with that Government and get such redress as was possible. As one that represents the group of districts which sends the greatest number of people to Ceylon I must place before the Council the extraordinary amount of trouble and inconvenience to which our people in those parts are put, before going to Ceylon. Many have been going over to Ceylon without any trouble, on mere recommendatory notes from those who, for the mere nod of their heads, would be able to send these people to Ceylon without any trouble. I have not been giving notes of introduction to everyone of them. It is a thousand pities that this Government should not be able to assist the people, when actually no interest is served for the Ceylon Government. We only hand over our people into the hands of others who, on account either of indifference or what shall I call it—I do not want to use any language which might be misunderstood—do not care for our convenience, and who, for the mere sake of their own satisfaction put them amidst a lot of people whose company is neither enjoyable nor healthy. The detention of these people in quarantine is more likely to make them catch these diseases than if they were being sent away directly to Ceylon. They often come from the best and healthy parts, and when they are made to stay with people coming from infected parts for eight days in the camp, it will make them catch the infection, and that was what was attempted to be remedied. Even the little that was done is now attempted to be taken away. I am not satisfied that the statement made by the Hon'ble Mr. Gillman is anything that supports the original view taken by this Government. I should respectfully submit that an amount of prestige should be

maintained so far as this Government are concerned by insisting that in the case of medical inspection nothing more need be expected than the fitness of a person for a health certificate. If a special point is to be made of special diseases, instructions might be issued to District Medical and Sanitary Officers to examine the persons in a particular way. More than that it is unnecessary to insist upon. It becomes a serious matter if the little that was once given is now sought to be taken away."

His Excellency the PRESIDENT :—"The question has been complicated by the introduction of the amendment. Will the Council let me endeavour just to explain the position? The Ceylon Government wish to protect themselves from plague or other infections; and they make certain regulations in co-operation with us in order to protect Ceylon from infection. There is no doubt about their right to protect Ceylon from infection. We cannot prevent them from excluding people from Ceylon. In co-operation and in communication with them we arrived at an arrangement by which people wishing to go to Ceylon were either to have certificates or to go to the quarantine camp so as to be under observation. Unfortunately, by the action of one of our own officers in granting certificates which were not based upon his own personal knowledge, the arrangement as to certificates has been weakened for the time being, and the Ceylon Government have not got the same confidence in them as they had or were willing to give us. They insisted, quite naturally from their point of view, that these certificates should, at any rate for the present, only be given by medical officers to people as to whose conditions they could certify : otherwise the alternative is, if people cannot get certificates, they must go into the quarantine camp and be under observation. I will submit to this Council that, this moment, when we have been put in the wrong by the grant of certificates, founded on imperfect acquaintance, is not the time when we can put forward a strong case to press the Ceylon Government with. It will be much better to accept their conditions for the present and co-operate with them honestly and render to make the arrangement effective, and later on, if possible obtain some such relaxation from this distinction as the Honourable gentleman suggests. We have got a very bad case just now. That, as it seems to me from the turn the debate has taken, is the position. I am as anxious as anybody here to obtain the fullest privileges for our own people. In the end we are obliged to respect the control of the Ceylon Government over Ceylon. It is best, I think, to take what seems to be the ordinary common sense view of things which has been created by certain circumstances—to leave the matter as it is and let the present system work in harmony and co-operation with the Ceylon Government; and if at any time we can obtain a favourable relaxation in regard to certificates or in any other direction to secure the free ingress of our people into Ceylon, let us do so. I am heartily with the Honourable gentleman in the general principles that have been referred to. But I doubt whether we have a strong case to press at the present moment. I should be inclined to say let us drop this discussion and resume it when circumstances present a more favourable opportunity.

The Hon'ble the RAJA OF RĀMNĀD :—"May I request the Government to enlighten us, apart from your readily complying with the request of the Ceylon Government, whether or not these quarantine restrictions are considered necessary to prevent plague infection to Ceylon. As a matter of fact, we find a larger number of imported cases of plague in India from Ceylon than from India to Ceylon. I request the Hon'ble Mr. Gillman to enlighten us, before complying with the request of the Ceylon Government, whether such restrictions are found necessary."

His Excellency the PRESIDENT :—"I think the Honourable gentleman may take it, as far as I heard his remarks, that is a fundamental question which has long ago been decided. We are now dealing with the actual arrangements made with the Ceylon Government; and we have got to settle that point before we can go to the settlement of the issue as to whether the Ceylon Government are right or wrong. That is the point which the Honourable gentleman has raised."

The Hon'ble Mr. A. S. KRISHNA RAO:—"May I make another suggestion? I can appreciate that this is a very delicate subject. The matter is not entirely in the hands of the Government and anything that has to be done has to be done in consultation with the Ceylon Government. The present restrictions, imposed as regards the grant of certificates by District Medical and Sanitary Officers, virtually take away the advantage supposed to have been secured by such system of certificates. The

condition is that the person must be known to the medical officer and that he has a known place of residence ; and the question is whether it is possible for him to give such a certificate as this. If your Excellency will take into consideration that there are very few persons that actually come into contact with the District Medical and Sanitary Officer, who generally charges heavy fees for going to private residences, it is almost impossible to obtain such certificates from these medical officers. Suppose a man goes from other districts and passes through another place before going to Ceylon, he has not got an opportunity of making a personal acquaintance with the District Medical and Sanitary Officer of the place concerned and he is therefore not in a position to go to Ceylon. Even if we accept all that your Excellency has stated, even if we accept all these conditions, would it not be more reasonable to extend the privilege to duly-qualified medical men in the locality such as assistant surgeons and sub-assistant surgeons, who will be better acquainted with persons who want certificates? The Hon'ble Mr. Ramachandra Rao said that he suggested the same thing to the Hon'ble Sir Alexander Cardew, but that there was some difficulty on his part in accepting it. If these restrictions are to be continued and if people are to get certificates subject to these conditions, the question is whether it will not be necessary to extend this power to assistant surgeons and sub-assistant surgeons. We can trust to their honesty to give certificates to proper persons. They will have local knowledge ; they will know whether a place is plague infected or not ; they will know about the health of the persons to whom they are granting certificates ; and they will have better information as to the possible residences of these people in Ceylon. I request that steps may be taken to see whether the Ceylon Government will be willing to extend it in the manner I have suggested. It is not a matter on which there can be a difference of opinion between your Excellency's Government and ourselves. I have no doubt that your Excellency's Government will make all attempts to settle this point."

The Hon'ble Mr. B. V. NARASIMHA AYYAR :—"I think there is something in the observation which your Excellency has made about the difficulty which is created when a party has somewhat erred in his dealings in the past. In matters of negotiations between States, however, it is not infrequently that the diplomatist is discovered in attempting to destroy his neighbour ; but the next moment he puts on a brazen face and coolly makes a demand if the circumstances warrant his conduct. In such large measures affecting the public one such impropriety on the part of one subordinate should not stand seriously in our way. There is one other consideration which appears very prominently. One would suppose that if one is to be content with the existing privileges there is some tangible advantage in the existing arrangement ; but as pointed out by some of my predecessors there is absolutely no use to have such certificates prescribed, because hardly any individual would get it. The intending traveller must be thoroughly known to the District Medical and Sanitary Officer. The officer should know where you have been all these years and where you are going to, in Ceylon. This concession is as good as nothing. It is not, as though we are going to lose anything by launching on new negotiations ; it is a question of our winning something or remaining helpless. If that be so, I may point out that some of the arguments advanced by the Hon'ble the Raja of Rāmnād, with some other arguments, might be utilised by this Government in their negotiations with the Ceylon Government. It has been established that plague is not carried by a man just as he can carry a bag of chillies. It will only be carried by a totally different method. I understand from the Hon'ble Mr. Ahmad Tambi Marakkayar who knows the matter first hand, having been recently to Ceylon, that the Ceylon Government are adopting the latest methods to keep away plague. They steam-boil the clothes of passengers ; they take the necessary precautions which science shows to be necessary for withstanding plague. The present regulation of keeping a man seven days under observation, which is similar to our old passport system, is based upon an exploded theory. The Ceylon Government must act on a more enlightened basis. That is another argument that I would suggest to the Government to employ in their next negotiations. If, after all, we are not successful, we should be exactly in the same position. We now have concessions which are worth nothing.

"I wish to urge another point. This resolution does not ask you to open negotiations at once. If some qualms of conscience exist the Government are at liberty to put off negotiations till November. We cannot bring forward a resolution of this sort for the next twelve months. Your Excellency's Government may take their

own time to start the negotiations. I hope that the efforts of the Government will be attended with success."

The Hon'ble Mr. A. T. G. M. AHMAD TAMBI MARAKKAYAR :—" With reference to the remarks made by the Hon'ble Mr. Gillman about the grant of certificates, I do not know if this Council is aware of the notes given by the Ceylon Government to the District Medical and Sanitary Officers. I should like to read the notes given by them—notes on certificates to be issued by District Medical and Sanitary Officers :—

'Apart from the actual certificate the requirements of which are clearly specified in the form, the most important factors are—

'(1) The address in Ceylon—street and town required. The District Medical and Sanitary Officer must satisfy himself that this information is reliable by questioning the applicant and similarly the full name and address of the Ceylon resident to whom reference can be made must only be accepted after satisfactory proof is given.

'(2) The District Medical and Sanitary Officer must be satisfied that the man is really proceeding to the address specified. He cannot be sure that a cooly without property or ties will do so and should not therefore issue certificates to unknown persons of a class which is likely to sleep and live in any place convenient and not necessarily in the place and house to which he at the time of departure proposes to proceed.

'(3) By infection is meant "infected with cholera, plague or small-pox." This does not mean "proclaimed infected," but that cases of these diseases are known to exist in the locality specified.

'(4) The wording of the certificate that the "applicant has been residing for the last seven days in a place free from infection" is not intended to mean that District Medical and Sanitary Officers should encourage the establishment of camps in the neighbourhood of their office where people would be kept under supervision by them but is meant to convey that the certificate should only be given to people whose place of residence is known to the District Medical and Sanitary Officer and that he knows they have actually been there during the previous week and that it is a sanitary and healthy place in sanitary and healthy surroundings.'

" On going through these restrictions it will be found that it will be a hard job for any District Medical and Sanitary Officer to certify that the intending passenger proceeds direct to the place mentioned in the certificate. He might change his attitude on the way, and on going through Madura he might do some business and stay there for three months. Is the District Medical and Sanitary Officer responsible for all the actions of the passenger who is to proceed to Ceylon ? With reference to the officer satisfying himself as to where the passengar has stayed previously for seven days, it is quite impossible for an officer of this stamp to certify that a particular individual has resided in a certain place for seven days. Considering all these difficult points suggested by the Ceylon Government, in my opinion it is quite impossible to stick to the Government Order.

" With reference to the suggestion made by the Hon'ble Mr. A. S. Krishna Rao, I put a question at the last meeting asking whether this concession of granting certificates should not be extended to civil surgeons. My only object in doing this was with a view to avoid any complication or misunderstanding between passengers and the District Medical and Sanitary Officers because the District Medical and Sanitary Officer is stationed at the headquarter of the district and the people living in suburbs will find it difficult to go to the District Medical and Sanitary Officer and satisfy him as to the intricate questions put by him. The answer was that the Government would consider the matter ; but subsequently I was favoured with the reply that the Government regret their inability to extend to civil surgeons the same power as is given to the District Medical and Sanitary Officer. As the Hon'ble Mr. A. S. Krishna Rao suggested it will help the authorities to entrust the civil surgeons and assistant surgeons to grant these certificates.

" As the Hon'ble the Raja of Rāmnād explained, I know that several cases of plague were imported into our Presidency from Ceylon. As described by Dr. Nayar, in Ceylon the Government consider their place as heaven, and I do not know what they consider Madras and the Madras Government to be. I do not see any reason why your Excellency's Government should not protect your Excellency's subjects by putting a similar embargo on passengers coming to India. When we are so free

and liberal to their people, I do not see any reason why the Ceylon Government should have such peculiar ideas and restrict Indian passengers going there by throwing so many obstacles in our way.

" If I am not inquisitive, I should like to explain the injustice committed by the Ceylon Government authorities by imposing certain favourable rules in the case of Europeans and their butlers who are not as worthy as even the coolies. Those people could go to Ceylon without any restriction. But a passenger of my status and position in life is subjected to the difficulties and inconveniences of quarantine. Your Excellency is aware that the outcry among Indians is so great that they do not want to have any distinction made between Europeans and Indians. Your Excellency should take steps to wash away that distinction and to see that Indian passengers are treated equal to European passengers. If I am in order, I may suggest, in addition to what I said before, with reference to the answer given by your Excellency's Government at the meeting in November 1916 that the announcement made by the Ceylon Government in the last paragraph is 'Any officers who may be specially deputed by the Madras Government' and your Excellency's Government should, to avoid any such misunderstanding, appoint one or two non-official gentlemen to be ex-officio visitors to the Mantapam quarantine camp so as to enable them to look into such complaints and put a stop to them. With these remarks I would request your Excellency to amend my resolution in the manner I have mentioned, that is, to desire the Ceylon Government not to insist upon G.O. No. 150, dated 16th February 1917, but to adhere to G.O. No. 349, dated 22nd November 1916."

The Hon'ble Mr. H. F. W. GILLMAN :—" I regret very much the tone that this discussion has assumed and I am afraid it will not be of any service to us in smoothing down the difficulties which we have with the Ceylon Government on this subject. The Ceylon Government are, as your Excellency has pointed out, quite within their rights in trying to prevent the bringing over of diseases from India into that island. They are in a position, as England is, to keep diseases out of their island and are determined to do it. If they consider, as they know it, that a very large part of the Presidency is plague infected, a very large part cholera affected and a very large part small-pox infected, and that third-class passengers are not prone to tell the truth as to whether they come from infected areas or not, the Ceylon Government are justified in imposing severer restrictions, if they cannot trust the statement of passengers. They want a certificate from an officer, though not from his personal knowledge, who will certify that the passenger comes free from infection and under circumstances which render it likely that he has not been exposed to infection. Taking the case of the District Medical and Sanitary Officer, who has been authorised to give the certificates, I submit that, in order to give that certificate, he need not have necessarily personal knowledge ; he has got his assistants who are assistant surgeons or sub-assistant surgeons and other people with whom he is acquainted and on whom he can rely and on whose statements he feels that he is in a position to certify in the manner that the Ceylon Government desire.

" As your Excellency pointed out, this is not the time—when the nature of our medical certificates has been called into question—this is not the time to press the Ceylon Government to modify the further restrictions which they have placed on the issue of these certificates. I feel pretty sure that if we go to the Ceylon Government and say we want you to take off these restrictions, they will simply say you can go to the (*laughter*)—place that the Hon'ble Mr. Ahmad Tambi Marakkayar mentioned. In view of what I submitted in my former speech, there is a very strong justification for an action of that sort. We must, for the present, keep quiet and do nothing, and I certainly think that it will be most unwise to put forward any suggestion such as has been made by the Hon'ble Mr. A. S. Krishna Rao to the Ceylon Government that they should go a step further and entrust the power of granting certificates to the assistant surgeon and the sub-assistant surgeon, when the certificates granted by higher authorities are not above suspicion. In these circumstances, the Government are entirely unable to accept the resolution as amended."

His Excellency the PRESIDENT :—" There is nothing left but to put the amendment to the Council. I will put it if the Honourable gentleman desires it."

The Hon'ble Mr. T. RICHMOND :—" Will I be in order if I move that this resolution stand adjourned for six months."

His Excellency the PRESIDENT :—" No."

[4TH APRIL 1917.

The resolution amended in the following form was put to the Council and lost :—

'That this Council recommends to His Excellency the Governor in Council that necessary steps be taken with the Ceylon Government to request the latter to adhere to the announcement made in G.O. No. 349, Home (Miscellaneous), dated 22nd November 1916.'

R. A. GRAHAM,
Acting Secretary to Govt., L. & M. (Legislative) Dept.

MADRAS: PRINTED BY THE SUPERINTENDENT, GOVERNMENT PRESS.

NOTES

For the w.s

The papers may be recorded. A draft order is submitted for approval.

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16/6/17.

18.6.17

19-JUN-1917
HOME DEPARTMENT

Sr. tt. II-10 (b)—1-17.

Home DEPARTMENT.
(Kis)

Quarantine regulations at Kandapam.

Recording papers relating to a resolution moved at a meeting of the Legve Council held on the 2.4.17 on the subject of

READ AGAIN G.O. No. ....., dated ..... 191 .
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READ ALSO:—

C. No. ....., From the ....., No. ....., dated ..... 191 .

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ORDER.

No. 605, dated 19.6. 1917.

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When given for copying
When copied _____
When examined _____ } 191 .
When signed _____

READ AGAIN G.O. No. 191 . DATED

CURRENT No.

ENCLOSURES TO C. No.

ORDER OF GOVERNMENT	A	A	A	A	A	A	A	
LETTER OF GOVERNMENT.								
STATEMENT WITH DITTO.								
PAPERS NOT FILED UP, BEING MEANT FOR DESPATCH IN ORIGINAL.								

N.B.—
A = Copy in full.
B = Not to be copied.
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