

Marine (1897) Department.

G.O., No. 495 *Mar*

DATED 28 *Mar* 1897

[Despatch Abstract.]

Dar Kish Pilgrim Regulations: Pro. Public
Dept Comdg: Correspondence received
from the Govt of India relative to
the — of 1897, Comd to the P.P. Officer.

W. H. H. 1897

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MAY.

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The P. S. Officer 28/5/97

Note
It has been suggested
to the Public Dept. that the
P. S. be also "communicated"

Turkish Pilgrim Regulations of 1897. to the P. S. Dept.

Communicating to certain officers correspondence received from the Government of India which
relative to the —
now deals with all inland
Sanitary questions.

Copy 31/9/97

GOVERNMENT OF MADRAS.

PUBLIC DEPARTMENT.

READ—the following paper :—

Despatch from the Right Hon'ble Lord GEORGE HAMILTON, Her Majesty's Secretary of State for India, to His Excellency the Right Hon'ble the Governor-General of India in Council, dated India Office, London, 28th January 1897, No. 18-Revenue.

Foreign Office to India Office, dated 5th January 1897.
Turkish Regulations for 1897.
Dr. Dickson's letter, dated 19th December 1896.
Extract, Procès Verbal of the Constantinople Council.
India Office to Foreign Office, dated 26th January 1897.

I forward, for the information of your Excellency's Government, copy of the papers marginally noted regarding the Turkish Pilgrim Regulations of 1897.

ENCLOSURES.

No. 1597-96.

SIR,

FOREIGN OFFICE,
5th January 1897.

With reference to my letter of the 10th of November last, forwarding a despatch from Her Majesty's Ambassador at Constantinople respecting the suggested modifications in the Ottoman Pilgrim Regulations, I am directed by the Marquess of Salisbury to transmit, for the information of the Secretary of State for India, copy of a further despatch from Sir P. Currie, enclosing a copy of the amended regulations adopted by the Ottoman Sanitary Board and applicable to the pilgrimage of 1897, together with Dr. Dickson's observations thereon.

Lord Salisbury would be glad to receive any observations that Lord George Hamilton may desire to make on these regulations.

I am, &c.,

(Signed) F. H. VILLIERS.

The Under Secretary of State, India Office.

SANITARY ADMINISTRATION OF THE OTTOMAN EMPIRE.

SPECIAL REGULATION APPLICABLE TO THE PILGRIMAGE TO THE HEDJAZ IN 1897.

Year of the Hegira 1314.

Article 1.—From the beginning of the month of Redjeb,* up to the end of the month of Zilhijja, the lazaretto of Camaran will be open to the public, ready to receive all arrivals by sea which are to be subjected to quarantine.

Article 2.—During the period of the six months mentioned above (Redjeb, Shaban, Ramazan, Shawwal, Zilkaada, Zilhijja), vessels having pilgrims on board and coming from beyond the Straits of Babelmandeb, whatever be the tenor of their Bills of Health, must, excepting those specified in article 5 of the present Regulation, proceed direct to the lazaretto of Camaran, without calling at any other port of the Red Sea.

Article 3.—Pilgrim vessels are vessels which are chartered to carry pilgrims proceeding to the Hedjaz.

* The 1st of Redjeb corresponds this year with the 6th December, (N. S.).—Every year the date of the 1st of Redjeb is eleven days in advance of the Gregorian calendar.

Article 4.—Vessels bound for the Hedjaz, having on board not more than one pilgrim for every 100 tons of registered tonnage, are not included in the definition of pilgrim vessels. Such vessels will be dealt with according to the tenor of their Bills of Health, and conformably to the Regulation of 1867 applicable to arrivals from cholera-infected places.

Article 5.—Vessels in which the number of pilgrims on board shall be strictly limited to a figure not exceeding five pilgrims for every 100 tons of registered tonnage shall, at all times of the year, proceed to the lazaretto at Abu-Saad, where they shall discharge their pilgrims as well as their merchandise subject to quarantine and destined for the Hedjaz.

Quarantine shall also be performed at Abu-Saad by 'Sambouks' and other coasters subject to quarantine proceeding from one port to another of the Red Sea. 'Sambouks' arriving with pilgrims hailing from beyond the Straits of Babelmandeb shall proceed direct to Camaran to undergo quarantine conformably to Article 7.

Article 6.—For this purpose a lazaretto is established at Abu-Saad close to Jedda, which will be open throughout the year.

Article 7.—Pilgrim vessels are classed under three categories: *indemned* vessels, *suspected* vessels and *infected* vessels.

Indemned vessels are those which come from an *indemned* port, which are not overcrowded and have had no case of suspected disease on board, whether before departure, during the voyage or on arrival.

These vessels are divided into two classes—

(a) Vessels arriving from ports of the Red Sea, from Egypt or from ports situated on the north of the Suez Canal, when these ports are *indemned*.

(b) Vessels coming from *indemned* ports situated beyond the Straits of Babelmandeb, such as those of the Persian Gulf, of the Arabian coast, and of the African coast of Zanzibar.

Vessels belonging to class (a) shall have a right, after one favourable medical inspection made on board, to an immediate free pratique.

Vessels belonging to class (b) shall be held under observation for 24 hours in view to discharging all their pilgrims and passengers at the lazaretto where they shall undergo medical examination and a thorough disinfection of their dirty clothes and wearing apparel.

Suspected vessels are those which are overcrowded*. They shall be subjected to five days' quarantine like pilgrim vessels coming from the Malaya Peninsula (Straits Settlements), from Ceylon, from the Netherland Indies, i.e., from Java, Sumatra and their dependencies.

They shall discharge all their pilgrims and passengers at the lazaretto, where their dirty clothes, wearing apparel and baggage of a suspected character shall be disinfected along with the vessels. In case cholera or plague shall manifest itself among the pilgrims and passengers of their vessel, during their stay in quarantine or during their voyage from Camaran to Jeddah, they shall undergo the régime of *infected* vessels.

Infected vessels are divided into two categories—

(a) Pilgrim vessels which come from parts where cholera or plague exists and which have shown no signs of these diseases at the time of departure or during their voyage.—The ports of British India, i.e., of Hindustan, including Kurrachee, are classed under this category. Vessels as well as pilgrims shall be subjected to a quarantine of ten days. These vessels shall discharge all their pilgrims and passengers at the lazaretto, where their dirty clothing, wearing apparel and baggage of a suspected character shall be disinfected along with the vessel. In case casualties due to plague or cholera manifest themselves among the pilgrims and passengers or on their vessel during their stay in quarantine or during their voyage from Camaran to Jeddah, they shall undergo the régime of *infected* vessels of class (b).

(b) Pilgrim vessels which have had cases of cholera or of plague on board at their departure or during their voyage.—These vessels undergo the following régime:—Persons attacked with cholera or plague shall be disembarked and conveyed to the special hospital established for these diseases. The other pilgrims and passengers shall be landed at the lazaretto and segregated into groups, each containing as few persons as possible and distributed in such a manner that the aggregate may not form so compact in any particular group as to render it possible for cholera or plague to develop itself therein. The vessel bringing these pilgrims and passengers shall be isolated from them throughout the entire duration of the quarantine. The dirty clothing and wearing apparel of the pilgrims and passengers and the garments of the crew shall be disinfected along with the vessels, the water in their holds being disinfected and emptied and the drinking-water renewed. The vessel and the groups of pilgrims and passengers shall each separately undergo fifteen days of quarantine, counting from the moment when each was isolated from the cases of cholera or plague. The groups among which cholera or plague shall have appeared shall also undergo a quarantine of fifteen days, counting from the moment when they separated themselves from the patients attacked by these diseases. Patients attacked by cholera

* Overcrowded vessels are those which have on board pilgrims, passengers or crew in excess of the figure borne on their official certificates.

or plague shall undergo after cure a quarantine of fifteen days, and this shall be renewed each time outbreaks of cholera or plague appear afresh among them. The duration of a day's quarantine is 24 hours.

Article 8.—Groups of pilgrims and passengers among whom cholera or plague shall have manifested itself at Camaran, as well as patients cured of these diseases, cannot be admitted to free pratique at Jeddah until they have undergone a supplementary quarantine for five days and rigorous disinfection at the lazaretto at Abu-Saad.

Vessels carrying such pilgrims to Abu-Saad may, however, clear in quarantine, in conformity with Article 16 of the principal Regulation, after landing at the lazaretto the pilgrims and their baggage and merchandise destined for Jeddah.

Article 9.—Indian or Malay pilgrims who take the indirect route *via* Suez to proceed to the Hedjaz will be subjected to quarantine, unless they can prove, on their arrival at Jeddah, by their passports or other official documents, that they have come from *indemned* countries situated on the North of the Suez canal or that they have spent at least ten days in Egypt in free pratique and in good health at a time when the public health there has been good.

Vessels embarking at Suez Indian or Malay pilgrims which do not fulfil these conditions shall be treated as infected; both vessels and pilgrims will proceed to Camaran, to undergo there the quarantine of *suspected* vessels.

Article 10.—Merchandise destined for Yemen not susceptible (of infection) can be landed at Hodeyda under the supervision of the sanitary authority.

Vessels charged with pilgrims and having also on board non-susceptible goods destined for Yemen can, as soon as they have landed their pilgrims and passengers at Camaran and provided the pilgrims and passengers as well as the crew of the vessels are *indemned* from cholera and plague, proceed with two guards of health direct to Hodeyda to discharge goods there; but subject always to the condition that the Captain and Agent of the vessel shall give a declaration in writing to the Sanitary Inspector of Camaran that the vessel shall return direct from Hodeyda to Camaran to complete its default there and re-ship her pilgrims and passengers to convey them to Jeddah as soon as they complete their quarantine.

Article 11.—Merchandise coming from cholera-infected places will remain on board, if there have been no cholera cases during the voyage or after arrival, and will be exempt from disinfection and from sanitary fees. Exception is, however, made in the case of old personal effects and stuffs already used, unwashed wool, old cottons, horse-hair and feathers, which will be subject to disinfection.

Merchandise of a *non-susceptible* character coming from places where plague exists will likewise remain on board the vessel and be exempt from disinfection and sanitary fees, if there has been no case on board of this disease. But *susceptible* goods shall be discharged at the lazaretto to be aired, purified and taxed according to the rates in force.

Article 12.—Sambouks coming from beyond Babelmandeb with pilgrims shall proceed direct to the anchorage of Camaran, and shall be excluded from all other ports of the Arabian littoral on the Red Sea.

Article 13.—The embarkation on board a pilgrim vessel of live animals, as well as undressed hides, remnants of animals in a raw state, rags of all kinds, coal, petroleum, and all other inflammable or explosive material, except such coal and animals as are necessary for the service and provisioning of the vessel during the voyage, is strictly prohibited.

Article 14.—All vessels embarking more than 100 pilgrims must be provided with a medical officer licensed by superior authority in the country of departure, as well as with medicines, disinfectants and other articles necessary for the care of the sick. An infirmary placed on the deck and offering excellent facilities for the safety and healthfulness of the sick shall be reserved for the accommodation of patients. Attendance and medicine will be given free.

Article 15.—On the arrival of a pilgrim vessel at Camaran or at Abu-Saad, as the case may be, all pilgrims, except those arriving by *indemned* vessels belonging to category A, shall be disembarked and undergo the prescribed medical examination. No pilgrim vessel, even when admitted to free pratique, shall be allowed to leave Camaran without re-shipping, after the performance of their quarantine, all the pilgrims brought by her.

Article 16.—The Sanitary authority shall not allow the departure of a pilgrim vessel from any port in the Ottoman Empire without assuring himself that she satisfies the following conditions, viz., that the vessel is fit to undertake the voyage without danger; that she provides the prescribed space in the between-deck so as to enable all her passengers and pilgrims to be conveniently accommodated; that the deck and between-deck are not made of iron but of wood; that she is well equipped, well regulated, well ventilated, provided with a sufficient health or prejudicial to the safety of the passengers; that there are on board suitably stowed, besides the provisions of the crew, food, drinking-water of good quality and fuel, all in sufficient quantity for the whole of the pilgrims and for the entire declared duration of the voyage.

The quantity of drinking-water to be daily placed at the disposal of each pilgrim whatever be his age shall be 5 * litres at the least. The vessel shall be provided with at least two quarters set apart for the private cooking of pilgrims and it shall be forbidden to light a fire elsewhere. The heavy luggage of pilgrims as well as their arms shall be registered, numbered and placed in the hold of the vessel. Pilgrims shall not retain with them anything but articles absolutely necessary.

On each side of the vessel on the deck a place shall be set apart concealed from view and provided with a hand pump in such a manner as to supply sea-water for the requirements of pilgrims. One place of this kind shall be exclusively reserved for women.

The vessel shall be provided, besides closets for the use of the crew, with latrines and watering appliances solidly attached to the gunnels of the vessel, in the proportion of at least one latrine for every 100 persons embarked. Latrines sufficient in number shall be exclusively appropriated for women. There should be no closets in the between-decks or in the hold. The Sanitary authority shall have recourse to the authority controlling vessels for the due execution of these regulations.

Article 17.—The space to be given to each pilgrim irrespective of age or sex shall be at least 9 superficial English feet and 54 English cubic feet, solid measure, in the between-deck when it is above load-water line. No passenger or pilgrim shall be accommodated in the ship's hold or in the between-decks when they are below load-water line. The deck shall be reserved, free of all goods and other encumbrances, exclusively for the use of the crew and the passengers and pilgrims travelling between-decks. The latter should be encouraged to stay as much as possible on the deck.

As regards the resting accommodation to be given to pilgrims and passengers embarked on sambouks in the coasting service, each pilgrim or passenger on board should be allowed a space of at least 2 metres in length alongside the gunnels of the sambouks.

Article 18.—The number of passengers and pilgrims taken on board of pilgrim vessels and the mode of housing them shall be regulated by Article 17.

Foreign ships, however, which can produce official certificates furnished by the authorities on which they are dependent, and specifying with reference to their capacity the number of pilgrims and passengers that can be embarked, shall not be liable to a second measurement. Ships belonging to a foreign marine and destined for Ottoman ports which do not possess this certificate shall be detained by the Sanitary authority, pending the production of the document in communication with their respective Consulates. The Consul may, if he so desires, cause the measurement to be verified by a competent local authority, conformably to the provisions of Article 17.

Article 19.—Any ship sailing under the Turkish flag, which is unable to produce an official certificate of measurement given by the Sanitary Administration of Constantinople, shall be measured by a competent officer of the Imperial Marine, to be named by the local authority, and assisted by the Sanitary Medical officer of the port where the ship happens to be.

Article 20.—The Sanitary authority is forbidden to insist on the measurement of foreign vessels destined for foreign ports when they are provided with official certificates of measurement.

Article 21.—The service rendered by the Sanitary Medical officer in cases of measurement, whether of Turkish vessels or of vessels sailing under a foreign flag, shall be gratuitous.

Article 22.—The Captain and the Medical officer shall watch over the maintenance of decency and of good order in the vessel. The Medical officer should, moreover, ensure that the between-deck, where the pilgrims are accommodated, shall be properly rubbed down every day with dry sand mixed with disinfecting powder, when the passengers happen to be on the deck.

Article 23.—Steam vessels alone are authorized to convey pilgrims on voyages of long duration.

Article 24.—Every pilgrim vessel which does not conform to the provisions of the present Regulation shall be held to have contravened sanitary rules and be liable to the extreme penalties provided in connection with quarantine.

Read and adopted in meetings of the Superior Council of Health of the 19/31 October and 29/10 November 1896.

* 5 litres are equivalent to about 8½ English pints.

9 superficial English feet correspond to 2,74 superficial square metres, and 54 English feet, solid measure, correspond to about 16,45 cubic metres, solid measure.

1 the English foot is equivalent to 30,47 centimetres.

No. 59.

Sir,

CONSTANTINOPLE,
19th December 1896.

In continuation of my report, No. 51, addressed to Your Excellency on the 20th October last, I have the honour to inform you that, in accordance with the wishes expressed by the Board of Health on the 22nd of September last, I drew up the "Règlement special applicable au pèlerinage de 1897" in conformity with that of last year. I classed pilgrim ships, however, into three categories as laid down by the Paris Sanitary Conference of 1894, but maintained the terms of quarantine prescribed by the "Règlement applicable aux provenances de cholera" of 1867 and which is still in vigour.

The "Règlement Special" which I have drawn up was discussed by the Board of Health article after article and a few amendments introduced in it. After its final reading and acceptance by the Board of Health, Dr. Cozzonis proposed altering article 7 and the Board agreed to his proposal, but instead of consulting me as to the manner in which his amendment should be introduced into that article, Dr. Cozzonis altered it after his own fancy and had the Règlement printed.

He gives no definition of the word "indemnité", thus exposing to the caprice or ignorance of the Sanitary officer of the port of arrival ships free from cholera and plague and coming from a healthy port. A case of small-pox, of diphtheria, or scarlet fever might thus render these ships liable to quarantine.

He defines the word "suspect" to mean over-crowding, and has therefore altered the meaning given to that word by the Sanitary Conferences of Venice, Dresden and Paris as well as by common sense.

No definition is given by him of the word "infecté;" but all arrivals from British India, even those that are free from cholera and plague, are put down by Dr. Cozzonis as infectés, that is, infested ships.

In the draft of the Règlement drawn up by me and discussed by the Board of Health, I had said:—

"Pilgrim vessels are classed under three categories—*indemnité* vessels, *suspected* vessels and *infected* vessels.

"*Indemnité* vessels are those which come from a port indemnité from cholera and plague and have not had on board any case of suspected disease, whether before departure, during voyage or on arrival.

"*Suspected* vessels are those which come from countries where cholera or plague exists but which have not had on board any case of these diseases.

"*Infected* vessels are those which have cholera or plague on board or which have had cases of these diseases on board during their voyage."

I therefore requested the Board of Health on the 8th instant to state what it meant to say by the word *indemnité* (free from), so that it might be understood by ships coming from British India, and I beg to enclose herewith a certificate extract of the Board's Procès Verbal of that sitting and which shows that the word *indemnité* is intended to mean free from cholera, plague and yellow fever.

To avoid angry and useless discussions I made no allusion at that sitting to the illogical interpretation given by Dr. Cozzonis and inserted in the Règlement of the words "*Navires suspects*" and "*Navires infectés*"; and I now beg to enclose three copies of the "Règlement Special applicable au pèlerinage du Hedjaz de 1897" adopted by the Board of Health and will supply Your Excellency with twenty more copies as soon as I shall receive them.

I have, &c.,

(Signed) E. D. DICKSON.

His Excellency Sir P. Currie, G.C.B., &c., &c., &c.

Sanitary Administration of the Ottoman Empire.

EXTRACT from the Proceedings of the sitting of the Superior Council of Health, dated 26-8th December 1896.

Dr. Dickson desires to raise a question on the subject of the special regulation applicable to the pilgrimage to the Hedjaz which has been printed. As this regulation has to be sent to the Government of India to be translated into English and then brought to the notice of those interested, Mr. Dickson wishes to know what the council means by the definition which it has

given to *indemnité* vessels. He requests that this definition may be clearly laid down, that is, that it may be defined of what these vessels are *indemnité*, so that he may be able to give an explanation for it, as it does not appear to be brought out by the text itself of the article of the regulation.

The Inspector-General replies that for the last sixteen years the Superior Council of Health has been applying to the annual pilgrimage to the Hedjaz a Special Regulation which is liable to modifications every year. This regulation not only relates to the sanitary condition of vessels conveying pilgrims, but it also has reference in a special manner, to the port of origin of these vessels which it subjects to different quarantine regulations, on considerations based on the sanitary conditions appropriate to each of them. It follows from this principle, says Cozzonis Effendi, that so long as the principal regulation does not subject to quarantine any other diseases but the three—cholera, plague and yellow fever—vessels not having these diseases on board, or manifestations arousing a suspicion of these diseases, should be considered as *indemnité*. As regards other contagious diseases, such as small-pox for example, which can be detected on board of vessels, the segregation of patients to lazarettoes being made in hospitals erected for this purpose, vessels and other pilgrims have not to undergo any special régime on this account.

Dr. Delacour is of opinion that the introduction in the special pilgrim regulation of definitions for *indemnité*, *suspected* and *infected* is not logically consistent with the spirit of this regulation and is rather of a nature likely to give rise to erroneous interpretations and conflicting views in practical application. So long as the principle is admitted in this regulation that the régime imposed on vessels conveying pilgrims depends, not only on their own sanitary conditions, but also, in a special manner, on their port of origin, there can be no use in introducing these definitions.

In consequence of these explanations, the Council, conformably to the desire expressed by the delegate from England as regards the definition of *indemnité* vessel in the special regulation of pilgrimage to the Hedjaz, rules that this definition ought not to apply to any but the three following diseases: *cholera*, *plague* and *yellow fever*.

(True Copy.)

(Signed)

Secretary to the Council.

R. & S. 44.

INDIA OFFICE,
26th January 1897.

Sir,

In reply to Mr. Villiers' letter, dated the 5th January 1897, concerning the Turkish Pilgrim Regulations for 1897, I am directed by the Secretary of State for India to offer the following remarks:—

In consequence of Dr. Dickson's efforts a step has been gained, inasmuch as the three-fold definition of pilgrim vessels, as "*indemnité*," "*suspects*" and "*infectés*" has been adopted. The benefit of this change to Indian pilgrims is lost by reason of the provision that all pilgrim ships proceeding from an Indian port must be classed as "*infectés*." It perhaps is inexpedient at the present time to press for a revision of these 1897 Regulations. But Lord George Hamilton hopes that Her Majesty's Ambassador and Dr. Dickson may be able, both by representations made during the year and by strenuous effort next autumn, to secure that the Regulations for 1898 shall contain proper definitions of the terms "*indemnité*" and "*suspects*," and also to obtain an alteration of the clause in Article 7 whereby all pilgrim vessels starting from an Indian port are treated as "*infectés*," altogether irrespective of their bills of health or of the condition of the pilgrims since they left Indian shores.

I have the honour to be,

Sir,

Your obedient servant,

(Signed) A. GODLEY.

To the Under Secretary of State, Foreign Office.

No. 1298.

Copy forwarded to the Government of Madras for information.

(By order.)

HOME DEPARTMENT (SANITARY),
SIMLA, 15th April 1897.(Signed) R. NATHAN,
for Secy. to the Govt. of India.

ORDER—No. 585, Public, dated 15th May 1897.

Communicated to the undermentioned officers in continuation of G.O., No. 80, Public, dated 2nd February 1895 :—

To the Marine Department. ✓
„ Collectors of Maritime Districts.
„ Resident in Travancore and Cochin.
„ British Consular Agent, Pondicherry and Karikal.

(True Extract.)

Adhwaith

for Chief Secretary.

To the Addressees.

5. S. C. sent to Madras Office

*Having been
sent to P. P. O.
direct*