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[Despatch Abstract.]

Muhammadian Pilgrim traffic. Addressing
the Govt of India upon various points
connected with the same by control of
the — between India and the Red Sea

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Pilgrim Traffic Regulations.

Extract from a letter from JAMES W. LOWTHER, Esq., to the Secretary to the Board of Trade, M. 23205-1891, dated Foreign Office, the 4th December 1891.

The British ships engaged in the Muhammadan pilgrim traffic fall into four different classes, namely, ships sailing between the ports of the Holy Places in the Hedjaz and

- (1) British Indian ports,
- (2) British Colonial ports,
- (3) ports in foreign countries, where Her Majesty has no extra-territorial jurisdiction, and
- (4) ports in foreign countries, where Her Majesty has such jurisdiction.

The ships in the first class are alone engaged in the transport of pilgrims who are mainly British subjects.

The Indian Native Passenger Ships Act of 1877, a copy of which was enclosed in the letter from this Department of the 31st of August 1890, may be assumed to insure sufficient control to prevent the commission of abuses; but it may be doubted whether existing arrangements provide for the case of ships which leave India in proper condition, but which arrive at the ports of the Holy Places in an improper condition, and which do not afterwards return within the jurisdiction of the tribunals of British India. Under existing circumstances Her Majesty's officers at the Arabian ports in question do not, it is believed, take judicial action against ships arriving in an improper condition.

The only British ships in the second class are those sailing to or from Singapore.

With regard to the third class of ships, those, namely, which carry pilgrims between Arabia and ports in foreign countries where Her Majesty has not extra-territorial jurisdiction, it might be held that such regulations as are necessary should be made by the governments of the countries in question.

The ports between which and the Holy Places vessels in the class now under consideration run are the Netherlands East Indies, Algeria, and Tunis, and perhaps some Russian and Austro-Hungarian ports.

The fourth class of ships, those carrying pilgrims to and from ports in foreign countries where Her Majesty has extra-territorial jurisdiction, appear to be at present under no control. The ports concerned are those of Turkey, Egypt, Morocco, and perhaps some Persian and East African ports. The case of the British steamer *Malacca*, brought to the notice of the Board of Trade in the letter from this Department of the 31st December 1890, appears to afford ample evidence that steps should be taken to prevent such over-crowding as took place on that vessel. It is no doubt true that such cases do not often occur, but the same may happily be said of many abuses which have, nevertheless, been very properly made the subject of repressive legislation. Not only would it seem to be the duty of Her Majesty's Government to prevent abuses being committed on British ships to the injury of a class whose poverty and ignorance makes it peculiarly liable to be deceived or mistaken as to the accommodation and treatment that will be received on board any particular ship, but there seems to be a certain obligation to protect the great body of British ship-owners engaged in the pilgrim traffic from unfair competition on the part of a few unscrupulous persons among them. There is also a certain obligation to prevent abuses which may not impossibly lead to representations from the governments of the countries to which the pilgrims belong.

The policy of bringing all the above classes of British ships, or any of them, under regulations enforceable in Her Majesty's Consular Courts, and the question of what those regulations should be, are matters so intimately affecting British navigation, that the final decision should, it is thought, rest with the Board of Trade.

The draft regulations prepared in India will no doubt form a most useful basis for the British Regulations; but the Board of Trade will, of course, consider how far the Indian Regulations as to space, provisions, etc., should be modified in order to make them suitable to the several voyages, that have to be provided for.

R. & S. 1781, dated India Office, Whitehall, S.W., the 12th November 1891.

From—SIR A. GODLEY, K.C.B., Under Secretary of State for India,

To—The Under Secretary of State for Foreign Affairs.

With reference to Sir Philip Currie's letter dated the 8th November 1890, I am directed by the Secretary of State for India to forward copy of letter * from the Government of India, and of a draft code of Pilgrim Traffic Regulations,

* No. 16, dated 21st October 1891.

which has been prepared in India. Viscount Cross

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approves this draft code, subject to two small additions, which have been entered in red ink against clauses 6 and 19 of the draft code.

2. The note added to clause 6 sets out the Indian scale of rations, and might be used as a guide to British Consular authorities abroad deciding on the total weight of the daily rations and the weight of the principal elements thereof. The addition to clause 19 is suggested because attention has recently been drawn by the Sanitary Officer of the Port of London (Collingridge) to the way in which native lascars often crowd chests and packages into between-decks space, thereby seriously reducing the air space available for each person.

3. If the Marquis of Salisbury should accept this draft code, I am to suggest that a copy should be furnished to the British delegates at the Venice Sanitary Conference, as suggested by the Government of India.

4. A copy of the code as finally approved by the Foreign Office will be forwarded to the Government of India, as early as possible, to enable them to proceed with their legislation upon the subject.

No. 16 (Sanitary), dated Simla, 21st October 1891.

To

The RIGHT HONOURABLE VISCOUNT CROSS, G.C.B.,
Her Majesty's Secretary of State for India.

MY LORD,

We have now the honour to reply to Your Lordship's despatches and telegram noted on Despatch No. 102 (Statistics), dated 4th December 1890, and Despatch No. 45 (Statistics), dated 2nd July 1890. Telegram dated 4th September 1891.

2. In our Despatch No. 14 (Sanitary), dated the 1st September 1888, we communicated to Your Lordship our observations on the Ottoman Pilgrim Traffic Regulations which had been proposed for the acceptance of all the Powers interested in the pilgrim traffic, and expressed ourselves prepared to accept them with certain reservations stated in that despatch. The proposal for identical regulations to be adopted by all the Powers concerned was, however, subsequently abandoned in consequence of the refusal of the Netherlands Government to accept the Ottoman Draft Rules, and Your Lordship, at the instance of Her Majesty's Secretary of State for Foreign Affairs, desired us, in your despatch of the 4th December 1890, to prepare and transmit to the India Office a code of regulations based on the Ottoman Draft, to be enforced in regard to our pilgrim ships as a purely British enactment by British jurisdiction, Foreign Governments being thereafter invited to take similar action in regard to their own ships.

3. We now forward, for Your Lordship's approval, a code of regulations drawn up in the form of an Order in Council and based on our Native Passenger Ships Act and the Rules issued by us under it and on the revised Turkish Draft received with your Despatch No. 40 (Statistics and Commerce), dated the 5th July 1888. We regret the delay in the preparation of the code which has unavoidably been caused by the consideration of the questions involved, and particularly of the important question of the space to be allowed to passengers travelling on pilgrim-vessels. We trust that this despatch will arrive in sufficient time to admit of the draft being utilized for the purposes of the International Congress in Venice referred to in Your Lordship's telegram of the 4th September last.

4. We would explain that the Code which we now forward has been prepared with special reference to vessels conveying pilgrims between British India and the Hedjaz. While we have generally followed the Turkish draft, which is indeed based on our own Act and the rules issued under it, and embodied in the Draft Order in Council the amendments which, in our despatch of 1st September 1888, we expressed ourselves as ready to accept, we have, as the Order is intended to be applied as a British enactment, adhered as closely as possible to the duties and penalties laid down in the Native Passenger Ships Act. Considering that the class to which many of the masters of pilgrim vessels belong is rough and illiterate, it seems to us desirable that even in minor details they should be subject to exactly the same rules on the outward and homeward voyages. At the same time we have borne in mind Your Lordship's intimation that foreign Powers would be invited to adopt rules similar to ours, and we have avoided making any additions to the Turkish Draft other than those which we consider to be absolutely necessary. Your Lordship will observe that in the Draft Order the fines are expressed in English money, £10 being taken as the equivalent of 1*l*. It will be for Her Majesty's Government to decide what coinage shall be used to express the fines in the Order, and whether the penalties provided in the Draft are suitable. So far as we are able to judge, they appear to us to be so, but we are doubtful whether it will be within the competence of the Consular authorities at Jeddah and Hodeida to enforce a sentence of imprisonment. Should they not be able to do so, we think that an enhanced money fine should be substituted for the sentence of imprisonment, where the latter is provided as an additional punishment.

5. Under Article 6 of our draft, the scale on which food, fuel, and water are to be supplied to the pilgrims is left to the determination of the Consular authorities at port of departure of the vessel. Under our Pilgrim Traffic Rules, issued under the Native Passenger Ships Act, the scale fixed for each passenger above 12 years of age (children between 1 and 12 years receive half rations) is as shown in the margin. We would have preferred to retain this scale in the Code, but as we are not certain that all the articles specified are readily procurable in the Hedjaz, we have drawn up the rule in its present form. We have no doubt that the Consular authorities will comply with our request to keep the scales as nearly identical with that prescribed in our rules as may be practicable. Should Her Majesty's Government be of opinion that masters of pilgrim-ships may reasonably be required to procure these articles in the Hedjaz, we request that the scale shown in the margin may be inserted in Article 6 of our Draft.		
Rice	1 lb.	
Flour or ship's biscuits	4 oz.	
Pulse (dall)	4 "	
Ghee or oil	1 "	
Onions	2 "	
Pumpkins, yams, or other vegetables	2 "	
Tamarind	1 "	
Condiments, chillies, garlic, coriander seed, and turmeric	1 "	
Salt	2 1/2 "	
Firewood, dry	2 lbs.	
Water (the best available in clean iron tanks)	1 imperial gallon.	

6. Articles 12, 23, and 24 of the Turkish Draft Rules, which relate to short voyages made within the Red Sea by small vessels, have been omitted from our draft as being unnecessary in a code applicable only to British India ships. Articles 11, 34, and 35 have also been omitted as not required. With these exceptions we have embodied in our code all the provisions of the Turkish draft.

7. By Article 15 of the Turkish Draft Regulations the minimum space per passenger was fixed at 16 square feet with a height between decks of 5' 10". In our despatch of the 1st September 1888 we expressed our inability to adopt this scale of accommodation in our rules on the grounds, first, that its adoption would seriously increase the cost of the voyage to the Hedjaz, and, secondly, that the allowance of 9 square feet and 54 cubic feet per passenger provided in our Act had been found by experience to be sufficient for native troops on troopships. By Your Lordship's Despatch No. 79 (Statistics), dated the 7th November 1889, we were informed that the Constantinople Board of Health had accepted our views and adopted our rule as to space, with the difference that children should count as passengers equally with adults, whereas under our Act two children under 12 years of age are reckoned as one passenger in the computation for any of the purposes of the Act. We have, in accordance with the engagement made in paragraph 6 of the despatch of 1st September 1888, provided in the draft that the same amount of space shall be provided for every passenger of whatever age or sex, and this change will to some extent increase the average space provided for the pilgrims. Since the receipt of Your Lordship's despatch of 7th November 1889, the question of increasing the allowance of space on pilgrim-ships has been prominently brought to our notice by various authorities. After giving this question our fullest consideration we adhere to the view expressed in our despatch of 1st September 1888. We do not deny that an increase of space would be beneficial from the point of view of the health and comfort of the pilgrims, and were circumstances favourable to the change, we should be glad to fix a minimum of 12 square feet and 72 cubic feet. But we cannot overlook the fact that this increase in space would diminish the number of passengers who could be carried in the between decks and raise the cost of the passage in proportion. Such a result might make the cost prohibitive to the poorer Muhammadan pilgrims, and we apprehend that the change would be very unpopular with the large majority of the classes interested. We would not allow this consideration to stand in the way of the change proposed if we were convinced that it was absolutely required; but we do not think that this is the case. The allowance of 54 cubic feet has been found from experience to be sufficient not only for native troops but also for native passengers generally making long voyages on vessels propelled principally by steam. It is true that the higher minimum of 72 cubic feet is prescribed for Indian emigrants proceeding to the Colonies; but in this case the cost of the voyage is paid not by the emigrants themselves but by the Colonies which import them, and the objections to fixing a liberal scale have not the same force. So far as we can judge from the information at our disposal, the mortality on the outward voyage to the Hedjaz is not excessive; and if it is greater on the homeward journey, this result would appear to be attributable rather to the exposure and hardships undergone in the Hedjaz, coupled with the unsanitary condition under which the pilgrims have lived there, than to any of the arrangements on board ship. The space prescribed in our rules has been accepted as sufficient by the Turkish authorities, and we have come to the conclusion that there is no strong necessity for changing the law on this point. We are justified in anticipating that when the present rules are put in force and the entire voyage from India to the Hedjaz brought under control, the strict enforcement of the regulations will suffice to prevent overcrowding and other unsanitary conditions on board the pilgrim-vessels.

8. We shall be glad to be informed if the rules embodied in the Draft Order in Council now forwarded meet with Your Lordship's approval and with that of the Secretary of State for Foreign Affairs. We request that a copy of them in the form in which they are finally adopted may be sent to us in sufficient time to enable us to bring our Act and Rules into complete accord with them before they are brought into force.

9. We desire to say in conclusion that should all the Powers interested in the traffic agree to adopt uniform regulations, we are still prepared to accept the Ottoman traffic forwarded with your despatch of the 5th July 1888, subject to the modifications suggested in our despatch of the 1st September 1888.

We have, etc.,

LANSDOWNE.

F. S. ROBERTS.

P. P. HUTCHINS.

D. BARBOUR.

A. E. MILLER.

H. BRACKENBURY.

R. C. B. PEMBERTON.

Whereas by treaty, capitulation, grant, usage, sufferance, and other lawful means Her Majesty the Queen has power and jurisdiction in relation to Her Majesty's subjects and others in the Ottoman dominions.

Now, therefore, Her Majesty by virtue of and in exercise of the powers in this behalf in Her Majesty vested, is pleased by and with the advice of Her Privy Council to order, and it is hereby ordered as follows:—

1. This order may be cited as It shall be applicable to British ships in Ottoman ports and waters carrying Muhammadan pilgrims, being natives of Asia and Africa, to and from the Hedjaz from and to any port in British India.

2. (1) Any ship carrying more than 30 pilgrims, being natives of Asia or Africa, shall be deemed to be a pilgrim-ship for the purposes of this Order.

(2) The term "Passengers" in the following sections means passengers being natives of Asia or Africa, travelling in pilgrim-ships whether they are pilgrims or not.

3. The master of a pilgrim-ship shall, not less than three days before the proposed time of sailing, give notice to the British Consular authority at the port of departure or other authority (if any) empowered in this behalf by Her Majesty's Government that the ship is to carry pilgrims, and of her destination and of the proposed time of sailing.

4. (1) After receiving the notice the British Consular authority or authority aforesaid or a person duly authorised by either of them shall inspect and measure the ship at the expense of the master.

(2) If the master produces a certificate of measurement granted by any competent authority, such certificate may, at the discretion of the officer making the inspection, be taken as evidence of the space available for passengers on the ship. In that case it shall only be necessary to inspect the ship.

5. The British Consular authority or authority aforesaid shall not permit the departure of a pilgrim-ship unless he is satisfied—

(a) that she is seaworthy and properly equipped, fitted, and ventilated for the voyage; that she is provided with a sufficient number of boats; that she has the proper complement of officers and seamen; and that she has not on board any cargo likely from its quality, quantity, or mode of stowage, to prejudice the health or safety of the passengers;

(b) that food, fuel and pure water, over and above what is necessary for the crew, have been placed on board, of the quality prescribed in accordance with this Order, properly packed and sufficient to supply the passengers on board during the voyage which the ship is to make (including such detention in quarantine as may be probable) according to the scale for the time being prescribed.

Provided that if the British Consular authority or authority aforesaid is satisfied that a passenger has brought on board for his own use food of the quality and in the quantity for the time being prescribed in accordance with this Order, the requirements of this Order respecting the supply of food for passengers on pilgrim-ships shall not apply so far as regards the supply of food for that passenger.

6. The scale on which food, fuel, and water are to be supplied to the passengers on pilgrim-ships or to any class or classes of such passengers, and the quality of the food, fuel and water shall be prescribed by the British Consular authority or other authority empowered in this behalf by Her Majesty's Government having jurisdiction at the port of departure of the ship.

Provided that on ships not provided with condensers the total quantity of water to be carried shall be not less than one imperial gallon per day for each passenger irrespective of age and sex. On ships provided with condensers a reduction not exceeding two-sevenths of the total quantity required may be allowed when the condensers are fully capable of making up the deficiency.

7. The master of a pilgrim-ship shall post up in a conspicuous part of the ship, so as to be visible to persons on board thereof, and, as far as may be, in a language or languages understood by them, notices indicating the destination of the ship, and specifying the daily scale of water, food, and fuel prescribed for each class or classes of passengers, and shall keep these notices so posted up throughout the voyage.

8. The master of a pilgrim-ship shall sign two statements, specifying the number and the respective sexes of all the passengers, and the number of the crew, and shall deliver them to the British Consular authority or other authority empowered in this behalf at the port of departure, who shall thereupon, having first satisfied himself that the numbers are correct, countersign and return to the master one of the statements.

If any passengers are disembarked during the voyage or if any additional passengers are embarked at intermediate places, the number and sex of the passengers so embarked or disembarked shall be entered in additional statements which shall be dealt with in the same manner as the statements made under the provisions of the previous paragraph of this section.

The master shall note in writing on the statement or additional statement returned to him the date and supposed cause of death of any passenger who may die on the voyage, and shall, when the ship arrives at her port of destination or at any port or place at which it may be intended to land passengers, and before any passengers leave the ship, produce the statement or additional statement, with any addition made thereto, to the British Consular authority or other authority empowered at the port.

9. Before the departure of a pilgrim-ship the master shall obtain from the sanitary authority of the port of departure a bill of health in regular form, in which shall be entered the name and capacity of the ship, the name of the master, the exact number of the crew and of the pilgrims and other passengers, the nature of the cargo, the place of departure and the destination of the ship and the state of public health at the place of departure.

The bill of health granted by the sanitary authority of the port of departure shall not be changed during the voyage. It shall be submitted to the sanitary authorities of the intermediate ports of call, who shall endorse thereon the number of pilgrims or other passengers embarked or disembarked, and the casualties, if any, which occurred at sea or at the port since the bill of health was last endorsed by a sanitary authority.

The sanitary authority at the port of departure shall enter on the bill of health the exact number of pilgrims and passengers embarked irrespective of age and sex, the total number which the vessel is authorised to carry under this Order, and the number of additional passengers, if any, which the ship is authorised to take at subsequent ports of call.

If in the opinion of the sanitary authority at any port of embarkation a passenger is suffering from any dangerously infectious or contagious disease, the passenger shall not be permitted to embark.

10. A pilgrim-ship carrying more than 100 passengers shall have on board a medical officer licensed under the authority of Her Majesty's Government, or of a British Colonial Government, or of the British Indian Government; provided that if there be no such medical officer on board the British Consular authority or authority aforesaid may grant a license for any particular voyage to any duly qualified medical man. Such ship shall also be provided with medical comforts, medicines, and medical appliances on the following scale:—

(i.) Medical comforts (to be issued at the discretion of the medical officer in charge):—

For 100 passengers.

(Proportionate quantities to be supplied for passengers in excess of 100):—

Sago	5 lbs.
Arrowroot	10 "
Preserved milk*	2 dozen 1-lb. tins.
Extractum Carnis	2 lbs.
Sugar	10 "
Rum	6 quart bottles.

* The contents of a pound tin of preserve milk mixed with half a gallon of water make good milk.

(ii) Medicines and medical appliances:—

WEIGHTS and MEASURES of the BRITISH PHARMACOPEIA.

Names of medicines, etc.	SCALE FOR 100 PASSENGERS.	
	Weights.	Measures.
	lbs. oz. gr.	O. oz. dr.
Acid, carbolic cryst.	0 1 0	...
" nitro-muriatic dil.	...	0 1 0
" sulphuric dil.	...	0 1 0
" tartaric	0 2 0	...
Alum pulv.	0 2 0	...
Ammonia carb.	0 2 0	...
" liqr.	...	0 2 0
Antimonial powder	0 0 25	...
Argenti nigras	0 1 0	...
Assafoetida	0 1 0	...
Borax	0 1 0	...
Calomel	0 1 0	...
Chlorodyne, Collis Brown's	...	0 2 0
Chloroform	...	0 1 0
Copaiba	...	0 1 0
Creta præparata	0 3 0	...
Cupri sulphas	0 1 0	...
Iodoform	0 1 0	...
Iodine tinct.	...	0 1 0
" potas	0 1 0	...
Ipecac pulv.	0 2 0	...
" pulvis c. opio.	0 1 0	...
" valoid fluid extract	...	0 1 0
Jalapæ pulv. co.	0 1 0	...
Kinos valoid fluid extract	...	0 1 0
Lini farina	2 0 0	...
Liquor Epispasticus Fort. (In proportion of 8 oz. cantharides to the pint.)	...	...
Magnesia carb.	0 1 0	...
" sulphas	0 1 0	...
Ol. menth. pip.	...	0 0 1
" terebinthinæ	...	0 4 0
" ricini	...	2 0 0
Opium pulv.	0 1 0	...
" liniment	...	0 4 0
" valoid fluid extract	...	0 1 0
Plumbi acetat.	0 1 0	...
Pil. Plumbi acetat. B. P. 4 grs. each 100 pills.	100 in number.	...
Quinine (should be made into 2-grain pills.)	0 2 0	...
Rhæi pulvis	0 1 0	...
Purgative pills	50 in number.	...
Blaud's compound iron pills	200 in number.	...
Sinapis pulv.	1 0 0	...
Sodæ carbonas	0 1 0	...
Spiritus ætheris nitrosi	...	0 8 0
" Vini Rect	...	0 8 0
Sulphur ungt.	1 0 0	...
Simple ointment	1 0 0	...
Vinegar	...	1 0 0
Zinci sulphas	0 1 0	...
Zingiberis pulv.	0 1 0	...

Miscellaneous articles for 100 passengers:—
 Fresh vaccine lymph, 6 tubes.
 Adhesive plaster (spread), one yard.
 Calico, two yards.
 Flannel, ditto.
 Lint, two ounces.
 Bandages, made up, half a-dozen.
 Papers for powder, etc., one quire.
 Bed-pans (metal), two.
 Syringe (urethra), male, one.
 Syringe (glass) female.

NOTE.—The preparations of ammonia, ether, chloroform, iodine, and all acids should be in well-stoppered bottles.

Chloroform should be in blue glass or covered from light by dark paper.

All the drugs, etc., must be properly labelled with the quantities marked on each.

"Poisons" should be specially distinguished.

Disinfectants.

Calvert's MacDougal's powder . 100 lbs.
 Common carbolic acid . 20 gallons.

Instruments for each ship.

Glass measures, 1 oz. . 1
 " drop . 1
 Pestle and mortar (wedgewood) . 1
 Scales and weights (grains) . 1
 Splints (common) . 1 set.
 Lancets (bleeding) . 1
 Silver catheters, No. 8 size . 1
 Spatula . 1
 Scissors (dressing) . 1
 Penknife . 1
 Enema . 1
 Infusion Pot . 1
 Pocket dressing case (small size) . 1

TABLE showing the QUANTITIES of MEDICINES etc., to be supplied according to the above scale for more than 100 PASSENGERS.

Number of Passengers.	Quantity.
Above 100 to 250	1 more than
" 250 to 350	Twice
" 350 to 450	Thrice
" 450 to 550	Four times
" 550 to 650	Five times

The quantity prescribed according to scale per 100 passengers, and so on.

11. A pilgrim-ship shall be propelled principally by steam.

12. The master of a pilgrim-ship shall be responsible that the provisions of the "Special Regulation applicable to the pilgrimage to the Hedjaz" issued by the Constantinople Board of Health are fully complied with.

13. A pilgrim-ship shall contain in the between-decks at least 9 superficial feet and 54 cubic feet of space for each passenger, irrespective of age or sex.

14. No timber or cargo of any kind shall be allowed on the upper deck of a pilgrim-ship, but only the necessary fittings properly secured. The deck shall be exclusively reserved for the use of the between-deck passengers.

15. A permanent hospital shall be set apart in the upper deck, either in the poop or deck-houses. It shall contain not more than six bunks and shall have a superficial deck area of at least 144 feet and not less than 864 cubic feet of air space. It shall be lighted and ventilated to the satisfaction of the authority who inspects the ship under Article 4 of this order.

Each ship shall also carry materials for the construction of a separate temporary hospital upon its upper deck, for the treatment of cases of cholera and dangerously infectious or contagious diseases (such as small-pox, yellow fever or plague, ophthalmia). Patients suffering from such diseases shall be segregated from the rest of the passengers.

16. Every pilgrim-ship shall be provided with not less than two places for washing sufficiently screened from public view. At least one such place shall be set apart exclusively for the use of females. A sufficient number of hand-pumps shall be provided for supplying sea water for purposes of ablution.

17. Every pilgrim-ship shall be fitted, in addition to the latrines provided for the use of the crew, with not less than two latrines sufficiently screened from public view and readily accessible, and with one such additional latrine for every 100 passengers or part of that number carried in excess of 100. The latrines shall be provided with not less than two seats for every 100 passengers.

A proportionate number of latrines, in any case not less than one, if there be any females among the passengers, shall be set apart for the exclusive use of females. No latrine shall be allowed in the between-decks or in the hold.

18. Every pilgrim-ship shall be provided with not less than two cabooses or cooking ranges on deck, properly housed and covered, and readily accessible, for the exclusive use of the passengers. Passengers shall be prohibited from lighting fires in any other part of the ship.

Culinary and other appliances and fittings shall be provided on the following scale:—

Iron boilers with covers—		
For rice (large)		According to number to be fed by the ship.
" dall or curry (small)		
Iron ladles—		Ditto ditto.
For rice (large)		
" dall, etc. (small)		
Iron spoons, tinned	4	
Curry-stones, with mullers	4	
Sieves for cleaning rice, etc.	6	
Gallon measure	1	
1/2 ditto	1	
1/4 ditto	1	
Scales and weights	1	To each ship, when passengers are to be fed.
or		
A spring balance		
Block-tin sauce pans, for hospital use exclusively,	3	
from 1 pint to 1 gallon	2	
Hatches for cutting wood	2	
Knives		

Besides

Safety lanterns with lock and key to each.	3 for hatchways. 2 for latrines. 1 for hospital, and 1 for surgeon, which are to burn all night.	There shall be one additional lantern for every 100 passengers on board, and each such lantern shall burn for three hours every night.
Oil with wicks, or candles to fit lantern.	sufficient for 7 lanterns to burn at least 10 hours, and for the rest to burn at least 3 hours of every night of the voyage.	

Soap	1 lb. per passenger.	
Buckets (galvanized iron)	2 for every 100 passengers.	
Tubs (large) for bathing or washing	4	
*Tubs (smaller) for latrine use	12	
*Tin pots for ditto	2	
Canvas bathing screens for the use of women	1	
A dirt-shoot, moveable	12	
Deck-scrapers	1 ton	
Sand	50	
Holy stones or hard bricks	18	
Swabs or squeezers	50	
Brooms (country)		

*These should be specially marked for privy use.

19. The heavy baggage of the passengers shall be registered, numbered, and deposited in the hold of the ship and delivered to them on arrival at their destination. Passengers shall be permitted to retain with them articles necessary for the voyage.

20. The master and the medical officer shall be responsible for the maintenance of the strictest cleanliness on board. The between-decks shall be thoroughly cleaned daily, and scrubbed with dry sand mixed with suitable disinfectants. The pilgrims shall be encouraged to remain on deck as much as possible, and even to sleep there occasionally when the weather permits.

The medical officer of a pilgrim-ship shall be especially responsible for the sanitary condition of the passengers' cabins, and for their disinfection in cases of contagious and communicable diseases. He shall also satisfy himself that the food distributed to the passengers is of the quality, and on the scale prescribed, and that it is properly cooked.

21. If a pilgrim-ship departs or proceeds on a voyage from any port in the Hedjaz or without the permission of the authority whose permission is required under Article 5 of this Order, the master shall, for every passenger carried in the ship, be punished with fine, which may extend to 10%, or with imprisonment for a term which may extend to one month, or with both: provided that the aggregate term of imprisonment under this article shall not exceed one year.

22. If a person impedes or refuses to allow the entry or inspection authorised under this Order, he shall be punished with fine which may extend to 50%, for each offence, or with imprisonment for a term which may extend to three months, or with both.

23. If a master of a pilgrim-ship without reasonable excuse, the burden of proving which shall lie on him, omits to supply to any passenger the allowance of food, fuel, and water prescribed under Articles 5 and 6 of this Order, he shall be punished with a fine which may extend to 2%, for every passenger who has sustained detriment by the omission, and the fine may be awarded in whole or in part as compensation to such passenger.

24. If a master of a pilgrim-ship, without reasonable excuse, the burden of proving which shall lie on him, fails to comply with the requirements of Article 7 of this Order, with respect to the posting of notices indicating the destination of the ship and specifying the daily allowance of food, water and fuel prescribed for each passenger, he shall be punished with fine which may extend to 30%.

25. If a master of a pilgrim-ship fails to comply with any of the requirements of Article 8 of this Order as to the statements and additional statements concerning passengers, or with those of Article 9 as regards a bill of health or wilfully makes any false entry or note in or on any such statement or additional statement or bill of health, he shall be punished with fine which may extend to 50%, for every such offence, or with imprisonment for a term which may extend to three months, or with both.

26. If a pilgrim-ship carrying more than 100 passengers has not on board a medical officer as required by Article 10 of this Order, or is not fully provided with the medical comforts, medicines, and medical appliances specified in that Article, the master of the ship shall be punished with fine which may extend to 50%, or with imprisonment for a term which may extend to three months, or with both.

27. If a pilgrim-ship has on board a number of passengers which is greater than the number allowed for the ship under the Order, the master shall for every passenger over and above that number be punished with fine which may extend to 2%, and shall further be liable to imprisonment for a term which may extend to one week in respect of each such passenger: provided that the aggregate term of imprisonment awarded under this Article shall not exceed six months.

Any authority empowered in this behalf by Her Majesty's Government may cause all passengers over and above the number allowed by and under this Order to disembark, and may forward them to any port at which they may have contracted to land, and recover the cost of so forwarding them from the owner or master of the ship as if it were a fine imposed under this Order.

28. If the master of a pilgrim-ship lands any passenger at any port or place other than the port or place at which the passenger may have contracted to land, unless with his previous consent, or unless the landing is made necessary by the perils of the sea or other unavoidable accident, the master shall be punished with fine which may extend to 20%, or with imprisonment which may extend to one month, or with both.

29. If a pilgrim-ship is not propelled principally by steam as required by Article 11 of this Order, the master shall be punished with fine which may extend to 50%, or with imprisonment which may extend to three months, or with both.

30. If the master of a pilgrim-ship without reasonable excuse, the burden of proving which shall lie on him, fails to observe the requirements of Article 12 of this Order regarding compliance with the "Special Regulations applicable to the pilgrimage to the Hedjaz" issued by the Constantinople Board of Health, he shall be punished with fine which may extend to 50%, or with imprisonment which may extend to three months, or with both.

31. If a pilgrim-ship has not the hospital accommodation required by Article 15 of this Order, the master shall be punished with fine which may extend to 20%, or with imprisonment which may extend to three months, or with both.

32. If a master of a pilgrim-ship, in contravention of Article 14, permits the deck to be obstructed by cargo or timber or in any other manner, or fails to comply with the requirements of Article 16 regarding the provision of places for washing, or with those of Article 17 regarding the provision, number, and location of latrines, or with those of Article 18 regarding the provision of cabooses or cooking ranges and culinary and other appliances and fittings, he shall be punished with a fine which may extend to 50%, or with imprisonment which may extend to three months, or with both.

33. If a master of a pilgrim-ship receives on board any person whom the sanitary authority at the port of embarkation has declared to be suffering from any dangerously infectious or contagious disease, he shall be punished with fine which may extend to 50% for each person so received, or with imprisonment which may extend to three months, or with both.

34. If a master without reasonable excuse fails to comply with any requirement of this Order, not otherwise declared punishable, he shall be punished with fine which may extend to 2%.

35. Every failure to comply with the requirements of this Order shall be recorded on the bill of health and on the register of pilgrims of the ship concerned by the British Consular authority or other authority empowered in this behalf by Her Majesty's Government.

36. Offences against this Order shall be punishable by the British Consular authorities or other authorities empowered in this behalf by Her Majesty's Government.

CORRESPONDENCE RELATING TO PROPOSED PILGRIM TRAFFIC
REGULATIONS.

- No. 1.—Board of Trade to Foreign Office, dated 25th March 1892, enclosing Memorandum by Captain Wilson, and enclosure from Messrs. Gellatly, Hankey, Sewell, & Co.
- No. 2.—Foreign Office to Board of Trade, dated 1st April 1892.
- No. 3.—Board of Trade to four English shipping firms who carry pilgrims, dated 25th June 1892.
- No. 4.—Messrs. Gray, Dawes, & Co. to Board of Trade, dated 6th July 1892.
- No. 5.—Messrs. R. G. Jones, Price, & Co. to Board of Trade, dated 11th July 1892.
- No. 6.—Mr. A. Holt to Board of Trade, dated 5th August 1892, enclosing Memorandum on the Medical part of the proposed regulations.
- No. 7.—Messrs. Gellatly, Hankey, Sewell, & Co. to Board of Trade, dated 18th August 1892.

No. 1.

BOARD OF TRADE TO FOREIGN OFFICE.

M.-2343.

Board of Trade (Marine Department),

SIR,

London, S.W., March 25, 1892.

I AM directed by the Board of Trade to acknowledge the receipt of your letter of the 4th December last, transmitting, by direction of the Marquis of Salisbury, a copy of a letter received from the India Office, with copy of regulations respecting the Muhammedan pilgrim traffic which the Government of India would be prepared to enact so far as any action on the part of that Government might be necessary, and stating that as the matters referred to so intimately affect British Navigation, the final decision should, it is thought, rest with this Department.

In reply, the Board desire me to state, for his Lordship's information, that they think there is no doubt that any such British regulations should apply to three of the classes of ships mentioned in your letter, *viz.*, vessels from Indian and Colonial ports and ports in foreign countries where Her Majesty has extra-territorial jurisdiction. With regard, however, to vessels trading from foreign ports where Her Majesty has no such jurisdiction, there would appear to be some difficulty, so far as the outward voyage is concerned, but the Board think the regulations should apply to all British ships on the return journey, as those that are compelled to comply with the regulations would otherwise have reason to complain that the Government exercised jurisdiction in favour of a special class of British ships to the prejudice of the rest.

With reference to the substance of the proposed regulations, the Board direct me to transmit to you the accompanying copy of a recommendation on the subject by their Principal Officer at the Port of London, and to state that they are of opinion that the regulations cannot be satisfactorily settled without discussion by a committee, on which the India and Colonial Offices are represented, or without consulting the principal British shipowners engaged in the trade.

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I am to add that the Board are advised that they have not power to make and enforce such regulations by direction and notification under existing legislation in conjunction with the Foreign Jurisdiction Act, and that therefore an Order in Council would appear to be necessary.

I have, &c.,

(Signed) HENRY G. CALCRAFT.

The Under-Secretary of State,
Foreign Office.

Enclosure in No. 1.

MEMORANDUM by Captain WILSON.

M.-2343.

MEMORANDUM on the proposed ORDER IN COUNCIL for REGULATING the
PILGRIM TRADE.

Board of Trade Surveyor's Office,
St. Katherine Dock House,
Tower Hill, E.,

SIR,

February 5, 1892.

IN accordance with instructions I have to report that, as verbally directed, I have conferred with the Peninsular and Oriental Steam Navigation Company, the British India Steam Navigation Company, and Messrs. Cook and Sons, but unfortunately found that none of these parties, although all occasionally carry pilgrims, had at the time in London any representative who had any personal acquaintance with the pilgrim trade.

I subsequently ascertained that Messrs. Gellatly, Hankey, Sewell, & Co., of Leadenhall Street, E.C., do a large chartering business in this trade, and also employ their own vessels in it; further, they have a branch office in Jeddah, and another at Yambo, and at the latter port are the only European firm in the place. I have had two long interviews with a representative of the firm, and have gone carefully through the draft Order in Council, section by section, with him, and have embodied in the amendment submitted the views he expressed. Otherwise he agrees with the general tenor of the draft, but thinks details should be further explained, so that shipowners may know exactly what they have to do.

He further suggests that the draft when amended should be sent to his firm with a view to getting the Dutch shipowners to agree, as at present they are the foreigners in the trade who compete most actively with us. I understand there are only two Dutch firms interested, and as they are both well known to Messrs. Gellatly, they hope to obtain their consent; so that should the Dutch Government consult them, no further objections may be raised by the Government of that country.

One difficulty in dealing with this question arises from the fact that no copy of the rules issued by the Indian Government, under the Native Passengers Act, is attached to these papers, notwithstanding they are referred to in paragraph 3 of the Governor-General's despatch, dated 21st October 1891. Many points generally referred to in the draft Order in Council are, I am told, specially dealt with in their rules, such as requiring side scuttles, extra boats, &c., objecting to coal for ship's use in cross bunkers, and no doubt many other details.

It will, I presume, be necessary to define the requirements referred to in paragraph 5 of the draft, so as to avoid future difficulties, and come to some

general understanding about the Life Saving Appliances Act, which will at present apply in some cases, but not in others. It would, I fear, at once put a stop to the pilgrim trade in British ships if the Act was made to apply generally, as well as being of doubtful utility.

In section 17 I have been obliged to describe a latrine suitable for the trade, as it is well known that Mussulmen do not and will not use latrines with seats.

The shipowners I have consulted are generally of opinion that these regulations aim at too high a standard for the requirements of the trade, and that certainly foreigners will not follow them; they say that they do not care what the requirements are if all nationalities are treated alike, and the only way they can see to obtain anything like uniformity is for the Ottoman Board of Health to adopt these regulations instead of their own.

I have been particularly struck with the views expressed by Captain Newman, the Marine Superintendent of the Persian Gulf Steam Ship Company, who has had a long experience of that branch of the pilgrim trade. He states that his company's vessels have carried pilgrims from the Gulf for many years; that during all this time the company has never found anything but water and fuel (coal, not firewood), the pilgrims invariably bringing their own food. They are very poor, and pay about 30 rupees or a little over for the passage to Jeddah; sometimes the fare has risen to 50 rupees, but only on one or two occasions. The average may be taken at about 3½ for a ten days' passage. He thinks this is the utmost they are able to pay, and that if a higher scale is fixed to meet the extra requirements of these regulations, the pilgrims will revert to the old practice of marching across the desert, or proceed by sailing native dhows.

As regards penalties, imprisonment must be omitted, as it could not be enforced at Jeddah or Yambo, and many other eastern ports; the monetary penalties are also, I think, quite high enough.

Since writing the foregoing remarks, I have ascertained that the Indian Government do not insist on firewood being supplied, and that coal is allowed instead. This is certainly the case at Bombay.

I have also learnt that seven is the maximum number of boats required in India for a pilgrim ship.

I enclose a communication from Messrs. Gellatly and Co. on the pilgrim trade, with which I requested them to favour me. Their objection to iron decks is at variance with the views of other shipowners interested in the trade with whom I have conferred.

I have, &c.,

The Assistant Secretary, (Signed) CHARLES P. WILSON,
Marine Department, Principal Officer.
Board of Trade, S.W.

Sub-Enclosure 1 in No. 1.

M.-2343.

ALTERATIONS suggested in the DRAFT ORDER IN COUNCIL re PILGRIM TRADE
attached to M.-2325-91.

Section 1.—This section will require alteration, and the words at the end of the section, "from and to any port in British India" must necessarily be omitted.

It is also for consideration if the words "being natives of Asia and Africa" should not also be omitted so as to cover the case of a British vessel carrying pilgrims from "some Russian and Austro-Hungarian ports" referred to in the Foreign Office letter of 4th December 1891, page 9, as I understand this Order

in Council is to bring such a vessel under the authority of Her Majesty's Consul at Jeddah, and Her Majesty's Consuls "or other authority" referred to in section 3 in other places.

This section should, I think, read: "This Order may be cited as and shall be applicable to 'all British ships carrying Muhammedan pilgrims to and from the Hedjaz.'"

Section 2 (1).—Under the British Passengers Acts, 50 souls (*i.e.*, infants being counted) make the ship a passenger ship; the draft Order in Council states 30 pilgrims make the ship a pilgrim ship. This agrees with the Ottoman Regulations, the Indian Native Passengers Acts, and the Straits Settlements Acts, but the British shipowners I have consulted suggest the number should be increased to 50.

The term "pilgrims" also appears to be too vague, as infants and older children often accompany their parents to Jeddah and Yambo, but are certainly not "pilgrims." The point should be clearly defined, as children are further on in the Order referred to when space, provisions, &c., are dealt with. If the word "pilgrims" is retained, it should, I submit, be followed by the words "irrespective of age or sex," and the sub-section should, I think, read "any vessel carrying more than " 50 pilgrims, irrespective of age or sex, "shall be deemed to be a pilgrim ship for the purposes of this Order."

The (1) and (2) sub-sections again use the expressions "being natives of Asia or Africa" previously referred to.

Section 3.—At the end of the section the following words should be added: "but the master may give notice through his agents by telegraph before arrival;" this is to provide for the case of a vessel being instructed by telegraph from Jeddah or Yambo to call at those ports for return pilgrims.

Section 4 (2).—Shipowners suggest that the words "of the officer making the inspection" should be omitted, and the following words should be substituted: "such certificate may, at the discretion of the 'British Consul or authority aforesaid,' be taken as evidence, &c."

Section 6.—I think the scale referred to in the despatch from the Indian Government (paragraph 5) should be inserted in this section (with the exception of the item firewood), but with this addition "or such substitutes as the British Consul or authority aforesaid shall certify as suitable equivalents, having regard to local customary diet and the supply procurable."

Firewood should, I submit, be struck out, as it is only providing means for lighting fires in improper places; it is also very bulky and generally a nuisance, a sufficient cooking range heated with coal is far simpler and cheaper. Moreover, it must be understood that Jeddah is situated in practically a desert, and firewood is imported from long distances and is very expensive. If firewood is left out, the reference to firewood in section 23 should also be omitted.

The quantity of water is sufficient, but I submit the reduction of two-sevenths, due to the ship being provided with a condenser, is too little, and should be altered to one-half; this would be in uniformity with the British Passengers Acts.

Water is very bad at Jeddah and very expensive; on the ground of health it would be better to issue condensed water to the pilgrims.

Section 8.—This should read at the commencement "specifying the number and the respective sexes of all" those who have engaged passages; some such amendment as this is necessary, as a large number of stowaways are invariably found on board pilgrim vessels, although in the interest of the ship every means is used to prevent this as far as possible.

Section 12.—This is evidently based on Article 14 of the Ottoman Regulations (see M. 14839—88). It is for consideration if it is desirable to retain this section (also section 30), or if it should be modified. I understand this Order in Council is intended for the regulation of the pilgrim trade in British ships, because the British Government would not agree to the Ottoman Regulations.

Section 13.—The draft Order in Council is silent on the amount of "airing space" a pilgrim ship should have, possibly because in section 14 the upper deck is exclusively reserved for the use of the between-deck passengers, but I think it is essential to introduce it as a check against overcrowding.

The Straits Settlements Act specifies "four superficial feet per adult shall be left clear on the upper deck for the use of the passengers." Our Passengers Acts require five superficial feet; I prefer five feet, which is little enough, and is only just sufficient for an adult to sit down in.

Another reason why "airing space" should be defined is, that suppose a case of 51 pilgrims, the ship would be a pilgrim ship under this Order; but is the whole of the upper deck to be exclusively reserved for the use of this small number of pilgrims?

Section 14.—The upper deck, if of iron, should be sheathed with wood properly laid and caulked, as in the tropics, &c., iron decks become so hot as to be unbearable.

Awnings are also a necessity, and part of the words of sub-section (1), section (10) of the Straits Settlements Act might, with advantage, be borrowed for this section, which might go on to say "suitable awnings with screens (or curtains) shall be provided on deck sufficient for the protection of the passengers from the sun and from rain or dew," specially as in section 20 the master and medical officer are instructed that "the pilgrims shall be encouraged to remain on deck as much as possible, and even to sleep there occasionally when the weather permits."

Section 16.—After the words "hand-pumps" add "or other arrangements."

Section 17.—Every pilgrim ship shall be fitted in addition to the latrines provided for the use of the crew with not less than two latrines, one for males and one for females, situated on opposite sides of the ship properly screened from public view and readily accessible.

These latrines shall consist of low troughs with a constant supply of water through them when the ship is under weigh, and sub-divided at intervals of three feet by partitions three feet wide and extending three feet in height above the upper edge of the trough; the troughs should be 18 inches wide, and footholds nine inches wide shall be securely fixed across the trough and against the partitions on each side. These troughs shall be provided in the proportion of six lineal feet for the first 50 passengers, and three additional feet for every additional 50 passengers, or the usual native latrines over the ship's side may be substituted in the proportion of two for the first 50 passengers, and one for every additional 50 passengers.

No latrines shall be allowed in the between decks or in the hold.

Section 19.—The heavy baggage of the passengers "if delivered to the master" shall be registered, &c. Some modification of this sort is necessary in this section, as pilgrims travel with very little luggage, which mainly consists of the provisions they carry with them for the voyage, and from which they would never consent to be separated. The reference in the India Office despatch, dated 12th November 1891, to the suggestions made by the sanitary officer of the port of London is scarcely applicable in the case of a pilgrim ship. The native lascars referred to are notoriously small traders, and the chests and packages with which they crowd their quarters do not contain their personal clothing, but articles for sale. This is not the case in a pilgrim ship, as the pilgrims carry very little more than their food and a small bundle of clothes.

Section 20.—The portion of this section relating to the between decks should be omitted; the numbers are frequently too great to admit of the between decks being cleared for the purpose; it, moreover, evidently contemplates wood decks. There are now very few vessels in the trade that have wooden 'tween-decks.

Penalties.—Imprisonment should, I think, be left out, and the monetary fines appear quite heavy enough. In sections 21, 26, 27, 29, and 33 the words "or charterers" should be introduced. This will often get at the right man, and it follows many sections of our Passengers Acts.

Sub-Enclosure 2 in No. 1.

Messrs. GELLATLY, HANKEY, SEWELL, & Co., to Captain WILSON.

Dock House, Billiter Street,

London, E.C.,

M. 2343.

SIR,

February 3, 1892.

REFERRING to our recent conversation regarding the proposed new regulations for the pilgrim trade, we have to inform you that, having our own firms at *Jeddah* and *Suakim*, we are largely interested in this business, and act at *Jeddah* as agents for the greater number of steamers in the trade.

Pilgrims journey from, 1st, *Algeria, Morocco, Tripoli*, being chiefly conveyed by the vessels of the Persian Gulf Steam Navigation Company, Limited, Ocean Steamship Company, and Mogul Company, and an occasional French steamer.

2. *The Principalities, Turkey, and Levant* by Austro-Hungarian Lloyd's steamer, and steamers under the Turkish flag.

3. *Persian Gulf*, by the steamers of the Persian Gulf Steamship Company, Bombay and Persia Steam Navigation Company, and occasional English steamers, some of which are chartered by natives.

4. *India*, principally by native-owned steamers.

5. *Straits, Java and Malaya*, by steamers chartered by natives, the Ocean Steamship Company, and the Dutch Mail Lines.

6. *Zanzibar* and South Africa, by steamers to Aden and Bombay, and by the Sultan's steamers.

7. *Suez*, by the Egyptian Mail Steamers, the Austro-Hungarian Lloyd's, and occasional tonnage, the pilgrims from this port having arrived there from other ports to embark for *Jeddah*.

The return pilgrim trade being very uncertain, many pilgrims visiting Medina after the Haj day at Mecca, it has not been found profitable by the various liners that carry pilgrims to *Jeddah* to reserve space for their return, and, therefore, with the exception of the native-owned Indian and Dutch steamers, the services have to be supplemented by chance tonnage, and it is chiefly in connexion with this necessity of the trade that any new regulations must have careful consideration, and we submit must apply to all flags. The steamers we refer to proceed, as a rule, in ballast to *Jeddah* or *Yambo*, and there, after survey and measurement, embark pilgrims for various destinations. For your guidance we enclose a form of charter on which such tonnage is chartered, and you will observe from it that, as far as the owner is concerned, the essence of the agreement is, that the pilgrim is simply to be carried and not to be fed; and this same agreement holds throughout the trade. Any regulation which threw the feeding on to the owners would be simply unworkable, being utterly repugnant to the pilgrims' ideas. Again, while recognising that pilgrims should not be carried with cargo which is dangerous in its nature, to put any prohibition on carrying matches, &c., would simply put out of the trade the liners at present running, as we suppose there is not a steamer loaded with general cargo leaving for the East that does not carry or endeavour to secure such cargo. To object to iron decks unprotected by wood would be to object to a great number of steamers running to Bombay, some even carrying saloon passengers. Again, the imposition of penalties requires most careful consideration from your Department; you will be aware how often

frivolous charges are brought against shipowners by emigrants, and when emigrants are native passengers, no responsible owner would run the risk of what might happen. The authorities that shall impose these penalties will also have to be considered, as our experience in the East has shown us an enormous amount of intrigue can go on amongst the *entourage* of the various consulates.

With all the steamers we have been connected with, we have never heard any complaints either from the pilgrims or the authorities, and we think it would be most difficult to formulate any regulation that could be strictly adhered to, as a steamer's size is no criterion of her fitness to carry pilgrims; and, further, one might think a vessel fit to convey a certain number to *Suez* which we should not consider her able to do across the Indian Ocean. We cannot but think that much has been written as if the pilgrim was some ignorant person, who was open to be cheated and swindled on all sides. So far from this being the case, the pilgrim of to-day, who expects and tries to obtain much more than he is justly entitled to, and in some cases is prepared to use force with this object. We much deprecate any regulations that would put power into the hands of native authorities, whether doctors or not, and should it meet with your Board's approval, we would be willing to approach our friends on the Continent as to whether some regulations might not be drawn up that would be agreeable to the owners of foreign tonnage now interested in the trade, to submit to your Board for approval, for you will observe that to simply legislate for British-owned steamers would be to intensify evils which, if existing only at present, take place on board vessels not owned in Great Britain, and to throw the traffic more and more into the hands of the uncontrolled foreigner.

We are, &c.,

The Principal Officer,

(Signed) GELLATLY, HANKEY, SEWELL, & Co.

Board of Trade Office,

Tower Hill.

Sub-Enclosure 3 in No. 1.

COPY OF CHARTER-PARTY.

London,

18 .

CHARTER-PARTY.

It is this day mutually agreed between Messrs. Owners of the first-class screw Steamer called the _____ of the net register tonnage of _____ tons or thereabouts, and J. S. Oswald and Co-partners of *Jeddah*.

That the said Steamer shall with all possible speed proceed to *Jeddah* after discharging outward cargo at any port or ports on the way _____ and being tight,

staunch, and strong, and in every way fitted for the Voyage, having commodious and well ventilated between decks shall there receive from the Charterers or their Agents _____ pilgrims (as allowed by the Quarantine authorities) and their baggage as customary, on the between and upper decks only, which the said Charterers or their Agents bind themselves to ship, not exceeding what she can reasonably stow and carry over and above her tackle, apparel, provisions, and furniture, and being so loaded shall therewith proceed with all reasonable speed to _____

being paid freight at the rate of _____

for the use of the said upper and between decks and all cabin accommodation that the Steamer might have, Captain's and Officers' cabins only not included

No passengers to be allowed on Steamer's account. Any cargo that may be procurable to be for Owner's benefit.

The act of God, the Queen's Enemies, restraint of Governments, Fire, and all and every other dangers and accidents of the Seas, Rivers, and Steam Navigation of whatever nature and kind soever during the said Voyage, always excepted. The freight less such amount for disbursements as may have been advanced by the Freighters, or their Agents at Jeddah, to be paid to the Captain in Jeddah in cash in Rupees before sailing at current rate of exchange.

running days are to be allowed the said Charterers or their Agents (if the ship is not sooner despatched) for loading the pilgrims. The said time to be computed from the time the Master gives written Notice to the Charterers or their Agents that this vessel is ready to receive pilgrims—and any days over and above the said lay days on demurrage of per day to be paid day by day.

A commission of five per cent. on amount of freight to be paid to Charterers or their Agents at the port of loading.

The pilgrims to be brought to and taken from alongside the steamer free of expense to the ship.

All requisite cooking places, urinals, awnings, &c., also fuel and water, to be found for the pilgrims by the Steamer, also Vessel to provide a surgeon according to the requirements of the International Pilgrim Act.

On arrival at Port ^{and} Ports of destination, pilgrims to be discharged without delay and according to the custom of the Ports.

Charterers to have the option of underletting the Vessel in whole or in part.

Charterers or their Agents to have the option of cancelling this Agreement should the Vessel not arrive in Jeddah on or before the next.

Lay days not to commence before the unless the Charterers desire such and the Steamer be ready.

Owners to be allowed to substitute any other first-class Steamer about the same size and in a similar position.

Ship to be addressed to the Charterers' Agents at ports of discharge free of Commission.

No hogs or dogs allowed on board after leaving Jeddah.

Penalty for non-performance, estimated damages.

Brokerage at the rate of Five per cent. is due to Messrs. one-third of which for Charterers' Agents.

Witness to the Signature of
Witness to the Signature of

No. 2.

FOREIGN OFFICE TO BOARD OF TRADE.

M. 5995.

SIR,

I AM directed by the Marquis of Salisbury to acknowledge the receipt of your letter of the 25th ultimo, and its enclosure, respecting the Pilgrim Traffic Regulations, and to request that you will move the Board to consult the shipping firms, and to discuss the subject with the India and Colonial Offices as they propose.

I am, &c.,

(Signed) JAMES W. LOWTHER.

The Secretary, Board of Trade.

No. 3.

BOARD OF TRADE TO SHIPOWNERS.

M. 5995.

GENTLEMEN,

Board of Trade (Marine Department),
London, S. W., June 25, 1892.

I AM directed by the Board of Trade to state that they are in correspondence with the Foreign Office respecting the enactment of regulations relative to the carriage in British ships of Muhammedan pilgrims between ports in the Hedjaz and British Indian, Colonial, and foreign ports.

The Board desire me to transmit herein a departmental paper, in which are printed letters from the Foreign and India Offices, and a draft code of regulations on the subject which the Government of India would be prepared to enact so far as any action on the part of that Government might be necessary.

In transmitting this paper the Board desire me to state that they have under their consideration the advisability of similar regulations with certain modifications being adopted as applicable to all British vessels engaged in the traffic, and they would be glad to be favoured at your earliest convenience with any observations or suggestions which your firm may wish to offer on the subject.

I am, &c.,

(Signed) GEORGE J. SWANSTON.

Messrs. Gray, Dawes, & Co.,

13, Austin Friars, E. C.

Similar letters addressed to—

Messrs. A. Holt & Co., 1, India Buildings, Liverpool.

Messrs. Jones, Price, & Co., 1, Church Street, Clement's Lane, E.C.

Messrs. Gellatly, Hankey, Sewell, & Co., Dock House, Billiter Street, E.C.

No. 4.

MESSRS. GRAY, DAWES, & CO., TO BOARD OF TRADE.

M. 11413.

13, Austin Friars, London, E. C.,
July 6, 1892.

SIR,

WE have the honour to acknowledge receipt of your No. M.-5995 of 25th June, giving cover to draft code of regulations relating to the carriage of Muhammedan pilgrims in British steamers.

It is undoubtedly desirable that restrictions should be imposed to prevent overcrowding, but unless these restrictions are made international and adopted by all the Powers, the effect will be to intensify the discomforts of the pilgrims by diverting a larger number to steamers sailing under foreign flags, and offer inducements to those steamers to visit the Turkish and Persian ports in the Persian Gulf where the trade hitherto has been carried on exclusively by British vessels.

In view of the religious prejudices evinced by the majority of pilgrims we would suggest that they be allowed to carry their own food, as at present, the steamers merely providing suitable cooking galleys and sufficient quantities of fresh water.

Should too stringent measures be adopted, it may result that a large number of pilgrims on the return voyage will be left at Jeddah and Yambo unprovided with funds to pay for the return passage; it might, therefore, be desirable that

some inducement should be offered for steamers to carry parties on deck which in the north-east monsoon in the Eastern Seas, and during the fine weather in the Mediterranean, we consider preferable to crowding large numbers under deck into a few boats. Steamers being restricted to a maximum of, say, 200 deck passengers, any over the number being compelled to provide the stipulated 'tween deck accommodation and to carry a doctor.

The proposed regulations appear to be so strict and to provide so fully for the comfort of pilgrims, that the tendency will be to put the steamship owners to such expenses that to carry pilgrims under such restrictions rates of passage will have to be raised from those at present charged, and so prevent any but the wealthier classes making the pilgrimage. Such a course could not fail to create widespread discontent, and be unfavourably received by the general Muhammedan community.

We would, therefore, suggest that any regulations imposed should be of the simplest kind, and limited to allotting a certain specified space on and under deck to each pilgrim, to a sufficient supply of fresh water, boats, &c., and the requisite sanitary arrangements to provide for the number carried.

The Assistant Secretary,
Marine Department,
Board of Trade.

We have, &c.,
(Signed) GRAY, DAWES, & Co.

No. 5.

MESSRS. R. G. JONES, PRICE, & Co. TO BOARD OF TRADE.
M. 11749.

SIR,

July 11, 1892.

WE have the honour to acknowledge receipt of your letter of the 25th June, covering printed letters from the Foreign and India Offices *re* the carrying of Muhammedan pilgrims to and from the Red Sea ports, also of a draft code of proposed regulations on this subject.

In reply to your request to be furnished with any observations we may wish to make thereon:—

(1.) We beg to point out the absolute necessity of steps being taken to enforce any rules that may be made on all steamers alike, both British and foreign, and this we respectfully suggest can be done by the Turkish authorities at the ports of the Hedjaz, fining any vessels arriving with pilgrims which have infringed the regulations, and by their prohibiting any vessel receiving pilgrims unless in a position to comply with all the regulations in force.

(2.) We would further suggest that the number of pilgrims necessary to constitute a vessel a pilgrim steamer should not be the arbitrary number of 30, but should be a number based on the gross registered tonnage of the vessel, say five to every 100 tons.

(3.) We would also point out that three days' notice as provided by paragraph 3 is too long, vessels frequently entering a port and leaving again the same day.

(4.) The reduction in the quantity of water to be carried when a vessel is fitted with an efficient condenser is, in our opinion, insufficient. We think the quantity allowed should be at least one-half instead of two-sevenths.

(5.) We would also point out that there is no necessity for the whole of the upper deck being kept clear of cargo when only a small number of pilgrims are on board, and we believe that the case would be fully covered by a given space, say, 9 or 12 feet for each pilgrim, on the upper deck being kept free.

(6.) The masters of several of our steamers have pointed out to us that the great source of trouble with pilgrims is the manner in which they embark. They say, at times, the pilgrims simply come alongside the ship in hundreds, rush on board in such a manner as to render the examination of persons or tickets impossible.

By this means people suffering from disease frequently get on board, as well as many without tickets. This being the case, it would be clearly unjust to fine the master of a vessel for having more passengers on board than the number stated in his clearance. We, therefore, venture to suggest that the pilgrims should be carefully examined before they are allowed to leave the shore, and that the authorities on shore should take measures so to regulate the shipment that the number embarked may be correctly ascertained.

(7.) In conclusion, we must protest against the remarks (in clause 4 of No. 16, 1891, Government of India, Sanitary) that the masters are frequently rough and illiterate; this, in our opinion, is a needless slur on British shipmasters, as rules that are necessary on an outward voyage must also be necessary on a homeward one, and that without reference to the education or training of the master of the vessel.

We are, &c.,
The Assistant Secretary, (Signed) R. G. JONES, PRICE, & Co.
Marine Department,
Board of Trade,
London, S.W.

No. 6.

MR. A. HOLT TO BOARD OF TRADE.

M. 13028.

PILGRIM TRAFFIC REGULATIONS.

(M. 10966.)

1, India Buildings, Liverpool,

August 5, 1892.

SIR,

THE draft Order or "code" referred to in your letter of 25th June (M. 5995) purports to apply to *British ships in Ottoman ports, &c.*, carrying Muhammedan pilgrims *to and from the Hedjaz from and to any port in British India.*

Your letter under reply states that the operation of the Order will be confined to British ships conveying pilgrims *back* from ports of the Hedjaz, but when taken in conjunction with my letter of 28th June, would seem to extend it to vessels whether bound to ports in British India *or to foreign ports.*

If I am correct in my interpretation of your letter, I venture most respectfully to ask for exemption from the regulations of British vessels carrying pilgrims who are Dutch subjects from the ports of the Hedjaz for ports in the Netherlands East Indies, because these steamers are already under Dutch regulations which are amply sufficient, and the satisfaction of a double set of requirements would throw unnecessary difficulties on British shipowners in their competition with Dutch steamers. I may mention that the space required by the Dutch regulations is almost precisely the same as the English requirements, and the scale of food is quite sufficient, indeed, in excess of what the pilgrims consume. These Netherlands East India passengers are victualled by the ship which carries them.

Trusting that you will see your way to recommend this exemption I shall confine my remarks to the steam trade from the ports of the Hedjaz to the

No complaint has come to my ears of the conduct of this traffic by my steamers. Great numbers of men have been carried, and many embark on their return voyage in a very weak and exhausted condition, even if not diseased, so that some deaths have occurred, but they are the natural results of extremely unsanitary conditions on shore during the Hedjaz. I may, therefore, say that if the trade were confined to the steamers of my line, no special regulations would be called for. At the same time I do not wish to contend that certain improvements might not be effected, and I should be very glad to see some regulations imposed, whose observance would be enforced on my own steamers along with those of my competitors in the trade.

The season of the Hedjaz varies with the Muhammedan year. At present the return voyage takes place, and will do so for some years to come, during the prevalence of the south-west monsoon. Accordingly, for two or three days after leaving Socotra very heavy weather is encountered, and the pilgrims have a bad time of it. Hatches must be battened down and side ports (if there are any) closed, so that the choice for the pilgrims lies between the danger of suffocation below and of washing overboard on deck.

I suggest to obviate these difficulties, that so long as the passage has to be made during the south-west monsoon no steamer should carry pilgrims in any compartment which is not provided with a good and efficient booby hatch and other satisfactory ventilation *from the main deck*. Side ports are useless: they must in a loaded steamer be closed just when they are wanted. If this provision were enforced, the safety of the men would be ensured and their comfort much increased.

Next to this I would suggest to fix a maximum number of passengers which should never be exceeded whatever the space on board. In case of any accident or disease the difficulties increase beyond all proportion with the number of passengers. I suggest 500 as the largest number to be allowed in any one bottom.

This recommendation, however, is confined to the passage of the pilgrims to their homes from Jeddah to the Straits. For reasons which can be stated if required, such a regulation would not work the other way, that is, from the Straits to Jeddah.

Thirdly.—No steamer should be allowed under any circumstances to carry pilgrims below the between decks, on an orlop or lower deck ventilation is much more difficult, and, indeed, all the regulations as to cleanliness and convenience of all sorts become very complicated if not impossible.

Fourthly.—No compartment should be passed unless its upper deck be of wood. Where there is an iron deck exposed to the rays of a tropical sun the heat below becomes insufferable, and the iron deck burns the feet of men who wear no shoes. Efficient awnings should also be provided.

Fifthly.—All ships should be inspected if not re-measured at Jeddah, and the license from the port of loading should not suffice without endorsement at Jeddah. Steamers may be passed as efficient at Bombay or elsewhere for the passage to Jeddah, whose equipment by the time they are ready to leave Jeddah would be insufficient for the return voyage.

Sixthly.—No steamer should be licensed unless its between decks are permanently laid, no temporary platform on coals or cargo should be accepted. The prohibition of the Turkish officials against coal-laden ships should be maintained. The class of vessel that takes out coals is generally unsuitable for the pilgrim trade.

Seventhly.—The regulations should be carried out by a specially appointed and properly instructed permanent official.

Eighthly.—Even where the pilgrims carry their own food, as is always the case in the Straits trade, the ship might reasonably be required to supply a certain amount of rice in case of a breakdown, and if at any time any of the pilgrims should run short of food, part of the reserve supply can be furnished to them at moderate prices. This would ensure against starvation.

I now proceed to call your attention to certain clauses in the draft Order:—

Clause 2, sub-clause 1. "30 Pilgrims."—I suggest this being altered to a number equal to 5 per cent. on the nett register tonnage of the ship.

This is the definition at present adopted by the Turkish regulations.

Clause 3.—The trade is now chiefly worked by calling steamers of the regular lines proceeding on their voyage after a stay of only a few hours. It should suffice if the agents of the steamers give notice to the authority of the vessel's departure from Suez (where possible) and her probable date of arrival at Jeddah, and the inspector should be instructed to board the ship immediately on her arrival. The alteration of this clause is of the utmost consequence, as at present framed it would cause much unnecessary delay and expense, and would consequently tend to prevent the calling of the regular liners which afford by far the safest and most suitable conveyance for the pilgrims.

Clause 5. Concluding Proviso.—Instead of its being necessary to satisfy the authorities that each passenger has brought food of the prescribed quality and quantity, it should be enough that they have brought sufficient food. Pilgrims to the Straits have always been in the habit of bringing food sufficient for their wants with them, and there is no need for any change in this respect.

It should be remembered that it is hardly reasonable to expect the ship-owner to victual passengers who have not paid for victualling, and if there was a reserve supply of rice on board, as already suggested, there would be less need for a very rigid examination of each man's stores, a very difficult and tedious operation to undertake.

Clause 6. Water.—To provide against breakdowns all vessels should be provided with efficient condensers (my boats can condense at least 90 gallons per hour) in addition to their tank supply.

Clause 10, sub-clauses (I) and (II). Medicines, &c.—I append a separate note upon this subject. I may, however, repeat here that it should suffice if the surgeon on board is a "registered medical practitioner."

Clause 14.—This should be modified. Where only a small number of pilgrims are carried there is no reason against a moderate amount of deck cargo. I suggest that it should read, "a sufficient amount of space shall be reserved on the upper deck for the convenience of pilgrims," or why would not the present rule of 4 square feet of deck space for each pilgrim suffice? Besides this, where there are only a small number of pilgrims saloon passengers are occasionally carried, in which case the pilgrims remain forward and the main deck aft is reserved for the use of the saloon passengers.

Clause 16.—Washing places are utterly unknown to pilgrims, and would never be used if provided.

Clause 18.—Cooking ranges are required, but the culinary apparatus and appliances specified in the schedule are many of them unserviceable and would merely occupy space. The Straits pilgrims always bring their own.

Clause 19.—This clause virtually means that a great deal more space than that at present reserved will have to be given up. On this point I refer you to the Simla despatch, No. 16 of 1891, clause 7, sent to me together with the draft Order. I beg further to point out that as the height of my ships between decks is considerably in excess of the requirements, I should not be required to find additional space for baggage. The pilgrims all bring a great deal of baggage with them, and they would generally most strongly object to

being separated from it. They like to lie upon and keep it under their eyes. No proposal would be more unpopular than this; indeed, I feel sure it could not be carried out. The proposed system of registration would be found impossible to work.

Clause 27.—It has happened to me before now that a number of passengers (though not of Straits pilgrims) have smuggled themselves on board one of my ships without the knowledge of the master and against his will. The clause is very stringent for a penal one; might it not read "if the master of a pilgrim ship has *knowingly* allowed on board," &c?

Clause 28.—I suggest adding the words "quarantine regulation" after "perils of the sea," as occasionally pilgrims are landed on the quarantine ground by order of the authorities at the port of discharge.

Clause 33.—I suggest that the sanitary authority should be instructed to inspect pilgrims before the vessel leaves, and to remove any who are suffering from infectious disease. This would be a great boon to shipowners if effectually executed.

Clauses 7, 8, 9, 24, and 25.—For reasons which it would take considerable space to detail, these clauses would in some respects be very difficult to enforce except in a very perfunctory way; and so far as I can understand them, they would not materially conduce to the safety or comfort of the pilgrims. I venture to recommend their omission or modification on the ground that it is inadvisable to multiply regulations which will probably break down in practice. It is, however, desirable that passengers' deaths should be noted.

In conclusion I may say that if you are desirous of securing safe and suitable means of transporting pilgrims from Jeddah to the Straits Settlements, I am prepared to find space for the whole number by steamers whose accommodation and outfit can be inspected by your officials in England. I venture to call your attention to the abandonment of the steamship *Jeddah*, with 900 pilgrims on board, off the coast of Africa in August 1880.

If you wish for further explanation on the points I have mentioned or on any others, I shall be glad to furnish them, or my agent in Egypt, Mr. William Stapledon, who has the working of this pilgrim department and is now in England, would be ready to wait upon you at any time.

I remain, &c.,

To the Assistant Secretary,
Marine Department,
Board of Trade,
London, S.W.

P. P. ALFRED HOLT.

(Signed) A. CROMPTON.

Enclosure in No. 6.

MEMORANDUM on the MEDICAL PART of the PROPOSED PILGRIMS TRAFFIC REGULATIONS.

These regulations propose that a ship carrying more than 100 pilgrims shall also carry a surgeon. This is most desirable. But the surgeon should be only required to be a "registered medical practitioner," or a qualified practitioner licensed by the Indian or the Colonial Government.

The proposed regulations regarding medicines, &c., are open to objection. Those made by the Indian Government may be necessary as applying to "country" or foreign ships not under the Board of Trade regulations. I would mention that the Government of Hong Kong made similar regulations for the China coast passenger trade, no surgeon, however, being required.

The consequence of these regulations is that the Ocean Steamship Company's ships (always carrying a surgeon) now carry two medicine chests, one under British regulations (much above the standard of the Board of Trade

scale), and one under the Hong Kong regulations. If the proposed pilgrim chest be added, there will be a third chest to be carried and kept up, though as useless to the surgeon as the second one, for he has everything he requires for crew and all possible passengers in his ordinary chest.

The proposed scale of medicines, &c., is still more onerous than that of the China coast regulations. The quantities of disinfectants (20 gallons of carbolic acid for each 100 passengers, besides 100 lbs. carbolic powder), are excessive—at least four times too large, and the provision of vaccine lymph is useless and costly. I refrain from further criticism.

It must be remembered that pilgrims and coolie Asiatic passengers do not want European medical treatment. This becomes necessary only (roughly) for the following diseases, possibly contagious:—ophthalmia, small-pox, fever, diarrhoea (ordinary or choleraic). The surgeon's work is chiefly sanitary, his medical work is principally to prevent disease spreading. The regular inspection of the passengers, disinfection of between decks, disinfection of ophthalmia, effective segregation of any small-pox and of diarrhoea cases, with the administration of simple medicines, such is his work. And evidently he requires but few medicines—castor oil, laudanum, permanganate crystals, carbolic acid—these are about all, and they are all contained in the Board of Trade medicine chest. The permanganate only appears as Condyl's fluid; it should be added. I believe all that would be necessary in order to ensure sufficient medicines would be the following note at the bottom of the Board of Trade scale:—

"In ships carrying Asiatic or African passengers, over 100, the quantities of the medicines marked () are to be doubled (or trebled if over 300 passengers). Disinfecting carbolic acid, 5 gallons per 100 passengers."

I have now had experience extending over nearly 10 years in the medical superintendence of the Ocean Steamship Company's ships, which make several voyages every year with pilgrims. I shall be glad, if the Board of Trade desire it, to give the Board the benefit of my experience; it will show how little disease or mortality has occurred, simply as a consequence of ordinarily good sanitary supervision by the surgeons and captains.

(Signed) EDWARD NICHOLSON,
Brigade Surgeon,
Army Medical Staff.

Liverpool,
30th June 1892.

No. 7.

MESSRS. GELLATLY, HANKEY, SEWELL, AND CO. TO
BOARD OF TRADE.

M. 13646.

Dock House, Billiter Street,
London, E.C., August 18, 1892.

SIR,

IN reply to your favour marked M. 5995, and dated 25th June, we have to thank you for the opportunity of expressing our opinion regarding the proposed regulations for the pilgrim trade.

As far as the general pilgrim trade is concerned, we believe it would be neither possible nor desirable to work it with the Indian regulations, and in the practical working of the business we are not aware of any advantages that they gave the pilgrim during the voyage compared with what they now enjoy under the less stringent regulations elsewhere, whilst running under them would severely handicap modern tonnage as compared with the steamers of the old passenger type.

There is so little remuneration in the pilgrim trade that it can only be carried on by cargo steamers; therefore any fresh regulations ought, in our opinion, to be framed with this object in mind, and they should also be international.

We shall be glad to be favoured with information regarding any further development in this business.

We are, &c.,

For Gellatly, Hankey, Sewell, and Company,
(Signed) H. S. KENNEDY.

The Assistant Secretary,
(Marine Department),
Board of Trade,
London, S.W.

INDIA OFFICE.

London, 21st September 1893.

Revenue.
No. 127.

To His Excellency the Most Honourable The Governor General of India
in Council.

MY LORD MARQUIS,

IN continuation of my Despatch in this Department, No. 122, dated 24th November 1892, I have to inform Your Excellency's Government that your letter of the 21st October 1891, No. 16, in the Home (Sanitary) Department, with accompanying draft Order in Council for regulating the Muhammadan Pilgrim traffic in the Red Sea, and your further letter in the same Department, No. 5, dated 12th October 1892, were referred to a Departmental Committee whose report is herewith forwarded for your consideration.

Letter to Foreign Office, dated 12th November 1891.
Letter from Board of Trade, dated 31st October 1892, with enclosure.
Letter to Board of Trade, dated 16th November 1892.
Letter from Foreign Office, dated 28th November 1892.
Letter to Foreign Office, dated 1st December 1892.
Letter from Board of Trade, dated 30th January 1893, with enclosed memorandum.
Letter to Board of Trade, dated 3rd March 1893.
Letter from Board of Trade, dated 11th March 1893.
Letter from Mr. Wollaston, to Sir D. Murray, dated 12th July 1893.
Letter from Board of Trade, dated 14th August 1893, with enclosed report.
Letter from Colonial Office, dated 31st August 1893.
Letter from Foreign Office, dated 5th September 1893, with enclosure.
Letter to Board of Trade, Colonial Office and Foreign Office, dated 21st September 1893.

2. You will observe from the accompanying correspondence as noted in the margin, that I have deferred action in this matter till I have received an expression of your views on the subject.

3. I take this opportunity of informing you that the Board of Trade have been invited to express their views in regard to the Bill which you have prepared, to amend certain Indian enactments relating to Merchant Shipping, copy of which accompanied your letter in the Legislative Department, No. 2, dated 18th January 1893. I hope shortly to be in a position to communicate to you their opinion upon the various points which you have raised, and you will doubtless then consider the matter in connection with the papers now forwarded, and with the amendments of the Imperial Merchant Shipping Acts, which will, at the same time, be submitted to you for such observations as you may think fit to make.

I have the honour to be,

MY LORD MARQUIS,

Your Lordship's most obedient, humble Servant,

KIMBERLEY.

No. E. 10722, dated London, the 11th March 1893.

From—CURTENAY BOYLE, Esq., Assistant Secretary, Board of Trade.

To—The Under Secretary of State for India.

I am directed by the Board of Trade to acknowledge the receipt of your letter of the 3rd instant, forwarding certain papers relating to the Muhammadan pilgrim traffic, and suggesting that the reference to the Committee recently appointed to consider the subject should be amended so as to embrace a consideration of (a) the modification in Indian Rules proposed by the Government of India, and (b) the draft Order in Council (applicable to Turkish waters), due regard being had to the wishes of the Straits Settlements and other Colonial Possessions, and the probable feelings of Foreign Powers.

In reply I am to request you to state to the Earl of Kimberley that, in the opinion of the Board of Trade, the term "proposed Regulations for the Muhammadan traffic" as used in the present reference, includes the Indian Rules proposed by the Government of India. These Rules and the proposed Order in Council were the main subject of the correspondence in consequence of which the Committee was appointed, and are therefore clearly within the reference.

With regard to the wishes of the Straits Settlements and other Colonial possessions, and to the probable feelings of Foreign Powers, it appears to the Board of Trade that these interests are intentionally and fully protected by the presence of the representatives of the Colonial Office and Foreign Office respectively, whose special business it would be to assist the Committee in case any question arose which would be likely to injure them.

Looking to these considerations, the Board of Trade are of opinion that no alteration in the reference made to the Committee is necessary in order to embrace the points referred to in your letter.

No. R. and S. 1107, dated India Office, London, the 12th July 1893.

Demi-official from—A. N. WOLLASTON, Esq., C.I.E.

To—SIR DIGBY MURRAY, Bart.

I much regret that I do not feel able to sign the report of the Muhammadan Pilgrim Committee over which you preside; my reasons are given in the accompanying dissent submitted with the knowledge and permission of the Secretary of State in Council, who has left me discretion to take the course which I have adopted. I gladly avail myself of this opportunity of expressing my appreciation of the unvarying kindness and courtesy you have extended to me during the sittings of the Committee.

No. 12125, dated London, the 14th August, 1893.

From—CURTENAY BOYLE, Esq., Assistant Secretary, Board of Trade.

To—The Under Secretary of State for India.

With reference to your letters of the 16th November 1892 (R. and S. 1597), and the 3rd March 1893 (R. and S. 263), regarding the Muhammadan Pilgrim Traffic Regulations, I am directed by the Board of Trade to enclose, for the information of the Earl of Kimberley, a copy of the Report of the Departmental Committee which was appointed to consider the matter.

As regards the separate report made by Mr. Wollaston, I am to state that it appears to the Board that the terms of the order of reference would not have justified the Committee in confining their attention to the question of the regulations applicable to British ships in Ottoman ports and waters carrying Muhammadan pilgrims, as the order did not contain any such restriction of locality.

The Board believe that it was the view of the Foreign Office and the Colonial Office that the regulations which the Committee were to be appointed to draw up should have a wider scope than that contemplated in Mr. Wollaston's separate report, and they are of opinion that to have restricted to Ottoman ports and waters the area within which the regulations were to be applicable would have been undesirable, as a large part of the Muhammadan pilgrim traffic carried on by British ships would then have remained untouched.

It did not appear to the Board that your letter of the 3rd March, which was written after Mr. Wollaston was acquainted with the views of the other members of the Committee as to the scope of the reference to them, recommended any restriction of the subject to be dealt with by the Committee, but that its purport was to suggest additional points for consideration.

The Board observe that one of Mr. Wollaston's objections to the Report of the Committee is that, by not confining the application of the suggested regulations to British ships in Ottoman ports and waters, they have made it impossible for the Report to form or be submitted to the Foreign Powers as the basis of legislation; but the Board understood that the India Office was satisfied of the impracticability of securing the international adoption of any

uniform code of regulations save by means of an understanding between Her Majesty's Government and the Ottoman Government. This, at all events, seems to have been the view taken by the India Office in their letter of 3rd August 1893 to the Foreign Office.

I am to add that copies of the Report have been sent to the Foreign Office and Colonial Office, and to the firms of British shipowners principally interested in the Muhammadan pilgrim traffic.

The Board desire me to take this opportunity of expressing their appreciation of Mr. Wollaston's services on the Committee.

Dated Downing Street, London, the 31st August 1893.

From—EDWARD FAIRFIELD, Esq.,

To—The Under Secretary of State for India.

Referring to previous correspondence on the subject of the regulation of the Muhammadan pilgrim traffic, I am directed by the Marquess of Ripon to request you to inform the Earl of Kimberley that a copy of the Report of the Inter-Departmental Committee appointed to consider this question has now been received from the Board of Trade, but that His Lordship proposes to defer making any communication on the subject to the Government of the Straits Settlements until he learns whether it is intended by the Foreign Office to issue Orders in Council in relation to countries where there is extra-territorial jurisdiction, and whether it is proposed by the Government of India to adopt the modified regulations recommended in the report.

A similar letter has been addressed to the Foreign Office.

Dated Foreign Office, London, the 5th September 1893.

From—SIR E. GREY, Bart., Under Secretary of State for Foreign Affairs.

To—The Under Secretary of State for India.

I am directed by the Earl of Rosebery to transmit to you, for the information of the Secretary of State for India in Council, copy of a letter which he has caused to be addressed to the Colonial Office respecting the proposed regulations for the Muhammadan pilgrim traffic.

Dated Foreign Office, London, the 5th September 1893.

From—E. GREY, Bart., Under Secretary of State for Foreign Affairs.

To—The Under Secretary of State, Colonial Office.

I am directed by the Earl of Rosebery to acknowledge the receipt of your letter of the 31st ultimo, respecting the proposed regulations for controlling the Muhammadan pilgrim traffic, and to inform you in reply that His Lordship presumes that the India Office will refer the draft Regulations to the Government of India, and that he does not propose to take any action with a view to passing an Order in Council respecting them until the views of the Governments of the Straits Settlements and of India on the subject are known.

No. R. and S. 1296, dated India Office, London, the 21st September 1893.

From—SIR HORACE WALPOLE, K.C.B., Assistant Under Secretary of State for India.

To—The Under Secretary of State, Colonial Office.

The Under Secretary of State, Foreign Office.

The Assistant Secretary, Marine Department, Board of Trade.

The Board of Trade only.

With reference to your letter of { 31st ultimo
5th instant
14th ultimo }, No. 12125, I am directed

by the Secretary of State for India in Council to inform you that the report of the Inter-Departmental Committee appointed to consider the Muhammadan pilgrim traffic will be forwarded to the Government of India, and that further action in the matter will be deferred till an expression of their views on the subject has been received.

* The Earl of Kimberley observes with satisfaction that the Board of Trade have expressed their appreciation of the services of Mr. Wollaston on the Committee.

Dated India Office, London, the 3rd August 1888.

From—SIR A. GODLEY, K.C.B., Under Secretary of State for India.

To—The Under Secretary of State for Foreign Affairs.

In reply to your letter of the 17th ultimo, I am directed by the Secretary of State for India in Council to inform you that Viscount Cross entirely agrees with the views of the Marquis of Salisbury on the subject of the Pilgrim Traffic Regulations as expressed in that letter. His Lordship doubts, however, whether, in view of past correspondence with the Foreign Powers interested in the traffic, it will be found practicable to secure the adoption of a uniform code of regulations. But the desired object will be substantially attained if an agreement regarding their rules can be arrived at between the British and the Turkish Governments.

It is assumed that Lord Salisbury will now refer the draft rules for criticisms of the Board of Trade. With this view two printed copies of the rules are enclosed for convenient reference.

ENCLOSURE 1 IN No. 5.

CONVENTION SIGNED AT PARIS, THE 3RD APRIL 1894.

Her Majesty the Queen of the United Kingdom of Great Britain and Ireland, Empress of India; His Majesty the Emperor of Germany, King of Prussia, in the name of the German Empire; His Majesty the Emperor of Austria, King of Bohemia, etc., etc., and Apostolic King of Hungary; His Majesty the King of Belgium; His Majesty the King of Denmark; His Majesty the King of Spain, and, in his name, Her Majesty the Queen-Regent of the Kingdom; the President of the French Republic; His Majesty the King of Greece; His Majesty the King of Italy; Her Majesty the Queen of Holland, and, in her name, Her Majesty the Queen-Regent of the Kingdom; His Majesty the Shah of Persia; His Majesty the King of Portugal and of the Algarves; and His Majesty the Emperor of all the Russias;

Having decided to co-operate with a view to settle the prophylactic measures necessary to be taken in the interests of the Mecca pilgrimage and the sanitary supervision to be established in the Persian Gulf, have nominated the following as their Plenipotentiaries:—

Her Majesty the Queen of the United Kingdom of Great Britain and Ireland, Empress of India:—Mr. Phipps, Minister Plenipotentiary; Dr. Thorne Thorne, Head of the Sanitary Department of the Local Government Board, Companion of the Order of the Bath; Surgeon-General J. M. Cunningham, formerly Head of the Medical Department of the Government of India, Companion of the Order of the Star of India;

His Majesty the Emperor of Germany, King of Prussia:—Mr. deSchœn, his Counsellor of Legation at the German Embassy at Paris;

His Majesty the Emperor of Austria, King of Bohemia, etc., etc., and Apostolic King of Hungary:—Count Charles de Kuefstein, his Chamberlain and Intimate Counsellor, Envoy Extraordinary and Minister Plenipotentiary, Member of the House of Lords in Austria, Knight of the Second Class of the Order of the Crown of Iron;

His Majesty the King of Belgium:—Baron Eugene Beyens, Counsellor of the Belgian Legation at Paris, Knight of the Order of Leopold; Dr. Alfred Devaux, Inspector-General of the Service of Civil Health and of Hygiene in the Department of Agriculture and Commerce and of Public Works, Officer of the Order of Leopold; Dr. E. VanErmengem, Professor of Hygiene and of Bacteriology at the University of Gand, Knight of the Order of Leopold;

His Majesty the King of Denmark:—Count Gebhard Léon de Moltke-Hvitfeldt, his Chamberlain and his Envoy Extraordinary and Minister Plenipotentiary with the Government of the French Republic, Grand Cross of the Order of Dannebrog, and decorated with the Cross of Honour of the same order;

His Majesty the King of Spain, and, in his name, Her Majesty the Queen-Regent of the Kingdom:—Mr. Fernand Jordan de Uvries, Marquis of Novallas, his Chamberlain, First Secretary of the Spanish Embassy at Paris, Commander of the Order of Charles III; Mr. Amalio Jimeno y Cabanas, Senator of the Kingdom, Professor at the Faculty of Medicine at Madrid, Commander with the Star of the Order of Isabella the Catholic;

The President of the French Republic:—Mr. Camille Barrère, Minister Plenipotentiary of the First Class, Representative of the French Republic at Munich, Officer of the National Order of the Legion of Honour; Mr. Gabriel Hanotaux, Minister Plenipotentiary of the First Class, Director of Consulates and of Commercial Affairs, Officer of the National Order of the Legion of Honour; Professor Brourardel, President of the Consulting Committee of Public Hygiene of France, Senior Member of the Faculty of Medicine of Paris,

G. L. C. P. O.—No. 148 H. D.—23-5-94—150.—R B.

1894

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Member of the Academy of Sciences, Commander of the National Order of the Legion of Honour; Mr. Henry Monod, Counsellor of State, Director of Assistance and of Public Hygiene to the Ministry of the Interior, Member of the Academy of Medicine, Officer of the National Order of the Legion of Honour; Professor A. Proust, Inspector-General of Sanitary Services, Professor at the Faculty of Medicine of Paris, Member of the Academy of Medicine, Commander of the National Order of the Legion of Honour;

His Majesty the King of Greece:—Mr. Criésis, Ambassador for Greece at Paris; Dr. Vafiadès, Grecian Delegate to the Sanitary Board of Constantinople;

His Majesty the King of Italy:—Marquis Malaspina di Carbonara, First Secretary of the Italian Embassy at Paris, Officer of the Order of Saint Maurice and Lazare;

Her Majesty the Queen of Holland, and, in her name, Her Majesty the Queen-Regent of the Kingdom:—M. le Chevalier de Stuers, her Envoy Extraordinary and Minister Plenipotentiary with the Government of the French Republic, Commander of the Order of the Netherlands Lion; Dr. V. P. Ruysch, Sanitary Adviser to the Dutch Ministry of the Interior, Knight of the Order of the Netherlands Lion; Mr. J. A. Kruyt, Consul-General for Holland at Penang, Knight of the Order of the Netherlands Lion;

His Majesty the Shah of Persia:—Dr. Mirza Zeynel Abidine Khan Moïn-ol-Atebba, Special Medical Adviser to His Imperial Highness the Prince, Heir-apparent; Dr. Mirza Khalil Khan, Medical Adviser to the Ministry of Foreign Affairs in Persia;

His Majesty the King of Portugal and of the Algarves:—Mr. Gabriel-José de Zagheb, Consul-General, Political Agent for Portugal in Egypt;

And His Majesty the Emperor of all the Russias:—Mr. Michel de Giers, Counsellor of State, Chamberlain of his Court, Counsellor at the Ministry of Foreign Affairs in Russia;

The above being vested with full powers, in due and proper form, have agreed to the following arrangements:—

1. *As regards sanitary police in the ports of departure situated in the extreme East (British India, Dutch Possessions, etc., etc.).*—The measures indicated and precisely stated in Annexure I of the present Convention are adopted.

2. *As regards the sanitary supervision of pilgrims in the Red Sea.*—The arrangements recorded in Annexure II are adopted.

3. *As regards the protection of the Persian Gulf.*—The arrangements recorded in Annexure III are adopted.

4. *As regards the application of the measures contained in the preceding annexures.*—The measures prescribed in Annexure IV are adopted.

5. The annexures indicated above have the same force as if they were incorporated in the present Convention.

6. The States which have not participated in the present Convention are, at their request, allowed to abide by its terms. This acceptance of terms will be notified diplomatically to the Government of the French Republic, and by the latter to the other Governments that have signed the Convention.

7. The present Convention shall be in force for five years with effect from the notification of the rules. It shall be renewed every five years by tacit reintroduction, unless one of the High Contracting Parties should notify six months before the expiry of the said period of five years its intention of not enforcing the provisions of the Convention.

In the event of one of the Powers in question disapproving the Convention, such disapproval shall have effect only as regards that Power.

The present Convention shall be ratified; the agreements shall be deposited at Paris as soon as possible, and, at the latest, not later than one year after the date of signature.

In view whereof the respective Plenipotentiaries have signed the Convention and have affixed their seals thereto.

Executed at Paris, in thirteen copies, on the 3rd of April 1894.

(L. S.) Constantine Phipps.	(L. S.) Brouardel.
(L. S.) R. Thorne Thorne.	(L. S.) H. Monod.
(L. S.) Jno. M. Cuningham.	(L. S.) A. Proust.
(L. S.) Schœn.	(L. S.) Criésis.
(L. S.) Kuefstein.	(L. S.) Dr. Vafiadès.
(L. S.) Baron Eug. Beyens.	(L. S.) Malaspina.
(L. S.) Alf. Devaux.	(L. S.) de Stuers.
(L. S.) Dr. Van Ermengem.	(L. S.) Dr. Ruysch.
(L. S.) Moltke-Hvitfeldt.	(L. S.) J. A. Kruyt.
(L. S.) Marquis de Novallas.	(L. S.) Moïn-ol-Atebba.
(L. S.) Dr. Amalio Jimeno.	(L. S.) Khalil Khan.
(L. S.) Camille Barrère.	(L. S.) Count Gabriel J. de Zogheb.
(L. S.) Gabriel Hanotaux.	(L. S.) Michel de Giers.

ANNEXURE I.

A.—Sanitary Police at the ports of departure of pilgrim ships coming from the Indian Ocean and from Oceania.

1. A compulsory, individual, medical visit, made in the daytime on land, at the moment of embarkation, during the necessary time, by a doctor delegated by public authority, on all persons taking passage on board a pilgrim ship.

2. Compulsory and rigorous disinfection, performed on land under the supervision of the doctor delegated by public authority, of every article contaminated or suspected, under the provision of Article 5 of the first rule in Annexure IV of the Sanitary Convention of Venice.

3. Prohibition to embark in the case of all persons affected with cholera, choleraic indisposition, and every form of suspicious diarrhoea.

4. When there are cases of cholera in port, embarkation on pilgrim ships shall not be allowed until after the persons wishing to embark shall have been collected together and subjected during five days to an observation which will admit of an assurance being given that none of them are affected with cholera.

It is understood that in order to execute this measure, each Government will be able to take count of local* circumstances and possibilities.

5. The pilgrims shall be bound to give effect to such measures as are strictly necessary to accomplish the pilgrimage on the outward and homeward voyages and during their sojourn in the Holy Land.

B.—Measures to be taken on board pilgrim ships.

REGULATION.

Section I.—General provisions.

Article 1.—This regulation is applicable to pilgrim ships conveying Mahomedan pilgrims to and from the Hedjaz.

* The Conference has decided, on the one hand, that the observation of five days could be practised on boardship between the time of the medical inspection performed on departure from British India and the second call made at Aden; and, on the other hand, that in Dutch India this observation could take place on board the vessels at the time of departure.

Article 13.—The ship ought to be able to accommodate the pilgrims between decks.

In addition to the crew, the ship should be able to provide for each individual, whatever his age, a surface of at least 2 square metres, or 1 metre by 2 metres, with a height between decks of at least 1 metre 80 centimetres.

For coasting vessels each pilgrim should be provided with space of at least 2 metres in breadth along the deck of the ship.

Article 14.—The deck must, during the voyage, remain clear of all encumbering articles; it must be reserved day and night for the persons embarked and placed gratuitously at their disposal.

Article 15.—Pilgrims' heavy baggage is registered, numbered and deposited in the hold. The pilgrims are allowed to keep with them only such articles as are absolutely necessary. The regulations drawn up for these vessels by each Government will specify the nature, quantity, and dimensions of these articles.

Article 16.—Every day while the pilgrims are on deck the between-decks should be carefully cleaned and scrubbed with dry sand mixed with suitable disinfectants.

Article 17.—On each side of the ship, on deck, a covered place should be reserved and provided with a hand-pump so as to be able to provide sea-water for the needs of the pilgrims. A place of this kind should be reserved exclusively for women.

Article 18.—The ship should be provided, in addition to the water-closets for the use of the crew, with urinals in the proportion of at least one latrine for every one hundred persons embarked.

Latrines should be reserved exclusively for women.

No water-closets should be allowed to exist either between-decks or in the hold.

Latrines intended for passengers as well as those reserved for the crew should be kept in good order, cleaned and disinfected three times a day.

Article 19.—The disinfection of the ship should be performed conformably with the provisions of paragraphs 5 and 6 of Article 5 of Annexure IV of the Convention of Venice.*

Article 20.—The quantity of drinking-water placed each day gratuitously at the disposal of each pilgrim, of whatever age, must be at least 5 litres.

Article 21.—If there is any doubt as to the quality of the drinking-water, or as to the possibility of its pollution either at its source or in the course of its journey, the water should be boiled and sterilised, and the captain is bound to throw it into the sea at the first putting-in port where it is possible for him to obtain a purer supply.

Article 22.—The ship should be provided with two places intended for the personal kitchen of the pilgrims. Pilgrims are prohibited from making fire elsewhere, especially on deck.

Article 23.—Every ship should have on board medicines and all articles necessary for the care of the sick. The regulations drawn up for these ships by each Government shall determine the nature and the quantity of the drugs. Medical attendants and medicines are supplied gratuitously to pilgrims.

* The cabins and all parts of the ship shall be cleared.

The sides shall be disinfected with the aid of a solution of sublimate mixed with 10 per cent. of alcohol. The sprinkling should be started by commencing at the top of the side, following a horizontal line, and descending gradually in such a way that the entire surface shall be evenly covered with fine small drops of the liquid.

The flooring shall be washed with the same solution.

Two hours afterwards, sides and flooring shall be scrubbed and washed with plenty of water.

With a view to disinfecting the hold of the ship, a sufficient quantity of sulphate of iron shall be first injected, in order to neutralise the sulphuretted hydrogen; the water in the hold shall be emptied and the hold shall be washed with sea-water; after this, a certain quantity of the sublimate solution shall be injected.

The water of the hold shall not be cast into a port.

Article 24.—A regularly-appointed infirmary, offering good conditions of security and health, should be reserved for the accommodation of the pilgrims.

It should be able to receive at least 5 per cent. of the pilgrims embarked, allowing 3 square metres per head.

Article 25.—The ship should be provided with means for isolating persons affected with cholera or choleraic affections.

The persons charged with the duty of looking after such patients can alone have access to them, and shall on no account come in contact with the other persons embarked.

Articles of bedding, carpets, clothes, used by the sick, should be immediately disinfected. The observance of this rule is specially recommended in the case of the clothing of persons who approach patients, and which has been susceptible of contamination. Such of the above articles as have no value should be either thrown into the sea, if the ship is not in a port or a canal, or else destroyed by fire. Other articles should be carried to the stove in impermeable bags impregnated with a solution of sublimate.

The excretions of the sick should be collected in vessels containing a disinfecting solution. These vessels are emptied in the latrines, which should be thoroughly disinfected after every such operation.

The places occupied by the sick should be thoroughly disinfected. Disinfecting operations should be performed conformably with Article 5 of Annexure IV of the Convention of Venice.

Article 26.—In the event of a death occurring during the voyage, the captain should state the fact of the decease against the name of the party on the list visé by the authority of the port of departure; and moreover inscribe in his shore-book the name of the deceased person, his age, his effects, the presumed cause of death according to the doctor's certificate, and the date of death.

In case of death by infectious disease, the corpse, previously enveloped in a sheet impregnated with a solution of sublimate, shall be thrown into the sea.*

Article 27.—The bill of health delivered at the port of departure must not be altered in the course of the voyage.

It is visé by the Sanitary authority of each putting-in port. That authority writes on the bill—

- (1) The number of passengers disembarked or newly embarked.
- (2) Incidents that occurred at sea concerning the health or the life of the persons embarked.
- (3) The sanitary condition of the port at which the vessel is anchored.

Article 28.—At each putting-in port the captain should cause the list drawn up in execution of Article 9 to be visé by the competent authority.

In case a pilgrim disembarks in the course of the voyage, the captain should state on this list against the name of the pilgrim the fact of disembarkation.

In case of embarkation, the persons embarked should be mentioned in this list conformably with Article 9 and previously to the new *visa*.

Article 29.—The captain should take care that all prophylactic operations performed during the voyage are inscribed in the shore-book. This book is presented by him to the competent authority of the port of arrival.†

Article 30.—The captain is bound to pay the whole amount of the sanitary taxes, which should be included in the cost of the bill.

* Convention of Venice, Annexure V, Section II, 6.

† Convention of Venice, Annexure V, Section II, 7.

- (1) The establishment of buoys and beacons in sufficient number.
- (2) Construction of a pier or principal wharf for disembarking passengers and packages.
- (3) A different landing place for embarking separately the pilgrims of each encampment.
- (4) Customers in sufficient number with a steam-tug, in order to assure the service of disembarking and embarking pilgrims.

The disembarkation of the pilgrims of infected ships shall be performed by measures taken on board.

(c) The establishment of the sanitary station which shall embrace—

- (1) A network of iron roads binding landing places to the localities of administration and disinfection, as well as to the localities of different services and to the encampments.
- (2) Premises for the administration and for the *personnel* of the sanitary services and others.
- (3) Buildings for disinfection and for washing articles not worn and other objects.
- (4) Buildings wherein the pilgrims shall be provided with shower-baths or sea-baths while such clothing as they have in use is disinfected.
- (5) Separate hospitals for the two sexes completely isolated (a) for the observation of suspicious cases; (b) for cholera-affected patients; (c) for sick persons affected with other contagious diseases; and (d) for ordinary ailments.
- (6) The encampments shall be effectually separated from one another, and as great a distance as possible should be allowed between each; the buildings intended for the accommodation of the pilgrims should be constructed on the best hygienic principles and should contain only twenty-five persons.
- (7) A cemetery, well situated and distant from every habitation, having no contact with any underground stream, and drained at 50 centimetres below the level of the graves.

(d) Sanitary stock of implements and accessories—

- (1) Steam-stoves in sufficient number and presenting every condition of security, efficacy and rapidity.
- (2) Pulverisers, disinfecting vats, and apparatus necessary for chemical disinfection, similar to those indicated by the Sanitary Convention of Venice of the 30th January 1892.
- (3) Distilling machine, apparatus for sterilising water by heat, machines for manufacturing ice.

For the distribution of drinking-water, a system of canals and closed reservoirs, steam-tight and capable of being emptied only by taps and pumps.

- (4) A bacteriological laboratory with the necessary *personnel*.
- (5) The provision of small movable tubs for collecting faecal matter previously disinfected. The removal of this matter to a part of the Island most distant from the encampments, having due regard to the conditions necessary for the proper fertilisation of the land from a hygienic point of view.
- (6) All dirty water shall be thrown far away from the encampments without being allowed to stagnate or serve for drinking, etc. The polluted water which leaves the hospitals shall be disinfected by lime-water, according to the instructions contained in the Convention of Venice.
- (e) The sanitary authority shall arrange for providing each encampment with a supply of eatables as well as fuel.

The tariff of prices fixed by the competent authority is posted up in several localities of the encampment and in the principal languages of the countries inhabited by the pilgrims.

The medical officer of the encampment has each day to satisfy himself as to the quality of the provisions and the sufficiency of the supply.

Water is supplied free.

As regards provisions and water, the rules adopted for Camaran under letter (e) are applicable to the encampments of Abou-Saad, Vasta and Abou-Ali.

Improvements to be effected in the sanitary stations of Abou-Saad, Vasta, Abou-Ali, as well as Djeddah and Yambo.

1. The construction of two hospitals for male and female cholera patients at Abou-Ali.
2. The building at Vasta of a hospital for ordinary ailments.
3. The establishment at Abou-Saad and Vasta of stone-buildings capable of accommodating 500 persons at the rate of 25 persons per building.
4. Three disinfecting stoves deposited at Abou-Saad, Vasta and Abou-Ali, with laundries and accessories.
5. The establishment of shower-baths at Abou-Saad and Vasta.
6. In each of the islands of Abou-Saad and Vasta, distilling machines capable of supplying altogether 15 tons of water per diem.
7. For cemeteries, faecal matter and dirty water, the treatment shall be regulated by the principles recognised in the case of Camaran. A cemetery shall be established in each of the islands.
8. The provision of stoves and other means of disinfection at Djeddah and Yambo for pilgrims quitting the Hedjaz.

Reorganisation of the sanitary station of Djebel Tor.

As regards the reorganization of the station of Djebel Tor, the High Contracting Parties, confirming the recommendations and expressed wishes of the Conference of Venice with reference to this station, leave to the Maritime Sanitary Board of Alexandria the duty of giving effect to these improvements and consider moreover—

- (1) That it is necessary to have also in the station machines for sterilising by heat such water as is to be locally found.
- (2) That it is important that all articles of food brought by pilgrims from Djeddah and Yambo, when there is cholera at the Hedjaz, should be disinfected as suspicious articles, or completely destroyed when found in a dangerous state of decomposition.
- (3) That measures should be taken to prevent pilgrims from bringing with them on their departure from Djebel Tor leathern bottles; these shall be replaced by baked earthen vessels or metal cans.
- (4) That each section should there be provided with a doctor.
- (5) That a port captain should be nominated at El-Tor for the purpose of there superintending embarkations and disembarkations and enforcing the observance of the regulations on ship captains and "Samboukdji."

Sanitary régime to be applied to pilgrim ships coming from the north.

I. *Outward Voyage.*—If cholera has not been declared at the port of departure or in its vicinity, and no choleraic casualty has occurred during the voyage, the vessel is immediately admitted to free practice.

If cholera, on the other hand, has been declared at the port of departure or in its vicinity, or if any choleraic casualty has occurred during the voyage, the

vessel shall be brought at Djebel-Tor under the operation of the rules drawn up for ships coming from the south and putting in at Camaran.

II. *Return Voyage*.—If cholera has not been declared at the Hedjaz, or if no case has occurred during the course of the pilgrimage, the ships are brought at Djebel-Tor under the operation of the rules in force at Camaran for free vessels.

The pilgrims are disembarked; they shall take a shower-bath or a sea-bath; their dirty linen, such part of their effects as are in use, and of their baggage liable to suspicion, according to the discretion of the Sanitary authority, shall be disinfected; the duration of these proceedings, including the time occupied in disembarkation and embarkation, should not exceed forty-eight hours.

If cholera has been declared at the Hedjaz, or any case has occurred during the course of the pilgrimage, the ships are brought at Djebel-Tor under the operation of the rules in force at Camaran for infected vessels.

Persons affected with cholera or choleraic ailments shall be disembarked and isolated in hospital. Thorough disinfection shall be practised. The other passengers shall be disembarked and isolated in groups of as small a size as possible, so that the whole shall not represent any particular group, should cholera happen to develop itself.

Dirty linen, articles in use, clothing belonging to crew and passengers, shall be disinfected as well as the ship.

The local Sanitary authority shall decide if the unloading of heavy baggage and of merchandise is necessary, if the entire vessel should be disinfected or if only a portion of the ship should be subjected to disinfection.

All pilgrims are subjected to observation for full seven days, commencing from the date of the termination of the disinfecting operations. If a choleraic casualty has occurred in a section, the period of seven days does not in the case of such section commence till the date of the last declared case of cholera.

Sanitary measures to be applied on the departure of pilgrims from ports in the Hedjaz.

The measures to be adopted on the departure from Djeddah and Yambo of pilgrims proceeding to the south are the same as those laid down in cases of departure from ports located beyond the Straits of Babel Mandeb, so far as regards medical attendance and disinfection, viz. :—

- (1) Compulsory individual medical visit paid during the day on land at the time of embarkation, at the necessary hour, by doctors delegated by the Sanitary authority to every person taking passage on board a ship.
- (2) Compulsory and strict disinfection carried out on land, under the supervision of the doctor delegated by the public authority, of every article polluted or suspected under the provisions of Article 5 of the first Regulation in Annexure IV of the Sanitary Convention of Venice.

In the case of pilgrims embarking on vessels proceeding towards the north, disinfection shall be performed at Djebel-Tor, except in the event of cholera in the Hedjaz, in which case the above measures are also applied to these vessels at Djeddah and Yambo.

ANNEXURE III.

I.—Sanitary régime applicable to Maritime Stations in the Persian Gulf.

The ship having cholera on board or on which fresh cases of cholera have occurred during the past seven days is regarded as *infected*.

The ship on board of which cases of cholera have occurred at the time of departure or during the voyage, but no fresh case for the past seven days, is regarded as *suspected*.

The ship on board of which neither death nor case of cholera has occurred either before departure or during the voyage, or at the time of arrival, although coming from an infected port, is regarded as *free*.

Infected vessels are subjected to the following treatment :—

1. The sick are immediately disembarked and isolated.
2. The other persons should likewise be disembarked, if possible, and subjected to an observation, of which the duration shall vary according to the sanitary condition of the ship and according to the date of the last case, but not exceeding five days.
3. Dirty linen, effects in use, and articles belonging to crew and passengers which, in the opinion of the Sanitary authority of the port, are regarded as polluted, shall be disinfected, as well as the ship, or only such part of the ship as has been contaminated.

Suspected ships are subjected to the following measures :—

1. Medical visit.
2. Disinfection : dirty linen, effects in use, and articles belonging to crew and passengers which, in the opinion of the local Sanitary authority, are regarded as polluted, shall be disinfected.
3. Removal of the water in the hold after disinfection and the substitution of good drinking-water for that stored on board.

It is recommended that crew and passengers shall be subjected to an observation of five days with effect from the date on which the ship has quitted the port of departure. It is also recommended that the disembarkation of the crew, except for reasons connected with their work, should be prohibited.

Indemnified vessels shall immediately be admitted to free practice, whatever the nature of their bill.

The only treatment which can be prescribed for their subjects by the authority of the port of arrival consists of measures applicable to suspected vessels (medical visit, disinfection, evacuation of the water in the hold, and substitution of good drinking-water for that stored on board).

It is recommended that passengers and crew shall be subjected to observation for five days, counting from the date of the ship's departure from the infected port.

It is also recommended that the disembarkation of the crew, except for reasons connected with their work, should be prohibited.

It is understood that the competent authority of the port of arrival shall always be able to demand the production of a certificate attesting that no case of cholera occurred on the ship at the port of departure.

The competent authority of the port, in the application of these measures, shall take into consideration the presence of a doctor and of a disinfecting apparatus (stove) on board the vessels of the three classes mentioned above.

Special measures can be prescribed in the case of vessels heavily freighted, especially of pilgrim ships, or all other ships presenting bad hygienic conditions.

Merchandise arriving by sea cannot be treated otherwise than merchandise transported by land, from the point of view of disinfection and the precautions necessary as regards imports, transit and quarantine (*vide* annexures to the Sanitary Convention of Dresden, Section IV).

Every ship unwilling to submit to the rules prescribed by the port authority shall be free to betake itself to sea again.

It can be authorised to disembark its merchandise, after the necessary precautions shall have been taken, viz. :—

1. Isolation of ship, crew and passengers.

2. Evacuation of water in the hold after disinfection.

3. Substitution of good drinking-water for that stored on board.

It can also be authorised to disembark such passengers as desire to do so, on condition that the latter submit to the measures prescribed by the local authority.

II.—Sanitary posts to be established.

1. At Fao, or near this point, a large lazaretto on *terra firma*, with a complete sanitary establishment having under its control the sanitary posts in the Persian Gulf mentioned below.

2. A small lazaretto in one of the two islets, Ottomans Sélahiyé or Yilaniyé, situated near Bussorah, to supervise such individuals as may have evaded the visit to Fao.

3. Maintenance of the sanitary post actually existing at Bussorah.

4. Establishment of four sanitary posts in the Bay of Koveit.

5. Sanitary post at Menama, capital of the Bahrein Islands.

6. Sanitary post at Bander-Abbas.

7. Sanitary post at Bander-Bouchir.

8. Sanitary post at Mohammerah.

9. Sanitary post in the port of Gwadur (Baluchistan).

10. Sanitary post in the port of Muscat (on the Oman Coast).

ANNEXURE IV.

Supervision and execution.

1. The execution and supervision of measures regarding pilgrimages affected by the present Convention are entrusted, within the limit of the powers exercised by the Superior Board of Health at Constantinople, to a Committee composed of members of that Board. This Committee comprises three Representatives of Turkey and of the Powers which have accepted or will accept the Sanitary Conventions of Venice, of Dresden and of Paris. The presidency of the Committee is conferred on one of its Turkish members. In case of a difference of opinion, the President's opinion preponderates.

2. In order to assure the necessary guarantees for the proper working of the several sanitary establishments enumerated in the present Convention, there shall be formed a corps of diplomaed and commissioned doctors, of disinfectors and of efficient mechanics, and of sanitary guards recruited from among persons who have performed military service as officers or sub-officers.

3. As regards the cost of the *régime* established by the present Convention, it has been decided that such expenses as are actually incurred shall be divided between the Turkish Government and the Superior Board of Health at Constantinople—a division decided upon in pursuance of an agreement arrived at between the Ottoman Government and the Powers represented by this Board.

4. The Sanitary authority of the Turkish port of present departure or arrival who proves an infraction of the rules draws up a report on the subject, whereon the captain can record his remarks. A certified true copy of this report is transmitted to the port of present departure or of arrival to the Consular authority of the country of which the ship bears the flag. This authority sees that the fine in this case is deposited in his hands. In the Consul's absence, the Sanitary authority receives this fine in deposit. The fine is not definitely credited to the Superior Board of Health at Constantinople until the Consular Commission referred to in the following Article decides as to the validity of the fine.

A second true certified copy of the report should be addressed by the Sanitary authority proving the default to the Resident of the Board of Health

at Constantinople, who shall communicate this document to the Consular Commission.

A note shall be made on the bill by the Sanitary or Consular authority indicating the contravention in question and the deposit of the fine.

5. A Consular Commission has been appointed at Constantinople to adjudicate on contradictory statements made by the Sanitary Agent and the captain accused. It shall be nominated every year by the Consular Corps. The Sanitary Administration can be represented by an Agent fulfilling the functions of a public officer.

The Consul of the nation interested shall always be appointed. He has a right of vote.

6. The taxes and sanitary fines levied cannot, in any case, be applied to objects other than those pertaining to Sanitary Councils.

ENCLOSURE 2 IN No. 5.

INTERNATIONAL SANITARY CONFERENCE OF PARIS.

Report of Signatures—Tuesday's Sitting, 3rd April 1894.

Under the Presidency of Mr. Barrère.

On Tuesday, the 3rd of April 1894, the International Sanitary Conference re-assembled in a full sitting, at 3 P.M., at the Hotel of the Minister of Foreign Affairs.

There were present :—

For Germany—

Mr. Schœn, Counsellor of the German Embassy.

For Austro-Hungary—

Count Charles de Kuefstein, Envoy Extraordinary and Minister Plenipotentiary, Intimate Counsellor of His Majesty the Emperor of Austria and Apostolic King of Hungary.

For Belgium—

Baron Eugene Beyens, Counsellor of the Belgium Legation at Paris.

Dr. Alfred Devaux, Inspector-General of Civil Health and Hygiene in the Department of Agriculture and Industry and of Public Works in Belgium.

Dr. Van Ermengen, Professor of Hygiene and Bacteriology at the Gand University.

For Denmark—

Count Moltke-Hvitfeldt, Minister for Denmark at Paris.

For Spain—

Marquis de Novallas, First Secretary of the Spanish Embassy at Paris.

Mr. Amalio Jimeno y Cabáns, Senator, Professor of the Faculty of Medicine at Madrid.

For the United States—

Dr. Edward O. Shakespeare, Doctor of Medicine and Philosophy.

Dr. Preston H. Bailhache, Surgeon attached to the service of Marine Hospitals.

For France—

Mr. Barrère, Minister Plenipotentiary of the First Class, Ambassador for France at Munich.

Mr. Hanotaux, Minister Plenipotentiary of the First Class, Director of Consulates and Commerical Affairs at the Ministry of Foreign Affairs.

Professor Brouardel, Senior Member of the Faculty of Medicine at Paris, Member of the Institute, President of the Consulting Committee of Public Hygiene in France.

Mr. Henry Monod, Counsellor of State, Director of Assistance and of Public Hygiene at the Ministry of the Interior, Member of the Academy of Medicine.

Professor A. Proust, Member of the Academy of Medicine, Inspector-General of Sanitary Services.

For Great Britain—

Mr. Phipps, Her Britannic Majesty's Minister at Paris.

Dr. Thorne Thorne, C.B., Head of the Sanitary Department of the Local Government Board.

Surgeon-General J. M. Cunningham, C.S.I., formerly Head of the Medical Department of the Government of India, Special Delegate for British India.

For Greece—

Mr. Crièsis, Ambassador.

Dr. Vafiadès, Delegate for Greece on the Superior Board of Health at Constantinople.

For Italy—

Marquis Malaspina, First Secretary of the Italian Embassy at Paris.

For Holland—

Chevalier de Stuers, Minister for Holland at Paris.

Dr. Ruysch, Sanitary Counsellor at the Ministry of the Interior.

Mr. Kruyt, Consul-General at Penang.

For Persia—

Dr. Mirza Zeynel Abidine Khan Moïn-ol-Atebba, Special Medical Adviser to His Imperial Highness the Prince, Heir-apparent.

Dr. Mirza Khalil Khan, Special Medical Adviser to the Ministry of Foreign Affairs.

For Portugal—

Count Gabriel J. de Zogheb, Diplomatic Agent and Ambassador for Portugal at Cairo.

Dr. J. de Mello-Vianna, Member of the Academy of Sciences at Lisbon.

For Russia—

Michel de Giers, Counsellor of State, Chamberlain of the Court, Second Counsellor to the Ministry of Foreign Affairs.

Mr. Zabouguine, Counsellor of State, Vice-Director of the Department of Custom-House Receipts at St. Petersburg.

For Sweden and Norway—

Mr. Due, Minister for Sweden and Norway at Paris.

For the Turkish Empire—

Turkhan Bey, Minister for Turkey at Madrid.

General Bonkowski Pacha, Chief Chemist to His Majesty the Sultan.

General Nouri Pacha, Member of the Superior Board of Health at Constantinople.

Achmed Pacha Choukry, Governor-General of the Suez Canal (Egypt).

Mr. Miéville, President of the Sanitary Board of Alexandria (Egypt).

The President presents to the Conference the authentic text of the scheme of the Convention embodying the results of the labours of the Conference. He invites the Delegates in whom the necessary powers have been vested to sign this Convention, and begs the other Delegates to be so good as to formulate the reservations they propose making.

The Delegates of Germany, Austro-Hungary, Belgium, Spain, France, Italy, Persia, Portugal, and Russia announce their readiness to sign the Convention.

The Delegate for Denmark declares, in the name of his Government, that he accepts the Convention *ad referendum*.

The Delegates of the United States of America "announce that they are in a position to accept the Convention *ad referendum*, with the two following reservations:—

"(1) They cannot accept the interpretation given to paragraph 4, section (A) of Annexure I, by the note appended to that paragraph, *viz.*, the substitution of an inspection on board the ship during the voyage for the inspection of five days, in small groups, performed on land at the port of departure.

"(2) Up to the last moment of the deliberations, the American Delegation was disposed to accept *ad referendum*, and without other reservation, the conclusions adopted by the Conference with the intention of recommending their adoption to the Government of the United States."

But at one of the last sittings a proposal was made and adopted with a view to establish, in the execution and supervision of measures taken at the Conference of Paris, a control by a sort of Committee comprising the Representatives of several Powers, but excluding the Representatives of Powers who have not accepted—not the present Convention, but previous Conventions.

If, as it happens in the case of the United States, this Power was not called upon to participate in previous Conferences, it cannot be blamed for not having accepted their conclusions with which, moreover, the deliberations of the present Conference have not been compared.

This Conference has examined many of the conclusions of previous Conferences, and by that alone the acceptance of the Convention of Paris constitutes an adoption of these conclusions.

Called to participate in the Conference of Paris, the Government of the United States should, if accepting the conclusions of this Conference, be entirely admitted to the Committee charged with the duty of enforcing the execution of the provisions drawn up by this same Conference, with a view to safeguarding Europe and America.

It is only then under the reservation that in accepting the terms of the present Convention, their Government shall have the right of having a Representative in the above Committee; that the Delegates of the United States accept the present Convention *ad referendum* and undertake to recommend its adoption to their Government.

The Conference give effect to this declaration.

The Delegates of Great Britain observe "that the British Plenipotentiaries, although signing the Convention, make in the name of Her Majesty the Queen the following declaration:—

"The Government of Her Britannic Majesty is not in a position to accept the provisions of the Convention enumerated below:—

1. Paragraph 5 of Section (A) of Annexure I.
2. Article 13 (Section III) of the rule in Annexure I (Section B).
3. Annexure III of the Convention.

The British Plenipotentiaries declare moreover that "in virtue of the above reservations, the said Convention shall, after ratification, be applicable to all Colonies and Possessions of Her Britannic Majesty, with the exception of those mentioned below, *viz.*:—

"Canada, Terra Nova, the Cape of Good Hope, Natal, New South Wales, Victoria, Queensland, Tasmania, Southern Australia, Western Australia and New Zealand.

"Nevertheless, the provisions of the present Convention shall be applicable to any Colony or Possession specified above, if in its name a notification to this effect has been addressed by the Representative of Her Britannic Majesty at Paris to the Minister of Foreign Affairs of the French Republic within one year from the date of the exchange of the ratifications of the Convention."

The Conference gives effect to this declaration.

The *Delegate of Germany* made the following declaration:—

"After having considered the reservations under which the Government of Her Britannic Majesty accepts the present Convention, I have the honour to state, on my part, that the Imperial Government is of opinion that these reservations should not involve a less favourable treatment for other nations, especially as regards matters of navigation. The Imperial Government therefore reserves the right to claim on the occasion arising, in favour of its subjects, the advantages which would accrue from the reservations formulated by the British Government."

The Conference gives effect to this declaration.

The *Greek Delegates* declare that their Government not being for the time in a position to adopt but those Resolutions of the Conference which harmonise with the provisions of the rules actually in force in Greece, they consequently sign the Convention *ad referendum*.

The Conference ratifies this statement.

The *Dutch Delegates* declare "that they are prepared to sign the Convention under the reservation that in Dutch India effect shall not be given to the provision of Article 13, paragraph 2 of the Regulation on the transport of pilgrims, *vide* Annexure I (Section B), the space and superficial area actually fixed by the Dutch regulations appearing quite adequate in practice.

"It should moreover be understood that in Article 11 of the same Regulation the word *commissioned* should be considered as regards matters relating to Dutch India to have the same meaning as *approved*.

"Besides, the Dutch Delegates approve the reservations and the declaration made by the German Delegate with the object of assuring to their subjects the treatment accorded to the most favoured nation."

The Conference ratifies this statement.

In view of the declarations made by the German and Dutch Delegates on the subject of the reservations formulated above by the British Delegates—

The *Delegates of France* notify that the Government of the Republic will also eventually lay claim to the treatment accorded to the most favoured nation.

The *Delegates of Austro-Hungary, Belgium, Denmark, Spain, Italy, Greece, Portugal and Russia* make a similar declaration.

The Conference ratifies these declarations.

The *Delegate of Sweden and Norway* declares, in the name of his Government, that he can accept the Convention only *ad referendum*; his instructions do not permit him in consequence to sign the Convention.

The Conference ratifies this declaration.

The *Delegates of Turkey* make the following declaration:—

"The Imperial Government adopts only such of the Resolutions of the Conference as are in harmony with the provisions of its own Sanitary Regulations."

The Conference ratifies this declaration.

In virtue of the preceding declarations, the Convention is signed by the Delegates vested with the full requisite powers.

The *President* thereafter notifies the following wishes of the Conference:—

I.—As regards matters relating to the effective supervision of caravans of pilgrims proceeding overland to Mecca and Medina—

The Conference expresses the wish that the measures taken in the East on overland routes should conform with the sanitary principles accepted at Venice and at Dresden, and that in lieu of long quarantines on land modern practices in respect of disinfection should be substituted.

To this end stores and other disinfecting apparatus should be located at well-selected points on the routes followed by pilgrims.

The same measures should be adopted on railway lines constructed or to be constructed.

II. Regarding matters relating to the protection of Persian Territory—

The Conference expresses the wish that sanitary measures similar to those adopted at the Conference of Venice, Dresden and Paris should be taken, with the concurrence, if necessary, of the Powers interested, on the eastern and southern frontiers of Persia.

III.—Regarding the acceptance of the Conventions of Venice and Dresden.

The Delegates of Germany, Austro-Hungary, Belgium, France, Great Britain, Italy, Holland, and Russia express the wish that, in the highest interests of public health, the Sanitary Conventions of Dresden and of Venice be accepted by the Powers that have not yet done so.

In attestation of which the undersigned, Delegates at the International Sanitary Conference of Paris have signed the present report, to which an authentic copy of the Convention shall be annexed.

(Signed) SCHÖEN.

" KUEFSTEIN.
 " BARON EUG. BEYENS.
 " ALF. DEVAUX.
 " DR. VAN ERMENGEM.
 " MOLTKE-HVITFELDT.
 " MARQUIS DE NOVALLAS.
 " DR. AMALIO JIMENO.
 " E. O. SHAKESPEARE.
 " PRESTON H. BAILHACHE.
 " CAMILLE BARRÈRE.
 " GABRIEL HANOTAUX.
 " BROURARDEL.
 " H. MONOD.
 " A. PROUST.
 " CONSTANTINE PHIPPS.
 " R. THORNE THORNE.
 " JNO. M. CUNINGHAM.
 " CRIÉSIS.
 " DR. VAFIADÈS.
 " MALASPINA.
 " DE. STUERS.
 " DR. RUYSCH.
 " J. A. KRUYT.
 " MOIN-OL-ATEBBA.
 " KHALIL KHAN.
 " COUNT GABRIEL J. DE ZOGHEB.
 " J. DE MELLO VIANNA.
 " MICHEL DE GIER.
 " NICOLAS ZABOUGUINE.
 " TRN. DUE.
 " TURKHAN.

INDIA OFFICE,
London, 7th June 1894.

Revenue,
No. 72.

To His Excellency the Right Honourable the Governor General of
India in Council.

MY LORD,

WITH their despatch No. 16 (Sanitary), dated the 21st October 1891, Lord Lansdowne's Government forwarded a Code of Regulations for the sanitary control of the pilgrim traffic from India to the Hedjaz, or holy places of Islam. It was then proposed that these Regulations should be laid before the International Sanitary Conference at Venice, and that the Regulations as finally settled should be issued by Her Majesty's Government as an Order in Council. The Regulations were not considered by the Venice Conference: they were afterwards laid before a departmental Committee in London, at which the Foreign Office, the Board of Trade, the India Office, and the Colonial Office were represented; but the report of that Committee was not unanimous; and no Order in Council, such as was proposed, has issued, pending the reply of your Excellency's Government to the reference made in Lord Kimberley's despatch of the 21st September 1893. The Sanitary Conference at Dresden laid down certain general principles and rules regarding international precautions against the spread of cholera; but your Government decided not to adhere to the Convention adopted at that Conference.

2. Early in the present year the French Government convened at Paris an International Sanitary Conference, which was to be in continuation of the Venice and Dresden Conferences, and was to consider especially the best means of preventing the spread of cholera westwards by way of the Red Sea and the Persian Gulf. Her Majesty's Government agreed to join the Conference, and, as the matters to be discussed concerned the interests of the natives of India, it was considered desirable that the Government of India should be represented. Your telegram dated the 13th January 1894 recommended that Surgeon-General Cunningham should be deputed to Paris, and your subsequent telegram of the 17th January gave a list of the papers that should be furnished to Dr. Cunningham.

3. Dr. Cunningham was accordingly deputed to Paris in association with Dr. Thorne Thorne of the Local Government Board and Mr. Phipps, Secretary of Legation at Paris. The first meeting of the Conference took place on the 7th February, and the Delegates signed the Convention embodying the results of the Conference on the 3rd April 1894. I forward a copy of the Convention, a copy of a Memorandum drawn up by Dr. Cunningham,* giving an account of the discussions so far as they concerned India, and a copy of the Foreign Office letter, with enclosures,† stating precisely the reservations subject to which the Delegates for the United Kingdom and India signed the Convention. Copies of the official Proceedings of the Conference will be forwarded to your Government as soon as they are received.

4. It will be seen that the discussions of the Paris Conference closely concerned the Indian pilgrim traffic with the Hedjaz, and also had some concern

* Memorandum by Dr. Cunningham, dated 4th April 1894.

† Foreign Office letter to British Delegates, dated 30th March 1894, and enclosures.

Foreign Office letter to India Office, dated 12th April 1894.

British Delegate's letter to Foreign Office, dated 2nd April 1894.

Ditto, ditto, received 5th April 1894.

India Office to Foreign Office, dated 2nd May 1894.

Foreign Office letter, dated 23rd May 1894, enclosing joint report by the two British Delegates.

with Indian commerce in the Red Sea and the Persian Gulf. In consequence of the views expressed by the Government of India, and also by British representatives and mercantile firms in the Persian Gulf, the British Delegates and Her Majesty's Government declined to accede to the decisions of the Conference regarding the establishment of Turkish quarantine stations and posts of sanitary observation at Fao and other places on the shores of the Gulf. I shall be glad to learn whether, after again consulting the Political officers and British merchants on the spot, you continue to be of opinion that the establishment of these posts should be deprecated. It was fully stated at the Conference that British trade and British vessels at present represent 90 per cent. of the commerce of the Gulf with the outside world.

5. I now invite the attention of your Government to the points in the Convention which directly concern the Indian pilgrim trade and your Regulations for the control thereof. Dr. Cuninghame's memorandum takes the several points in the order of the Convention; and I will remark briefly on each important topic.

(a) *Medical inspection before pilgrims embark. Annexe I, clause 1 of Convention.*

This inspection is now made, and it was proposed to add a second inspection on board just before the steamer weighed anchor. The character and the object of this inspection should be made clear in the revised Regulations. It will be for your Government to consider whether a second inspection on board should be obligatory in every case, or only in those cases where there is suspicion or likelihood that cholera, or choleraic symptoms, may have attacked some of the pilgrims between the day of the regular inspection and the day of embarkation.

(b) *Disinfection of suspected or contaminated articles belonging to the pilgrims before they start. Annexe I, clause 2 of Convention.*

Provision for this requirement will have to be made in the revised Regulations.

(c) *Five days' observation of pilgrims before departure from a suspected port. Annexe I, clause 3 of Convention.*

The foot-note to this clause shows that the five days' observation may take place on shipboard between Bombay and Aden. So no alteration in the present Indian system will be required. But the Regulations will have to make actual daily observation of every pilgrim obligatory on the medical officer during the voyage from Bombay to Aden.

(d) *Pilgrims must all be provided with ample funds before they embark. Annexe I, clause 5 of Convention.*

The assent of the British Delegates was withheld from this clause, which accordingly need not be made applicable to Indian pilgrims.

(e) *Application of pilgrim regulations to all vessels carrying more than one pilgrim for every hundred tons of gross measurement. Regulation attached to Annexe I of Convention, Articles 1 and 2.*

This requirement goes somewhat further than Section 2 of the Native Passenger Ships Act; but it hardly goes beyond the draft Regulations proposed in 1891, and the revised Regulations should give effect to it.

(f) *Three days' notice required before the departure of any pilgrim ship. Regulation as above, Article 3.*

This too is in accordance with the proposals of 1891.

(g) *Furniture and fittings to be required on board each pilgrim ship. Regulation as above, Article 7.*

These requirements go little beyond the proposals of 1891; they have been accepted and must be embodied in the revised Regulations.

(h) *A diplomaed medical man to be attached to every pilgrim ship, and two such medical men to any pilgrim ship carrying more than 1,000 pilgrims. Regulation as above, Article 11.*

The only addition required to the proposed Regulations of 1891 would be a more distinct definition of the kind of qualification to be possessed by such medical men. I commend to your consideration Dr. Cuninghame's remarks regarding the suitability of Indian Assistant Surgeons for such duties. In case you deem it advisable to make Europeans or Eurasians of the Apothecary class eligible for the office of medical man on board a pilgrim ship, the revised Regulations would have to define, as near as may be possible, the kind of Apothecary's diploma you would consider sufficient.

(i) *Superficial space required for each pilgrim. Regulation as above, Article B.*

This Article makes two square metres, or over 19 square feet, the minimum allowance of deck space for each pilgrim. In view of the opinion expressed by the Government of India at paragraph 7 of letter No. 16 (Sanitary), dated the 21st October 1891, the British and Indian Delegates did not accept this Article. But the Constantinople Sanitary Council and Dr. Dickson had previously pressed for an extension of the 9 square feet allowed by Indian Regulations for each pilgrim. The medical and sanitary authorities at Paris were urgent and decided as to the absolute necessity for a larger allowance of space, and the Indian allowance of 9 square feet per pilgrim was characterised as being altogether inadequate and as being dangerous to health. Dr. Cuninghame, as stated in his Memorandum, considers that, from a sanitary point of view, increased space is desirable. And Lord Kimberley authorised the British Delegates to inform the Conference that though he could not agree that an allowance of two square metres was necessary for each pilgrim, yet he would advise the Indian Government to increase the minimum deck space to $1\frac{1}{2}$ square metres (or over 16 square feet) for each pilgrim. Eventually, Her Majesty's Government agreed to a declaration, on the part of England and India, that the matter would again be investigated with a view of enhancing the deck space to $1\frac{1}{2}$ square metres per pilgrim.

I recognize that the allotment of this additional space will cause increase in the cost of steamer tickets to Moslem pilgrims. But some increase of space was dictated by the best sanitary authorities and by the voice of all the European Powers—including the Porte—interested in the matter. Though the mortality on shipboard among out-going pilgrims has been happily small, yet there are sometimes many deaths on the homeward voyage, after the pilgrims are exhausted by the incidents of their pilgrimage. Increased air space will give returning pilgrims a better chance of recovering their strength. And I consider that the revised Regulations must provide not less than 16 square feet for each pilgrim.

(k) *Limit of pilgrims' baggage; minimum allowance of water to be provided; minimum hospital accommodation. Regulation as above, Articles 15, 20, and 24.*

The requirements of these Articles will necessitate changes in the Indian Regulations; the increase in hospital space is considerable. But the terms of the Convention in these respects will have to be observed. It would be well that your revised Regulations should include the rules you may lay down as to the limit of baggage allowed for pilgrims of each class.

(l) *Responsibility of steamer captains for payment of sanitary dues. Regulation as above, Article 30.*

The revised Regulations will have to provide for compliance with this Article. It is understood that the "sanitary dues" in question do not include the charges that may have to be made by the Camaran authorities in the event of the pilgrims from an infected or suspected ship having to be detained on shore there. They include only the dues payable in respect of each pilgrim arriving off Camaran and off Jeddah. The amount of these dues for the time being will have to be specified in the revised Regulations; the precise rates should be ascertained from the Turkish Consulate in Bombay before the publication of the

revised rules. But full notice of the effect of this Article will have to be given beforehand to intending pilgrims, to pilgrim agents, and to pilgrim shippers; so that all parties may provide for the enhanced cost of tickets from Bombay to the Hedjaz. If this is not done, there might be disappointment among Moslem pilgrims who come from a distance to Bombay with insufficient funds to secure passages at the enhanced rates that will be demanded by shippers in consequence of the new rules as to pilgrim space, as to hospital space, and as to prepayment of sanitary dues.

6. The other Articles in this Regulation do not call for special notice. Nor is it necessary to discuss at length the provisions of Annexe II to the Convention, touching the treatment of pilgrims by Turkish authorities in the Red Sea. When the suggested improvements to the Camaran quarantine station are carried out, the benefit to Indian pilgrims will be considerable. Her Majesty's Government will continue to press for the actual and early prosecution of the much needed reforms at Camaran.

7. Annexe III to the Convention refers to the Persian Gulf arrangements alone. As I have stated above, Her Majesty's Government have not assented to these provisions; and I shall await further expression of opinion from your Government on the subject of the Persian Gulf proposals.

8. The Indian Pilgrim Regulations should be revised so as to comply with the Paris Convention, as soon as may be possible. And it would be well that the next edition of the "Manual for the Red Sea Pilgrim Traffic, 1884," should contain extracts from the Paris Convention of 1894, as well as the revised Regulations. I should be glad to receive fifty copies of the revised "Manual" as soon as it is issued. The new rules cannot take effect during the pilgrimage of 1894; but I hope it may be found possible to publish them and to bring them into operation before the pilgrimage of 1895 begins. So far as the Convention of Paris has been accepted by Her Majesty's Government, it is binding on them and on your Excellency's Government; and it will not be possible at present to re-open matters settled by the Conference, to which the British and Indian Delegates, with the approval of the British Government, may have given their adhesion.

I have the honour to be,

My Lord,

Your Lordship's most obedient humble Servant,

(Signed) HENRY H. FOWLER.

ENCLOSURES.

Note on the Paris International Sanitary Conference of 1894 by Surgeon-General J. M. CUNNINGHAM, C. S. I., Delegate for British India.

The Delegates for Great Britain, Mr. Phipps and Dr. Thorne Thorne, have I am aware, kept the Foreign Office acquainted with the current work of the Conference, and copies of their reports have, I understand, been regularly forwarded to the India Office. Great part of what I have now to say is, therefore, in all probability, already known to the Secretary of State for India; but it seems desirable that I should record what took place in regard to India in a succinct form, taking each proposal separately and tracing it from its first inception until it was finally disposed of. The proposals were originally put forward in a general way in a paper which Professor Proust read at the first meeting of the Conference. They were discussed by three Commissions—one on the Red Sea, a second on the Persian Gulf, and a third on Ways and Means. The reports of these Commissions were submitted to the full Conference, which decided on the exact form the conclusions should take.

2 Dr. Thorne and I were members of the Commissions. Mr. Phipps was a member of the last one only. As Delegate for British India I was allowed a separate vote on the Commissions, but not at the plenary meetings, as if this had been granted Austria would have probably made a similar demand for Hungary, Turkey for Egypt, and Sweden for Norway. As it turned out, the want of a separate vote for India in full Conference was never felt, as Great Britain and India were throughout in complete accord. I may add that in the course of the sittings of the Commissions several Sub-Commissions were formed for the purpose of working up details on special points; but Dr. Thorne and I kept aloof from becoming members of these, as we felt that we should thus have greater freedom in the subsequent discussions.

3. It is to be borne in mind that the objects the Conference had in view were (a) the sanitary control of the Mecca pilgrimages with special regard to its influence on cholera diffusion in Europe, and (b) the protection of the Persian Gulf with the same object.

The various measures were discussed under four heads:—

SECTION I.—SANITARY POLICE AT THE PORTS OF DEPARTURE IN THE EAST.

I intended to give the headings of the sections and the conclusions under each according to the original French text, but I found they took up so much space that I shall merely indicate the general tenor of each. They can be seen *in extenso* when the report is issued. The *First Conclusion* under this section is—

Strict medical inspection of every person going by a pilgrim ship before embarkation.—In dealing with this matter there was considerable discussion as to the procedure which is at present adopted at Indian ports, and more especially at Bombay, where the great bulk of the Indian pilgrims embark. We were able to assure the Conference, on the authority of documents in our possession, that the medical inspection of the pilgrims before departure from Bombay is carefully conducted, but could not describe the exact mode in which it is done, nor could we give any such information regarding other Indian ports. We did not, however, think it important that we should enter into these details, as the object of the Conference was not to sit in judgment on what had been done in the past, but to devise what ought to be done in the future. The object of the medical inspection, as will appear more clearly afterwards, is to prevent any person suffering from cholera, even in its incipient stage, from going on board. Naturally, also, as at present, the prohibition will extend to any other disease which is ranked as "contagious or infectious." The two main requirements in the medical inspection are that it should be strict, and that it should be made on shore before the pilgrims are allowed to embark. This conclusion was unanimously adopted.

4. I may add that, as "The Native Passenger Ships Act of 1837" not stands, such a medical inspection of intending pilgrims is only permissive if the Local Government should think fit (Section 30). In the "Regulations proposed by the Government of India," as shown in the Report of the Committee appointed by the Board of Trade in January 1893, to consider the regulations to be adopted for the Muhammadan pilgrim traffic, it is made absolute (Section 9, last paragraph), but has no special reference to cholera. Hereafter, in comparing "The Native Passenger Ships Act of 1837" and the "Regulations proposed by the Government of India," I shall, for the sake of brevity, speak of them as the *Act* and *India proposals*, and I shall refer to the "Manual for the guidance of Officers and others concerned in the Red Sea Pilgrim Traffic," published by the Indian Government in 1884, simply as the *Manual*.

5. *The Second Conclusion is the disinfection of every contaminated or suspected article before it is allowed to go on board.*—This also, as it now stands, was unanimously adopted except by the American Delegation, which desired a more stringent rule. As at first framed it would have included all the clothes and baggage of the pilgrims. This we objected to as being in excess of what had been decided at Dresden, and also as being attended with practical difficulties likely to cause delay. Under the conclusion as passed by the Conference, the sanitary authority of the port will determine what articles are contaminated, or suspected to be contaminated, with cholera discharges, and these alone will be subjected to disinfection.

6. *The Third Conclusion is that no person suffering from cholera is to be allowed to go on board.*—The object of this conclusion is to prevent any person going on board who shows the smallest symptom of cholera. It does not include ordinary diarrhoea or any other disease except cholera, though as already explained under Conclusion No. 1, the medical inspection will naturally exclude all other diseases ranked as "contagious or infectious." This conclusion was adopted unanimously.

7. *The Fourth Conclusion is that when there is any cholera in the port the pilgrims are to be detained for five days' observation before they are allowed to embark. In carrying out this measure every Government is to decide for itself whether the local circumstances admit of it.*—As first framed the conclusion was much more stringent and left no option. The second part was added in the hope that with this proviso no one would object to the first part, and in the Commission Dr. Thorne voted in favour of it as a general principle which each country might adopt, or not, as it thought best. I pointed out, however, that the principle was altogether inapplicable to India; that the detention of pilgrims at Indian ports before embarkation, besides being attended with great administrative difficulties and inconvenience, would have the very opposite effect it was intended to have; for it would certainly increase the risk of cholera cases appearing on the ships after departure. I felt, moreover, that my agreeing to any such general conclusion might be misconstrued, and I therefore abstained from voting. When the matter came before the full Conference, Mr. Phipps, with the concurrence of Dr. Thorne and myself, explained that as it was not applicable to Indian ports,—the only part of Her Majesty's dominions which it really concerned,—Great Britain could not accept it, and therefore voted against it. All the other Delegations voted in favour of it.

8. The matter, however, did not end here. The Netherlands Government had withdrawn their opposition, on the understanding that the time their vessels took in collecting the pilgrims from the various ports of Java should be considered as equivalent to the five days' observation at the port of departure; and at the last full meeting of the Conference which discussed conditions, it was proposed that a similar understanding should be come to with regard to Indian ports in respect of the voyage between them and Aden. It had been explained that the Government of India had resolved to provide a hospital on an island near this port; that all pilgrim ships coming from India would be required, as at present, to undergo medical inspection there; and that any sick of cholera would be removed to this hospital. This compromise was accepted, and a note added to the conclusion to that effect. Under this interpretation Great Britain withdrew its opposition. With the note added the conclusion was unanimously adopted; but it will be

seen that, although this was the form of procedure adopted and recorded in the *minutes verbal*, it was practically the Conference which had withdrawn the conclusion.

9. *The Fifth Conclusion is that no pilgrims should be allowed to start who have not sufficient means.*—This conclusion gave rise to considerable discussion. In Netherlands India such a rule is already in force, with the addition that the pilgrim must also leave behind him sufficient money for the support of his family during his absence. France and other countries have followed the Netherlands example more or less. I pointed out that the Government of India could not look on the proposal to stop paupers from going to Mecca as merely a sanitary question. Professor Proust had declared that they were forbidden to go by Mahomedan law. The same assertion had been made at the Rome International Conference in 1885, and had remained unchallenged ever since, though frequently repeated. If His Majesty the Sultan, I said, as head of the Mahomedan religion would authoritatively pronounce that paupers are forbidden by the Mahomedan law from going on pilgrimage, and further if he would enforce such a law in his own dominions, the Government of India, I had no doubt, would consider the proposal; otherwise there was no hope of India accepting it. The Turkish Delegates promised to refer the matter to Constantinople, and, after many days' delay, announced that they had received a reply to the effect that the pilgrimage to Mecca is one of the five things incumbent on every good Mussulman, and that no one ought to interfere with him in regard to it. It transpired in the course of the discussion that in Netherlands India the Mahomedan population have a special religious law of their own, under which paupers are forbidden to go. We hoped that the Turkish Delegates would have explained this anomaly, but they were extremely averse to entering at all on what they called the "theological question," and so we thought it better not to pursue the subject further. The announcement they had made was amply sufficient to show that if the Government of India prevented paupers from making the pilgrimage to Mecca they would be indirectly interfering with the religious liberty of its sixty million Mahomedan subjects. Great Britain and Turkey voted against the conclusion. All the others voted in favour of it.

10. After these five conclusions come, under the same first section of the Conference work,—

The regulations for pilgrim ships.—These are in the main based on the *Act* and *Manual*; but in framing them, regard was also had to the modification of them which had been prepared by the Constantinople Board of Health, and also to the Netherlands and French Regulations. I shall note, *seriatim*, the main points in which they differ from the *Act* and *Manual*, and also from the *India proposals*.

Article 1 makes the Regulations apply to *all* vessels taking pilgrims to the Hedjaz or bringing them back; but as both the *Manual* and the Conference regulations prescribe that the pilgrim traffic is to be conducted by steamers, only these alone need be taken into account. The *Act* (Section 2) applies only to steamers carrying more than sixty passengers, though it gives the Local Government power (paragraph 3 of Section 2) to reduce this number to thirty-one, if it thinks fit. The Madras Government, I learn from the Report of the Sanitary Commissioner of Bombay for 1892, has acted on this paragraph and reduced the number to thirty-one. *India proposals* adopt the same limit as Madras; but the Conference regulations, with one exception to be presently noticed, include every steamer carrying pilgrims, and would treat them all as pilgrim vessels. As this general principle had been agreed to by the Indian Delegates at the International Sanitary Conference of Rome in 1885, I did not consider myself at liberty under my instructions to challenge it, nor did I desire to do so. If the other recommendations of the Conference are acted on, the advantages which pilgrims will in future derive from travelling in a ship with a medical officer and disinfecting stove on board are so great that it is very desirable they should have the benefit of them.

Article 2 contains the only exception to the above general rule. According to it a vessel carrying, in addition to ordinary passengers, no larger number of

pilgrims than one to every 100 tons of gross measurement will not be regarded as a pilgrim vessel.

Article 3 requires that at least three days' notice shall be given of the proposed time of sailing, and this is also the length of notice in *India proposals*. The Act says not less than 24 hours (Section 7, paragraph 2).

Article (b) requires that both the upper and lower decks shall be of wood, and (f) that there shall be a disinfecting stove on board.

Article 9 (1) requires that the captain shall not be allowed to depart unless he has a list vised by the competent authority, and containing the name and sex of each pilgrim, and the total number he is authorised to carry. In Professor Proust's original programme, read at the opening meeting of the Conference, it was laid down that the possession of a "passeport sanitaire" by each pilgrim is one of the necessary prophylactic measures required, but I pointed out that the pilgrim had no individuality; that he was treated throughout merely as one of a body of pilgrims who had come by a particular vessel; that the possession of this "passeport" would be of no use either to him or to the authorities who have to deal with him; and that, moreover, it was altogether illogical to provide a paper which purported to be a "passeport," but which under no circumstances would ever enable the bearer of it to pass where he would not otherwise be already entitled to go. After some discussion the "passeport sanitaire" was dropped, and this nominal list put in its place.

Article 11 prescribes that every vessel embarking 100 pilgrims or more shall have a medical man regularly diplomaed and commissioned by the Government of the country to which the vessel belongs, and two medical men of these same qualifications if the number of pilgrims exceeds 1,000. The Act (Section 26) enjoins that a ship carrying more than 100 passengers "shall have on board a medical officer licensed in accordance with the rules under this Act." The *Manual* (page 29), in a note regarding the license to be granted to medical officers proceeding in charge of Native passengers, says: "In granting this license preference should be given to medical graduates or licentiates of a university or other recognised licensing body, provided they are men of good character and some experience. But when such are not available, licenses may be granted to those who have passed the final examination of an Indian vernacular medical school, or who have qualified for the Subordinate Medical Department." I did not raise the question as to the exact meaning of the words "regularly diplomaed" as applied to native Indians, but it is certainly not desirable that any one should be commissioned to take medical charge of pilgrim ships who has not passed as high a standard as the examination for Assistant Surgeon. Assistant Surgeons, if of good character and some experience, are admirably adapted for the charge, not only because they have a good knowledge of their profession, but also from their acquaintance with the language and habits of the pilgrims. Such men ought to be regarded as regularly diplomaed in the sense of this Article. As a rule, they are in fact much better fitted for such a charge than many men who hold degrees and diplomas from European universities and medical schools, but who have generally proved failures before they come to the charge of pilgrim ships. *India proposals* under this head are not very clear, but would seem to imply (No. 10) that in every instance the medical officer should be "a duly qualified medical man."

Article 13.—According to this Article each individual, irrespective of age, is to be allowed two square metres of superficial space on the lower deck, with a height between decks of 1 metre and 25 centimetres. In the Act the space is 9 superficial feet and 54 cubic feet, but with the proviso that in the computation of passengers no child under one year of age is to be included, and that of those under the age of 12 two should be reckoned as one passenger (Section 5, clause 2). *India proposals* give the same space for each passenger, but "irrespective of age" (No. 13). This last somewhat increases the space given under the Act, but even with this increase the difference between the India and Conference scales is very great. As the metre is equal to 1 yard $3\frac{1}{8}$ inches, the square metre, omitting fractions, is equal to 9 square feet and 10 inches. Keeping to the superficial area alone, as it is the measure of most practical importance

in this matter, India would give 9 square feet per head; the Conference would give 19 square feet and 8 inches, or more than double. Increase of space is doubtless a good sanitary measure, and if the matter could be regulated by sanitary considerations only, the two square metres might be at once agreed to; but it has other important bearings. To increase the space to the extent proposed would be practically to double the passage-money. This would prevent many from going, and would thus indirectly interfere with religious liberty. If the double space were given it would be given not at the expense of the Government, but of the pilgrim. Under all the circumstances of the case we were of opinion that sufficient sanitary grounds had not been adduced for such an enormous increase of space as was proposed; while, on the other hand, there are serious objections of a general character against it. We therefore agreed to recommend an increase from 9 square feet to 16 square feet and 9 inches, or $1\frac{1}{2}$ square metres, but this was not accepted. Great Britain therefore reserved her vote on Article 13, and so did the Netherlands and Italy. All the others voted for it.

After the Conference had actually closed, in conversation with several of the French Delegates, we expressed regret that our offer to recommend an increase from 9 square feet per pilgrim on boardship to $1\frac{1}{2}$ square metres had not been accepted. The French themselves seemed now to regret it also; for not only would the increase have been a very substantial advance from a sanitary point of view, but the change would also have done a good deal indirectly to prevent so many paupers from going. It was ultimately arranged that if Great Britain would renew the offer in a formal declaration it would be submitted to the Conference. The declaration was accordingly made. It was submitted to a special plenary meeting then and there held, and was accepted. It was further agreed that, in order to embody any conclusion that may be come to on this matter, a supplemental Convention should be prepared and signed by the diplomatic representatives of the Powers in Paris.

Article 15.—According to this each Government will settle the quantity of baggage to be allowed per head. This is a new rule.

Article 20 provides for each pilgrim, irrespective of age, 5 litres of water as the minimum daily allowance. According to the *Manual* (page 16) the scale is one imperial gallon for every adult, and half that quantity for every child above one and under 12 years of age. In *India proposals* (No. 6) the same scale is adhered to. As 1 litre is equal to $1\frac{1}{4}$ pints English, 5 litres equal 1 gallon and three-quarters of a pint; so that there is some increase, according to the Conference rule, both in the quantity per head and the number to be provided for.

Article 24 provides hospital accommodation at the rate of 5 per cent of the pilgrims and 3 square metres for each bunk. This is much more than is allowed in the *Manual*, which says (page 19) that the hospital "shall contain not more (*sic*) than six bunks, and shall have a superficial deck area of at least 144 feet." The same is given in *India proposals* (No. 15). For 1,000 pilgrims, according to the Conference, there would be 50 bunks for the hospital, with a superficial area of 29 feet 6 inches each, and a total area of 1,475 superficial feet. According to existing scale and to *India proposals*, the maximum would be six bunks with an area of 24 superficial feet for each and a total hospital area of 144 superficial feet. The hospital space required by the Conference in a ship with 1,000 pilgrims is thus more than ten times that now allowed or proposed by India, and under the procedure recommended by the Conference the tendency will be more than ever to divert the traffic to the large ships. I believe that the hospital accommodation prescribed by the Conference is far beyond what is needed. On the other hand, for large ships with many pilgrims the India scale seems deficient, and errs also in not being regulated by any scale in proportion to the number of people to be provided for. I did not think it necessary to object to the greatly increased hospital accommodation proposed, as the discussion on the general space per head (Article 13) had shown that any such objection would have been futile. Had I foreseen that in the end the offer of $1\frac{1}{2}$ square metres for each pilgrim on board might ultimately be accepted by the Conference, I should have suggested a reduction of the scale of hospital accommodation, but this offer had been definitely rejected when this Article regarding

the hospital was agreed to, and I therefore did not oppose what, under the circumstances, would have practically been a small increase of the general space of 9 square feet per head.

Article 30 makes the captain of the ship responsible for the sanitary taxes due from the pilgrims, the intention being that these should be included in the passage ticket; but this point Great Britain at first reserved. Such a rule would place captains of English ships in an entirely new position as regards the pilgrims, and would, I feared, probably lead to difficulties, especially as the amount of the taxes seems dependent on the length of detention at each place, which is uncertain and cannot be known at the time of starting. When, however, towards the close of the Conference, Dr. Thorne met representatives of the Foreign Office, the India Office, the Colonial Office, and the Board of Trade in London, to consult over the position of Great Britain in relation to the various proposals which had been made by the Conference no serious objection was made to this Article, and the reserve was therefore withdrawn.

Articles 31 to 42 concern the penalties to be inflicted for breach of the rules, and do not materially differ from those now in force, except that all imprisonment in lieu of fine has been expunged; that in No. 35 the fine has been raised so as to ensure the owner finding it less costly to provide a doctor for the ship than to pay the penalty for not having one, and that in No. 36 the fine for carrying more pilgrims than the authorised number is raised from 2*l.* to 5*l.* for every one in excess.

Article 40 deals with the authority by which the fines are to be levied. It was reserved for separate consideration and will be referred to afterwards.

11. With the few exceptions above noted, the rules for pilgrim ships were adopted unanimously.

12. We have now finished the first section of the work of the Conference and proceed to the second section.

SECTION II.—THE SANITARY SURVEILLANCE OF THE PILGRIMS IN THE RED SEA.

As soon as this section was reached, I took the opportunity of pointing out at some length the very grave sanitary evils which exist at Camaran. I insisted that although the island had been instituted as a quarantine station in 1881, and had been used as such for 13 years, the complaints made by the pilgrims year after year had been many and loud, and that little or nothing had been done to redress them; that they still were provided with bad water, which induced bowel-complaints; that they were overcrowded in miserable tumble-down huts; that altogether the arrangements were a disgrace; and that, in short, instead of being a sanitary station calculated to protect Europe from cholera, it was in itself a distinct source of danger. Dr. Thorne followed in a speech much to the same effect, and it is worthy of note that neither the Turks nor any of the members of the Constantinople Board of Health, who were present as Delegates to the Conference, attempted to dispute the serious allegations we had both made against Camaran. At a later stage a report was read which had been prepared by a Sub-Committee specially appointed to consider what reforms are required at Camaran, and in this a great many are recommended, which, if carried out, will remove all, or nearly all, the evils complained of. The Conference unanimously approved of this report, and it is to be hoped that very early steps may be taken to carry it into effect.

13. The next point is the manner in which pilgrim ships are to be dealt with on arriving at Camaran from Indian and other Eastern ports, and it was resolved that, in accordance with the conclusions of the Venice and Dresden Conferences, they should be divided into three classes—the *indemnes*, *suspects* and *infectés*, and treated as follows:—

1st.—The *indemnes*, being those on which no case of cholera has occurred during the voyage, are to be detained not longer than 48 hours for cleansing and disinfection, and then, if still without cholera, are to be allowed to proceed to Djeddah.

2nd.—The *suspects* being those on which there has been cholera on the voyage, but no case for seven days before arrival, are to be treated

in the same manner as those of the first class, but with increased care and repeated medical inspection.

3rd.—The *infectés* being those on which cholera has appeared within seven days of arrival, are, in addition to cleansing and disinfection, to be detained for five days, and the period of further detention is to vary according to the date of the last case among the passengers.

14. These rules were adopted by all except the Turkish and Greek Delegations, who abstained from voting. They are a great advance on present procedure, which demands 10 days' detention in every case, even when there has been no sickness of any kind on board, and will prove a decided boon to Indian pilgrims. At a subsequent meeting the Turks announced that they would agree if the periods of detention were raised to three days for *indemnes*, five days for *suspects*, and ten days for *infectés*.

15. As regards the return journey from the Hedjaz, it was decided that medical inspection and disinfection should be carried out at Djeddah exactly as required at Indian ports. I regret this decision, as it may lead to delay, and when cholera exists at the Hedjaz the sooner the pilgrims depart the better. Although cholera may appear on ships in the early days of their passage southwards, I know of no epidemic having moved in this direction.

SECTION III.

This section deals with the protection of the *Persian Gulf*, in which India is largely interested. In Commission a number of posts of observation were decided on, and also the creation of a lazaret at Fao. Dr. Thorne and I voted in favour of the posts of observation, on the understanding that they should be merely such port health establishments as exist in England, and in the hope that they might form the nuclei of proper general sanitary administration in the countries concerned, reserving the lazaret at Fao for after-consideration; but when the matter was discussed in full Conference Great Britain reserved its vote on the whole question of the measures proposed for the Persian Gulf.

16. In connection with these measures I may mention that a proposal was made by Austria-Hungary to create an International Sanitary Board at Teheran, but the Conference declined to entertain it.

SECTION IV.

17. This last section includes the methods in which the various recommendations of the Conference are to be put in operation. It was felt that without a definite decision on this point all the work of the Conference would in all probability prove to be fruitless. Of these the most important is the formation of a Committee within the Constantinople Board of Health, which should be directly responsible for the proper execution of all the conclusions of the Conference. This Committee is to be composed of three representatives of Turkey and others from those Powers who have signed or will sign the Conventions of Venice, Dresden, and Paris. To this Great Britain agreed. Some of the other Powers objected to being left out, because they had not signed the Conventions of Venice and Dresden, and Turkey declared that the whole conclusion is an interference with her territorial rights. The words "within its competence" were added to the conclusion expressly to show that the Committee is not to interfere with the measures to be taken in India, but only with those in the Red Sea and Persian Gulf. As India has declined to adhere to the Venice and Dresden Conventions, she would not be represented on the Committee, even if she were allowed a separate place apart from Great Britain, but this exclusion is of no importance to her.

18. It has been already mentioned that Article 40 of the Rules for Pilgrim Ships, relating to the mode of realizing the penalties, had been reserved for after-consideration. After some discussion this Article was set aside and in its stead a system was agreed on, including the formation of a Commission of Consuls, to act as a Court of Appeal in all discharged cases. On this Great Britain at first reserved, but on Dr. Thorne's return from the consultation mentioned under Article 30 this reserve was removed.

19. The Conference was duly signed by all the Delegations except those of Turkey and the United States. The latter had, it appeared, no powers to sign, and had, moreover, a number of reserves. Indeed, it may be said that they were throughout more obstructive than the Turk. Great Britain signed with only three reserves :—

1. Regarding the prohibition of pauper pilgrims ;
2. The space to be given per head on boardship ; and
3. The whole question of the Persian Gulf ;

but, as already explained under Article 13, the second of these was arranged after the Convention was signed.

20. There is only one other matter of importance in the proceedings of the Conference, so far as concerns India, which deserves notice. At one of the early meetings, following the example of the representatives of the other Powers, I made a declaration of the general principles adopted by the Indian Government in endeavouring to diminish cholera, and also of the measures it had taken for this object, noting particularly all it has done and was attempting to do in the way of sanitary improvements. At a subsequent meeting M. Monod, the Director of Public Health in France and one of the French Delegates, drew attention to my remarks and declared that the world had been accustomed to hear similar statements for many years ; but that, as a matter of fact, instead of diminishing, the mortality from cholera in India of late years had greatly increased, and that this mortality had never been so high as in 1891 and 1892. He did not actually say so, but he left it to be inferred very plainly that little or nothing had really been done to improve India, and that the growing increase of cholera there was a growing danger to every other country in the world, and especially to Europe, which has such constant communication with India. I felt, in the interests of India, that this paper ought not to remain unanswered, and I therefore replied, endeavouring to show that, although the facts relating to the increase of cholera in India during recent years are unfortunately correct, the conclusions which they seemed intended to invite are altogether erroneous. To this speech, which must be referred to for particulars, M. Monod made another reply, which is devoted in great measure to illustrate how full of errors the Indian statistics are. These defects are already well known to the Indian authorities and are fully admitted in the annual Sanitary Reports from which M. Monod derived his figures. The further exposure of such errors will do no harm, but it comes ill from France, which, as shown by the replies to my inquiries, can give practically no sanitary information whatever regarding her own colonies of Algeria and Tonkin, and, even in France itself, registers the causes of deaths only in towns having a population of more than 5000 inhabitants. Although M. Monod's second speech appears in the *procès verbal*, it was not delivered, and I had therefore no opportunity of answering it if I had wished to do so.

21. In this note I am dealing only with what took place at the Conference in relation to India, and offer no opinion on what results may be anticipated to Europe when their conclusions have been put in force ; but I cannot refrain from expressing great regret that the Conference did not lay more stress on the necessity for at once reforming the insanitary conditions at Camaran, and took no notice whatever of the urgent need for such reforms at the holy places. These are by far the most crying evils connected with the pilgrimage, and until they are remedied, all else can be of little avail. I am persuaded also that the importance of the Red Sea route, as a road by which cholera reaches Europe, has been greatly exaggerated by the Conference. The whole work of the Conference, indeed, seemed to me to be based on a series of assumptions which, I venture to think, are far from according with the facts of past experience.

22. In conclusion, I must express my acknowledgments to my colleagues of Great Britain, Mr. Phipps and Dr. Thorne Thorne, for their valuable assistance in all Indian questions, and particularly to Dr. Thorne, with whom I was more intimately associated, as we sat together, not only at the full meetings, but also on the Commissions. Our views on the epidemiology of cholera and the relation of India to Europe in this matter differ on some material points ; but, as I mentioned in my reply to M. Monod, there has never been the smallest

Divergence of opinion between us as regards any of the practical measures proposed by the Conference.

Paris,

J. M. C.

4th April 1894.

No. 2.

The Earl of Kimberley, to the British Delegates to the Paris Cholera Conference.

(No. 16. Sanitary Conference.)

Foreign Office,

Gentlemen,

30th March 1894.

I have had under my consideration the draft Convention which was submitted to me by Dr. Thorne Thorne as that proposed for signature, embodying the decisions arrived at by the Paris Sanitary Conference.

I have now to inform you that Her Majesty's Government consider the Convention, as now drafted, to be in many respects advantageous to British interests, but that there are certain points to which exception is taken by the Indian authorities, and to which Her Majesty's Government consequently cannot agree.

These points are three in number :—

1. Section 5 of Annexe 1 (A) imposes a restriction upon the pilgrims which is inconsistent with the Mahomedan faith, and which the Indian authorities are consequently not prepared to insist upon.
2. Article 13, Titre III of the Règlement (B), attached to Annexe 1, provides that the space of two square metres shall be assigned to each pilgrim on shipboard.

The present Indian regulations provide for a space of only one square metre, which is the space allowed to Indian troops, and has in practice been found to be sufficient by the Indian authorities, who are consequently not prepared to undertake the considerable change contemplated by the stipulation in question. They are, however, independently of the Convention, prepared to examine the subject again, with a view to deciding whether some increase can be made in the space now assigned to pilgrims.

3. Annexe 3 contains the arrangements proposed for the Persian Gulf. Her Majesty's Government greatly regret that these are not consistent with British interests, and that, for the reasons already expressed by you at the Conference, they are unable to accept them.

You are consequently authorized to sign the Convention, if your signature on behalf of Great Britain can be accepted with the reservations necessary to record the fact that Great Britain does not accept, and will not be bound by, the stipulations above mentioned.

If your signature is accepted upon these conditions, you will accompany it with a declaration in the form shown in the annexed draft, which should be attached to the Convention, and which will be inserted in Her Majesty's ratification.

A Full Power, conveying to you the necessary authority, has been signed by the Queen and will be transmitted to you as soon as possible.

I am, &c.,

KIMBERLEY.

Enclosure in No. 2.

Draft Declaration.

The undersigned British Plenipotentiaries, in signing the present Convention, make the following declaration on behalf of Her Britannic Majesty :—

Her Majesty's Government are unable to accept the following provisions contained in the said Convention, to wit :—

Section 5 of Annexe 1 (a).

Article 13, Titre III of the Règlement (B) attached to Annexe 1.

The whole of Annexe 3.

The undersigned British Plenipotentiaries further declare that, with the above reservations, the said Convention shall, when ratified, be applicable to all the colonies and foreign possessions of Her Britannic Majesty excepting to those hereinafter named, *viz.*, except to—

Dominion of Canada.
Newfoundland.
New South Wales.
Victoria.
South Australia.
Western Australia.
Queensland.
Tasmania.
New Zealand.
Cape of Good Hope.
Natal.

Provided always that the said Convention shall be made applicable to any of the abovenamed colonies or foreign possessions on whose behalf notice to that effect shall have been given by Her Majesty's Representative at Paris to the Minister for Foreign Affairs of the French Republic within one year from the date of the exchange of ratifications of the said Convention.

No. 3.

Foreign Office,
12th April 1894.

Sir,

In forwarding herewith a section of further correspondence respecting the proceedings of the Paris Sanitary Conference, I am directed by the Earl of Kimberley to request that you will call the attention of the Secretary of State for India in Council to the last paper in this section (despatch from British Delegates, No. 31, of 4th April), with particular reference to the declaration made by the Delegates with regard to pilgrim space.

Under the circumstances reported in that despatch Lord Kimberley proposes, with the concurrence of Mr. Secretary Fowler, to approve the action of the British Delegates in this matter.

I am, &c.,
E. GREY.

The Under Secretary of State
for India.

No. 4.

The British Delegates to the Paris Cholera Conference, to the Earl of Kimberley.

(No. 30. Sanitary Conference.)
Paris,
2nd April 1894.

My Lord,

With reference to our despatch No. 27 of the 26th ultimo, we have the honour to report that at a private sitting of the full Conference to-day the various

Delegations made declarations as to the reservations which they would attach to their respective signatures.

Before making the declaration which was enclosed in your Lordship's despatch No. 16 of the 30th March 1894, we had ascertained that the reservations which had been formulated by your Lordship would not interfere with our signing the Convention on behalf of Her Majesty's Government.

When we had read the declaration we were asked whether, in view of the appeal which had been made to us at the sixth plenary sitting, especially as to Article 13, Titre III, Règlement (B), attached to Annexe 1, (as to granting 2 square metres of space per pilgrim on boardship), the Conference was to regard the refusal of Her Majesty's Government to accept the three provisions specified in our declaration as final ("définitif"). To this we answered that, whilst we had no authority in any way to vary the terms of the declaration, or to regard them as otherwise than final, we knew, as a matter of fact, that Her Majesty's Government, whilst maintaining their reservation as to Article 13 (above specified) for the purposes of the signature of the Convention, were not unwilling to examine the subject anew. And as regards Annexe 3, relating to the navigation of the Persian Gulf, we regarded it as probable that the subject would be brought under the notice of the Government of India and of the diplomatic authorities on the spot.

Before the meeting closed a final appeal was made to us by M. Hanotaux to convey to Her Majesty's Government a sense of the importance which the French Delegation attached to maintaining Article 13 intact; and this we undertook to do.

Owing to our declaration, it was decided to insert in the Convention a claim made by a number of the leading Powers, to the effect that if the rejection by Great Britain of the clauses relating to the Persian Gulf should involve any advantages to British shipping, those advantages should also accrue to the shipping of the other interested Powers.

The senior American Delegate then made a declaration to the effect that the United States' Delegation might be willing to sign the Convention *ad referendum*, but that they should make two reservations. One embodied a protest against the alternative reading granted (by means of a foot-note) to Great Britain and the Netherlands as to maintaining pilgrims under observation for five days whilst at sea, instead of in the port of departure; and the second was a protest as to the conditions under which the various Powers could be represented on the Committee of the Council of Constantinople, to which Committee is granted, under the Convention, the power of carrying out the various provisions of that instrument.

It transpired, however, that the United States' Delegation had not been vested with any powers to sign the Convention.

The Turkish Delegation is the only Delegation, beyond that of the United States, which will not sign the Convention to-morrow.

I have, &c.,
(For the British Delegates)

R. THORNE THORNE.

No. 5.

The British Delegates to the Paris Cholera Conference, to the Earl of Kimberley.

(No. 31. Sanitary Conference.)

Paris,
4th April 1894.

My Lord,

We have the honour to inform your Lordship that the final sitting of the Conference took place yesterday, the 3rd instant. The meeting was convened

as a "Séance de Signature," and both the Protocol and the Convention were signed by all the Delegations except those of Turkey and the United States, whose signatures were affixed to the Protocol alone. Both we and Surgeon-General Cunningham signed the two instruments on behalf of Her Majesty's Government.

When the process of signing was completed, the principal Italian Delegate announced that his Government had accepted the Convention, subject to the same reservations as those made in the British declaration. M. Barrère, the President of the Conference, then made his closing Presidential speech, which was responded to on behalf of the Conference by Count Kuefstein. M. Casimir-Perier then entered the Conference Hall and delivered the closing address.

This address was followed by a speech delivered by Count Moltke, the Doyen of the diplomatists present, in which the Government of the Republic and the French Delegation were heartily thanked for the unvarying courtesy and hospitality which had been accorded to the foreign Delegates during their stay in Paris.

There remains one point to which it is necessary to draw your Lordship's attention.

Before the sitting commenced we entered into conversation with one of the French Technical Delegates, expressing the opinion that it was to be regretted that the Conference had rejected the British proposal as to increasing the space now allotted to pilgrims on board pilgrim ships from 1 square yard to 1.50 metre, instead of more than doubling it, namely, raising it to 2 square metres, as embodied in the Convention.

We urged that this was the more to be regretted, because the Convention in its present form gave no indication to the Powers who had made reservations on this point that any raising of the standard short of 2 square metres was regarded as desirable.

The answer was somewhat significant. It was in effect as follows:—

During the sittings of the Conference the attitude of Great Britain in this respect has not been generally known; but when the Proceedings are published, the opinion of the public will certainly be so manifested that ultimately you will feel obliged to grant the 2 square metres.

We did not for a moment assume that Her Majesty's Government or the Government of India would be influenced in such a matter by any considerations other than those involving the several interests of the pilgrims; but we thought that it might be desirable to confer further with the leading French Diplomatic Delegate on the subject, and the result was that we found him very desirous of getting the subject in question placed upon a more satisfactory footing.

After some private discussion we ultimately agreed that the following declaration should be made on our part:—

Se référant à ses réserves portant sur l'Article 13 du Titre III du Règlement (B), attaché à l'Annexe I, la Délégation Britannique déclare que son Gouvernement serait, après un nouvel examen de la question et comme un acheminement vers les décisions de la Convention, disposé à adhérer à l'attribution d'une surface minime de 1.50 mètre par chaque pèlerin à bord des bateaux qui les transportent.

Objection to this was raised by Dr. Shakespeare, the senior United States' Delegate, who said he opposed it the more because it was a second concession to the British Delegation as to matters which, in his opinion, were necessary at ports of departure with a view to the protection of Europe.

M. Hanotaux rose and pointedly defended the action of the British Delegation, which had so distinctly evidenced its good-will and conciliatory disposition. Mr. Phipps then declared that it was impossible better to interpret the spirit by which we were animated than the French Delegate had done.

All the Delegations except that of the United States accepted this view, and it was evident that in adopting the British declaration the Conference viewed with great satisfaction the attitude we had adopted.

We trust that, having regard to the fact that one of us (the senior Delegate) had, with your Lordship's concurrence, announced at the fifth plenary sitting that Her Majesty's Government were not prepared to accept a surface in excess of 1.50 metre, as also to the circumstance that in your Lordship's letter to us of the 30th March last it is stated that the Indian authorities are prepared to examine the subject again, the action we took in this matter will meet with your Lordship's approval.

M. Barrère suggested that our declaration should be embodied in the Convention, but Mr. Phipps pointed out that an examination into the question must first take place, and that it would be undesirable to prejudge the decision. It was then suggested that the final embodiment in the Paris Convention of any conclusion that may be come to on the basis of our declaration could easily be arranged by means of a supplementary Convention to be signed by the various Diplomatic Representatives of the countries concerned, and who are usually resident in Paris.

We have, &c.,

E. C. H. PHIPPS,

R. THORNE THORNE.

No. 6.

India Office,
2nd May 1894.

SIR,

In reply to Sir E. Grey's letter dated the 12th April 1894, I am directed by the Secretary of State for India to say that he concurs in the Earl of Kimberley's proposal to approve the action of the British Delegates in making the declaration quoted in their letter, received on the 5th April, regarding the allotment of increased space to Indian pilgrims travelling to and from the Hedjaz.

I am, &c.,

A. GODLEY.

The Under Secretary of State,

Foreign Office.

No. 7.

Foreign Office,
23rd May 1894.

Sir,

With reference to the letter of the 25th ultimo from this Department, enclosing a copy of the Sanitary Convention recently signed at Paris, I am directed by the Earl of Kimberley to transit to you, to be laid before the Secretary of State for India in Council, a general report which has been prepared by the British Delegates to the Conference.

It will be observed that they submit fresh considerations as to two out of the three reservations which they made on signing the Convention, namely, as to the minimum space to be allowed to pilgrims on boardship and as to the sanitary organisation which it is proposed to establish in the Persian Gulf.

Lord Kimberley presumes that Mr. Secretary Fowler will make any necessary communications to the Indian Government, and to the shipping companies interested in the traffic from India, with regard to both these questions.

This Department will no doubt be informed in due time whether, so far as the Indian Government is concerned, all the reservations made on behalf of

Her Majesty's Government must be maintained when the ratifications are exchanged.

I am, &c.,
E. GREY.

The Under Secretary of State
for India.

Enclosure in No. 7.

Confidential.

The British Delegates to the Paris Cholera Conference, to the Earl of
Kimberley.

Paris,

7th April 1894.

My Lord,

We beg leave herewith to submit to your Lordship our Report on the proceedings of the International Sanitary Conference of Paris, at which we had the honour, in accordance with the instructions of the Earl of Rosebery, dated the 3rd February 1894, of representing Her Majesty's Government. The Conference was opened by M. Casimir-Perier on the 7th February and was closed by His Excellency on the 3rd April. During that period there had been seven ordinary sittings of the full Conference, in addition to several special sittings, as well as 19 sittings in Committee, and a number of meetings either in Sub-Committee or of a still less formal character.

On the day of the last sitting of the full Conference a special sitting was convened, at which both we and Surgeon-General Cunningham, Technical Delegate for the Indian Government, signed the Protocol, as also the Convention which had been drawn up as the result of the proceedings of the Conference, Her Majesty having been pleased to appoint us Plenipotentiaries for this purpose. Our signatures were, however, made subject to the declaration which had been transmitted to us by your Lordship, and in which Her Majesty's Government maintained three reservations.

The Convention was signed by the Delegations representing the following countries, some of them making certain reservations in affixing their signatures:—Germany, Austria-Hungary, Belgium, Denmark, Spain, France, Great Britain, Greece, Italy, the Netherlands, Persia, Portugal and Russia. Three other Governments were represented at the Conference, namely, Sweden and Norway, Turkey, and the United States; their Delegates only signed the Protocol.

We have from time to time been in communication with your Lordship as to our proceedings, and we have on two occasions had the advantage of personal conference with representatives of the Foreign, India and Colonial Offices, and the Board of Trade. In this way a somewhat detailed account of our attitude in a number of matters has already been brought under your Lordship's notice; and, in view of these circumstances, we propose now, in submitting to your Lordship the Convention itself, to limit ourselves to a general statement as to the action which we felt it our duty to take, and as to the conclusions which are embodied in the Convention.

The Conference had for its professed object to prevent the diffusion of cholera through the agency of the Mecca pilgrimage, as also by reason of the traffic in the Persian Gulf; and its labours were, in the main, divided into three parts, for each of which a Special Committee was appointed. The first Committee was that relating to the Red Sea, and it had concern with all the details of the journey to and from the Hedjaz by Mussulman pilgrims, whether by way of the Straits of Bab-el-Mandeb or of the Suez Canal. The second had to do with the navigation of the Persian Gulf and of the Euphrates. The third, which dealt with the question of ways and means, involved the various financial and administrative considerations necessary to the carrying out of many of the conclusions embodied in the Convention.

We now proceed to deal with the various conclusions in the order in which they are embodied in the Convention.

Annexe I (A).—Police Sanitaire dans les Ports de Départ des Navires à Pèlerins venant de l'Océan Indien et de l'Océanie.

Under this heading we agreed to the requirement that prior to embarking on pilgrim ships every pilgrim should be subjected to examination by a properly appointed medical officer; that this examination should be carried out in the day-time; that any articles carried by the pilgrim which are regarded as infected or suspected should be disinfected; and that no person found to be suffering from any choleraic affection should be allowed to go on board. But when it was further proposed that all intending pilgrims should be detained under observation for a period of five days at the ports of departure, we declined to accept a conclusion which embodied a masked form of land quarantine, and which in ports such as Bombay would almost necessarily be followed by the occurrence of cholera and other sickness amongst the pilgrims, many of whom would have arrived from perfectly healthy districts, and who when aggregated together as proposed, would be certain to suffer materially in health. The conclusion was modified in several ways to meet our objections, but we did not finally assent to it, until at a late stage of the proceedings it was decided that for the purposes of British India the "observation" might take effect during the sea voyage between Indian ports and Aden. The modification given effect to this was so worded as to make it apply also to the circumstances of the pilgrim traffic from the Dutch Indies.

The last conclusion under sub-head (A) embodied a requirement that the pilgrims should, before leaving the ports of departure, give evidence that they were in possession of the necessary pecuniary means to accomplish the journey both to and from the holy places; and in the French programme it was stated that this requirement was in accordance with the Mussulman law. We explained that to accede to this requirement under existing circumstances would involve a serious interference with the religious liberty of many out of some 60,000,000 of Her Majesty's Mussulman subjects; but as the statement with reference to the Mussulman law had been made on several previous occasions, we called upon the Turkish Delegation to state precisely what the law was on this subject. After some considerable delay, due to necessary communications with Constantinople, the leading Turkish Delegate announced that since the performance of the pilgrimage was one of the five fundamental command-

ments of the Mussulman religion, no one could under the Mussulman law be prohibited from undertaking it.* Under these circumstances we felt justified in refusing to accept the conclusion, and this matter formed one of the three reservations subject to which we signed the Convention.

* The actual words used by Tur-
khan Bey were as follows :—"J'ai
l'honneur de déclarer que le pè-
lerinage étant l'un des cinq commande-
ments fondamentaux de la religion
Musulmane, celle-ci ne saurait l'inter-
dire à personne."

(B).—Mesures à prendre à bord des Navires à Pèlerins.

The regulations made under this sub-heading were divided into four chapters. Chapter I defines pilgrim vessels. Chapter II deals with the inspection of each vessel in order to see if it fulfils a number of requirements, including the provision of water and food-supplies, means of disinfection, and a free space on the upper deck such as is requisite for the movements and accommodation of the pilgrims. Certain duties are also imposed upon the captain; thus, he is required to affix notices on board specifying, amongst other things, the prices of the various foods, and he must be in possession of a list containing the name and sex of every pilgrim on board, as also the total number of pilgrims carried. Chapter III lays it down that every pilgrim ship carrying 100 pilgrims or more must have on board a duly qualified medical man, a second one being provided when the number of pilgrims exceeds 1,000. Some of the duties of these medical officers are prescribed; the arrangements necessary in dealing with the sick are laid down, and amongst these it is declared that a hospital capable of accommodating patients at the rate of 5 per cent. of the number of pilgrims carried shall be provided, and that a surface of three square metres shall be available for each sick person. This accommodation is, we believe, in excess of that generally provided; but we did not feel justified in raising objec-

tion to it. Under this chapter the amount of water supplied to each pilgrim gratuitously is to be not less than five litres per diem; certain rules are laid down as to procedures at ports of call, and the captain is held responsible for the payment of all the sanitary taxes, these to be included in the price of the passage ticket. On this latter point we asked for the instructions of Her Majesty's Government before assenting to it.

Article 13 of this chapter contains an important provision. It lays down the amount of surface and of cubic space that is to be available between-decks for every pilgrim carried on board. The requirement as to superficial area is two square metres per head; this space to include the pilgrims' personal luggage ("petits bagages"). In dealing with this subject we were largely influenced by the views of Dr. Cunningham, and later on by those of the India Office. Under "The Native Passengers Act, 1887," the corresponding amount of space is less than half this area, being only one square yard; and it appears that the regulation of the Dutch Indies is in this respect similar to that enforced at our Indian ports. It is stated by the India Office that the one square yard allotted to pilgrims is the same as that which is available for our native troops and native seamen; that, so far as is known, such limitation of floor space has not been shown to have resulted in the production of sickness, and still less of cholera; that, owing to the climatic conditions of the voyage across the Arabian Sea and up the Red Sea, the whole deck surface is available for the pilgrims by night as well as by day, except during the monsoon and heavy or wet weather; that the pilgrims are encouraged to sleep on deck in large numbers; that, as a matter of fact, they do so; and that, from this point of view, ships conveying Indian pilgrims are in an altogether different position from pilgrim ships which reach the Red Sea from the north. Having regard to these considerations, it was felt by the India Office that the increase in the passage-money, which would result from more than doubling the amount of space now required, would tend to interfere with the performance of the pilgrimage by the poorer Mahomedans, and would be regarded as a restriction affecting a religious rite.

These considerations were submitted to the Conference, although we did not disguise the fact that, were sanitary considerations alone in view, we should not have hesitated to accept the minimum space laid down in the Convention. But in answer to our various statements the following points were adduced:—

It was stated that, at certain periods of the year, the pilgrims were, as a matter of fact, huddled together under conditions of overcrowding that could not be justified; that a space of two square metres (roughly 6 ft. 7 in. by 3 ft. 3½ in.) was not much more than was necessary for an ordinary pilgrim in a recumbent position, together with his personal baggage; that even if native troops were, as a matter of fact, subjected to the limitation of one square yard of space, there was no similarity between a body of picked men in health, under proper discipline and accompanied by a regular medical staff, on the one hand, and a shipload of pilgrims on the other; that in effect it was the actual superficial area allotted to a dead body in the cemeteries of many countries; that on the return journey many of the pilgrims were, by reason of sickness and privation, in a condition necessitating at least such space; that if the requirement did interfere with the departure from India of some of the poorer pilgrims, it would to that extent deal with one of the greatest sanitary evils of the pilgrimage, namely, the large excess of the pauper element which had so often been animadverted on by Indian officials and others; and that since the Dutch Government would abide by our decision in this respect, the attitude of the Anglo-Indian Delegation on this question would come largely to govern the space to be allowed on pilgrim ships in all parts of the world. We were also informed that the French Government had decided on two square metres for pilgrims leaving Algeria and Tunis; that they were extremely anxious to enforce it, but would be unable to do so unless Great Britain did the same. We were also informed that Russia, Turkey, and Austria-Hungary were willing to adopt the same rule. After consultation with Her Majesty's Government, we offered to accept a minimum standard of 1½ square metres (some 5 ft. by 3 ft. 3 in., or 16 square feet); and although this was not at the time accepted, our offer, when renewed in the form of a proposal which we would submit to Her Majesty's Government for their

favourable consideration, was, at the last sitting of the full Conference, accepted by the Conference and embodied in its Proceedings. For the moment, however, Article 13 remains one of the three points of the Convention which we have not accepted, and which calls for a final solution.

Chapter IV of the Regulation deals with the fines to which the ship's captain or other responsible person becomes subjected for breach of the various provisions embodied in the regulation. The majority of these fines do not differ very materially from those which are incurred at the present time, and where they do exceed these reason was alleged for the change. Thus, breach of the rule to provide a ship carrying more than 100 pilgrims with a properly appointed medical officer is made punishable by a fine of £ T. 300; this sum having been decided on because it was felt necessary that it should exceed the saving that would be effected by failure to comply with the regulation in this respect.

The entire Code of Regulations must be affixed on board in languages with which the pilgrims are familiar.

Annexe II.—Surveillance Sanitaire des Pèlerinages dans la Mer Rouge.

When this subject came under discussion we felt it our duty to enter the strongest possible protest against the quarantine station on the Island of Camaran, as organized and controlled during the thirteen years in which it has been in use as a sanitary station for the inspection and detention of pilgrims on their way to Jeddah. We pointed out that in almost every detail it not only failed in its professed purposes, but that by reason of its faulty and dilapidated establishments, of its neglected sanitary circumstances, of its lack of decent or sufficient water, of the exactions to which the pilgrims were subjected, of the incompetency of its officials and otherwise, it constituted a source of grave danger to the health and lives of those who were compulsorily detained there. And, quoting a recent French authority, we showed, by reference to actual instances, that Camaran, instead of serving to prevent cholera, was in fact a cholera dépôt ("entrepôt cholérique"). Dr. Cunningham made a detailed statement much to the same effect, and it is noteworthy that, although the Conference included five members of the Superior Council of Constantinople, none of the facts to which we referred were in any way met or disputed.

The question of the abandonment of Camaran was then mooted; but, owing to the difficulty of finding a better station, and to the fact that it was, above all, the faulty and negligent administration of the station that was so grave a source of complaint, it was in the end deemed advisable to retain Camaran and to improve its present organization.

We did not withhold our assent to this decision, subject to the condition of substantial reforms being adopted; and we indicated that, as a first of these reforms, pilgrim ships should not as such be subjected to quarantine detention there, but that vessels should be subjected to differential treatment according as they were "indemnes," "suspects," or "infectés," as defined under the Dresden Convention. We pressed this the more because of the second series of precautions which are always taken as to pilgrim vessels on touching at Aden. This proposal was agreed to, and the series of rules applicable to the several classes of vessels, and embodied in Annexe II, was assented to. Under these rules vessels on board which no case of cholera has occurred, either at the port of departure or during the course of the voyage, are deemed to be "indemnes," and such vessels will receive free pratique after a medical visit, subject only to the disembarkation of the pilgrims, who will be required to take a bath and to submit to the disinfection of their dirty linen and of such other of their belongings as are deemed to be "suspect." Detention for these several purposes, including the time necessary for re-embarkation, is however, not to exceed forty-eight hours.

Vessels deemed to be "suspects" are those on which there has been cholera, but on which no fresh case has occurred within seven days before arrival at Camaran. The restrictions as regards these vessels are substantially the same as those applicable to the first class of vessels. If no fresh case of cholera

or of choleraic diarrhoea occurs during the forty-eight hours' detention, the pilgrims are to re-embark for Jeddah; but on arriving at that port they will be subjected to a second medical inspection on boardship. Should any cholera be detected amongst them, the ship will be sent back to Camaran to be dealt with as an infected vessel.

Infected vessels will include all vessels on board which cholera has occurred within seven days before arrival at Camaran. Compulsory detention and isolation in groups of all passengers will be insisted on in such cases, as also certain measures of cleansing and disinfection, but the detention is limited to a period of five days from arrival, or from the date of the occurrence of the last case of cholera. A second medical visit will be requisite before landing at Jeddah.

These regulations, notably those as to healthy vessels, go in some respects beyond that which we deemed necessary. But when compared with the existing system under which all pilgrim vessels are, apart from the question of health, compelled (1) to disembark all their passengers for a minimum period of ten days on an island where there is not unfrequently distinct risk of contracting cholera, and (2) to submit to further detention for a period of fifteen days from the date of the last case of cholera occurring in any group of pilgrims, the gain must be regarded as a very substantial one. The scheme embodied in the Convention offers the additional advantage that it will tend to diminish the chance of pilgrims being impoverished at the commencement of their pilgrimages during long detentions at Camaran; and it also involves a general system of amelioration of the sanitary station itself. The improvements in question relate to such matters as the means of embarkation, hospitals, camps for pilgrims, means of disinfection apparatus for the distilling of water, which is to be supplied gratuitously, and the distribution of food-supplies under proper regulation and at fixed prices.

Somewhat similar arrangements are also provided for at Abou-Saad, Vasta, and Abou-Ali to meet the case of such pilgrims as disembark at these places, and the provision of disinfecting appliances are also required for use at Jeddah and Yambo for pilgrims who are leaving those ports on the completion of the pilgrimage.

Some suggestions are also made as to the organisation of the sanitary station at El-Tor, but this station having been dealt with under the Venice Convention, its reorganisation, which has already been commenced, was held properly to rest with the Maritime Council of Alexandria.

Regulations are also laid down as to pilgrim vessels coming from the north. Such vessels as are found to be healthy are to receive free pratique at once, but those that are "suspect" or infected will have to be dealt with at El-Tor in the same manner as has been prescribed at Camaran for similar vessels reaching the Red Sea by the Straits of Bab-el-Mandeb.

Lastly, rules have been laid down requiring that all pilgrims shall, before re-embarking at ports of the Hedjaz, be subjected to medical inspection, and that all articles held to be infected or suspect shall be submitted to disinfection.

Annexe III.

This portion of the Convention is concerned with the navigation of the Persian Gulf; and the proposals embodied in it relate to the establishment of two sanitary (quarantine) stations and of certain "sanitary posts" at different points in the Gulf, or on the rivers at its head; as also to the sanitary regulations to which the shipping is to be subjected with a view to prevent the alleged danger of the importation of cholera into Mesopotamia, and thence into Asia Minor and Europe.

The proposals as to sanitary stations and sanitary posts are as follows:—

1. The establishment at Fao, at the mouth of the Shat-el-Arab, of a sanitary station (lazaret) on shore; this station to be completely organised for the detention of passengers and crew arriving in infected or suspected vessels.
2. The establishment of a minor sanitary station (lazaret) on one or other of the Ottoman islands, Siluhuje or Yilaniyé near Bussorah,

for the surveillance of any persons who may escape visit, etc., at Fao.

3. The maintenance of eight sanitary posts, one at each of the following places: (1) Bussorah, already existent, but now used as a quarantine station; (2) Koveit; (3) Menama (Barein Islands); (4) Bender Abbas; (5) Bender Bouchier; (6) Mohammerah; (7) Gwador (Baluchistan); and (8) Muscat.

These eight sanitary posts are to be provided with a medical man, who shall visit each arriving ship. If the ship be infected or suspected, it will be his duty to direct it to Fao or to the minor station near Bussorah, and, where practicable, to announce by telegraph to the officials in charge of those stations the fact that he has done so. No detention of vessels at any of these eight posts is contemplated.

It was understood that the provision of the necessary buildings at Fao and at the supplementary sanitary station would have to be provided by the Ottoman Government; but that the cost of administration of these stations, including the provision of apparatus for disinfection, as also the cost of maintaining medical officers at the eight sanitary posts, would devolve either on the Superior Council of Constantinople, or, as regards the medical officer attached to the three posts in Persian territory, on the Persian Government. It was also announced to the Conference that an agreement had been come to between the Ottoman and Persian Delegations as to the desirability of establishing the principal station at Fao.

The Code of Regulations to be applied to vessels trafficking in the Persian Gulf is as follows:—

Healthy vessels, namely, those on which no case of cholera has occurred, are to receive immediate pratique, whatever their bill of health. This privilege is, however, vitiated by reason of a recommendation to the effect that the crew and passengers should be maintained under "observation" for five days at Fao or the supplementary sanitary station; the commencement of this five days' observation is to reckon from the date when the vessel left the port of departure, and the detention is only to be applied when that port is a contaminated one. Vessels from Bombay or Kurrachee direct to Fao would escape even this suggested detention by reason of the length of the passage.

Vessels deemed to be "suspect," namely, those on which there has been cholera, but no fresh case within seven days, are to receive a medical visit, and certain processes of disinfection, etc., are to be carried out. There is also a recommendation (1) as to maintaining the passengers under observation for five days from the date of leaving the port of departure, and (2) as to preventing the landing of the crew except for purposes of necessity.

In the case of infected vessels, namely, those in which any case of cholera has arisen within seven days before arrival, the sick and the remainder of the passengers are obliged to disembark and to undergo detention under observation for an outside period of five days; the length of the detention to be regulated by the date of the occurrence of the last case of cholera and the sanitary state of the vessels. Disinfection of linen, etc., is also compulsory. The objections which we raised to these proposals relating to the Persian Gulf were as follows:—

1. The history of cholera in Mesopotamia and the Persian Gulf did not call for the imposition of such restrictions. We contended that infection of Mesopotamia took place by the land route through Persia rather than by the sea route up the Gulf: and in support of this view we elicited from M. Mordtmann, German Delegate, who had for twenty years been a member of the Superior Council of Constantinople, that during those twenty years cholera had only once been imported direct from India to Bussorah—the existing quarantine station.
2. That the by no means inconsiderable expense which would be involved in a scheme which cannot be deemed requisite for the

purposes indicated would fall mainly on British shipping, 98 per cent. of the total being carried on under the British flag.

3. That even if detentions were necessary they should be carried out, as at present, at Bussorah, where unloading can be carried on into barges "in quarantine," instead of at Fao, where the vessels would be absolutely idle and at a great cost to the owners.

In answer to this it was pointed out to us that a ten days' quarantine could, under existing arrangements, be imposed on all shipping arriving at Bussorah from ports of India; that, as a matter of fact, complaint is made by British shipping as to the existing measures of quarantine imposed at that station; and that, on Dr. Mordtmann's showing, all British ships sailing direct from Indian ports to the mouth of the Shat-el-Arab for the past twenty years would, with one exception, have received immediate free pratique at Fao, instead of being submitted to the detentions now complained of.

Having regard, however, to your Lordship's instructions, we announced that the whole question of the Persian Gulf must be reserved in so far as acceptance of the Convention by Her Majesty's Government was concerned. In making this our third reservation we added that the subject was likely to receive your Lordship's further consideration after the shipping companies and the diplomatic authorities concerned had been consulted.

Annexe IV.—Surveillance et Exécution.

This portion of the Convention is administrative in character. It provides for the formation of a Committee of the Superior Council of Constantinople, composed of three Representatives of Turkey, and of such other members of the Council as represent Governments who have adhered, or shall hereafter adhere, to the Conventions of Venice, Dresden, and Paris. To the Committee thus constituted is delegated the duty of carrying out and of supervising the several measures concerning the pilgrimage which are dealt with under the Convention. This clause was only arranged as the result of several informal conferences. Other proposals had come under consideration, but to these we raised objection because they involved questions affecting the constitution of the Council; and our assent to the clause as it now stands was mainly given because whilst it gave some assurance of efficiency, it avoided that difficulty.

Considerable objection was raised to this clause by the senior Delegate of the United States, and he received support from the Representatives of other countries whose Governments had not become parties to one or both of the Conventions signed at Venice and at Dresden; but the clause was carried by a large majority, which included the vote of Great Britain.

A second clause lays down certain conditions with a view of securing efficiency and competency on the part of the officials employed in connection with the various sanitary stations enumerated in the Convention.

The third clause refers to the apportionment of the expenditure to be incurred on account of the decisions of the Conference. It has been decided that the arrangement hitherto in force shall be maintained, *viz.*, that the Turkish Government shall bear the expenses of the construction, repairing, and maintenance of the lazarets; whilst the working of those establishments and their *personnel* shall be paid by the Sanitary Council at Constantinople.

It is to be observed that the Ottoman Delegation called the attention of the Conference to the considerable reserve fund at the disposal of the Council and amounting already to nearly 150,000*l.*, proposing that some portion of this should be utilised by the Imperial Treasury in view of the fresh charges imposed upon it.

It is desirable, in the first instance, to place on record the origin of this reserve fund. It emanates from the unexpended surplus of the quarantine and

sanitary taxes annually borne by navigation in general. Consequently, these funds belong in reality to the Powers who, by modifying the agreement arrived at with the Porte, are alone in a position to authorise the desired loan.

There are, moreover, motives of precaution which may induce the Powers to hesitate before agreeing to this project. The Mixed Commission of Tariffs recommended the diminution of the sanitary taxes as now levied, which would prevent any progressive increase of the annual surplus as has hitherto been the case. It is also to be borne in mind that even should the taxes not be reduced it cannot be confidently foreseen that the surplus will always be susceptible of augmentation as before. The Sanitary Services of the Red Sea and of the Turco-Persian frontier are in constant deficit, whilst the excess emanates solely from the sanitary taxes levied in the Mediterranean. The expenditure in the Red Sea and Persian Gulf will now be enhanced. The Conference, guided by these considerations, decided on not disturbing the existing arrangement, but certain portions of the expenditure to be incurred will be defrayed out of the funds at the disposal of the Sanitary Council, the Ottoman Government incurring the remainder.

Thus the Ottoman Government will pay 1,923,000 fr. for expenses of "premier établissement," the Sanitary Council paying 557,000 fr.

For the maintenance of the service of the lazarets an annual outlay of 249,000 fr. will be requisite, which will fall on the Sanitary Council out of the taxes on navigation.

In the Persian Gulf, owing to an arrangement between the Persian and Turkish Governments, the former will bear the expenditure to be incurred at the Persian stations, but it is to be observed that the Persian Delegate declared at the fifth sitting of the Conference that the financial resources of Persia would not enable that country to incur the expenditure involved by the recommendations of the Conference, and that it would be difficult to levy taxes on transport of corpses or on pilgrims.

The 3rd, 4th, and 5th clauses bear upon an important point—the imposition of fines on account of infraction of the regulations drawn up by the Conference. In its efforts to prevent the diffusion of cholera by means of the Mecca pilgrimage it had elaborated various stringent rules with heavy penalties attached, and leviable on such vessels as might, owing to neglect or inadvertence on the part of the captains or owners, fail to comply with them. There could be no possible doubt that the only authority competent to decree these fines must be a sanitary one, and that the amounts must reach the hands of the Sanitary Council through the intermediary of the Consul of the nation to which the vessel might belong. He alone could be in a position to pursue and punish the vessel attempting to elude payment. It was, however, necessary to create a Court to which the captain, if dissatisfied with the decision of the Sanitary Council, could make formal appeal. Such Court will be constituted annually by the Consular body at Constantinople, and in it a representative of the sanitary administration will play the part of counsel for the prosecution. But whenever the imposition of any fine becomes subject for litigation, a security is offered to the appealing captain by the invariable presence of the Consul of his own nationality.

The Ottoman Delegation declined to accede to these views of the Conference, and until we had satisfied ourselves that the provisions ordered would not interfere with the existing Consular Regulations, we also delayed our acceptance of them. The Conference, however, unanimously repudiated all notion of interfering in the internal affairs of the Ottoman Empire when it decided on the mode of procedure indicated above, and it is to be hoped that these practical measures, drawn up in the interests of all, will not meet with objection on the part of the Porte.

Finally, the Conference placed on record a decision to the effect that the sums emanating from sanitary taxes and fines can in no case be diverted to other than sanitary objects.

After thus discussing the main conclusions adopted by the Conference and actually embodied in the Convention, it is necessary to refer to the following re-

commendations or "vœus" expressed by the Conference at large, which it trusts may, in the interests of the object for which we were convoked, be carried into effect by the Powers interested:—

1. In regard to the surveillance over the caravans directed Meccawards by the land route, as well as in regard to eventual railway routes, it is urged that the measures adopted shall be in conformity with the principles of the Venice and Dresden Conventions, and that measures of disinfection shall replace land quarantine.
2. That sanitary measures founded on the above principles shall be adopted on the eastern and southern frontiers of Persia.
3. That the Powers which have not acceded to the Sanitary Conventions both of Venice and Dresden shall do so. At present Great Britain, Austria-Hungary, France, Germany, Holland, Italy and Russia alone have acceded to both Conventions.

It is our duty to draw attention to a point not directly concerning the programme of the Conference.

As on the occasion of previous International Conferences and other similar gatherings, the attention of the Conference was drawn to the fact that whilst Great Britain opposed the imposition of quarantine restrictions both by other nations, and when such restrictions affected her home ports, the British Government allowed her colonies to impose rigorous quarantine measures which were altogether in violation of the principles of the Conventions of Venice and of Dresden to which Great Britain had adhered. In referring to this subject, the Delegation of the United States on this occasion especially cited the instance of Malta. Our answer was to the effect that Her Majesty's Government had urged upon the Government of Malta the importance of accepting the provisions of the Dresden Convention, and regretted the attitude hitherto adopted by the Colony in the matter of quarantine restrictions.

There is one other subject to which it is impossible not to make allusion in this our final report.

At the final sitting of the Conference the First Turkish Delegate read a declaration on the part of his Government to the following effect:—

The precautions decided upon by the Conference for the Red Sea were, in the opinion of the Porte, insufficient. For "vaisseaux indemnes" an observation of seventy-two hours instead of forty-eight was requisite; for "vaisseaux suspects" a quarantine or observation for five days instead of forty-eight hours; and for "vaisseaux infectés" a quarantine of ten days instead of five days.

He further declared that the proposals of the Conference with regard to the Persian Gulf would imply a negation of even any observation whatever, since the time occupied by the passage between Indian ports and Bussorah in all cases exceeded the five days declared necessary by the Conference. The Porte consequently would impose a quarantine of observation of five days on ships from the date of their arrival at a Turkish port in the Persian Gulf.

The decisions embodied in this declaration had, after discussion by the "Conseil Sanitaire," been approved by the Council of Ministers and promulgated by an Imperial Iradé.

General regret, we believe, was entertained among the various Delegations that this declaration was not promulgated at an earlier period during the prolonged sittings of the Conference. Opportunity might have been afforded for discussing it, and we believe that arguments founded on experience might have been adduced which would have convinced our Turkish colleagues that the modifications introduced at the ports of departure and during the voyages of the pilgrim ships, as well as the wise measures and improvements in progress in the Hedjaz, are such as to afford ample security without the restrictions which it is thus contemplated to impose. Though they show considerable modification as compared

with the stringent and, we may add, scientifically speaking, antiquated quarantine restrictions which have hitherto been in vogue in Turkey, they would, if persisted in, neutralise to a great extent the decisions of the Conference, which have been arrived at after long and patient discussion. We have, however, every hope that these objections will before long be overcome.

It only remains for us to add that in all matters on which we voted, and in all conclusions at which we arrived, we found ourselves in complete accord with our colleague, Surgeon-General Cuninghame, whose co-operation was the more valuable by reason of his exceptional experience of India and of all that relates to questions of public health in that portion of Her Majesty's Empire.

We have, &c.,

(Signed) E. C. H. PHIPPS.
R. THORNE THORNE.

Despatch of 11.9.94, No 12.

CONFIDENTIAL.

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SANITARY.

HOME DEPARTMENT PROCEEDINGS,

189 .

No. 12 OF 1894.

GOVERNMENT OF INDIA.

HOME DEPARTMENT.

SANITARY.

TO THE RIGHT HONOURABLE H. H. FOWLER,

Her Majesty's Secretary of State for India.

Simla, the 11th September 1894.

SIR,

WE have the honour, in continuation of our telegram No. 213, dated the 25th August 1894, to reply to your Revenue Despatch No. 72 of 7th June last, on the subject of the International Sanitary Conference, which was convened at Paris in the early part of this year to consider means for preventing the spread of cholera westwards by way of the Red Sea and the Persian Gulf. In the telegram referred to we entered a protest against the procedure under which the Convention drawn up by the Conference had been accepted on behalf of Her Majesty's Government. Our reasons were that the terms of the Convention conflict with the views expressed by us on some important matters connected with the pilgrimage to Mecca, and that the Convention had been adopted without an opportunity having been afforded to us of giving an opinion upon its terms. In view of our emphatic objections upon the questions of the allotment of space on boardship for each pilgrim, and the adjudication by any tribunal other than Her Majesty's Consuls, in respect of breaches of sanitary rules alleged against British subjects in the Red Sea, we also requested that the proposed supplementary Convention regarding the minimum superficial space on boardship should not be accepted, and that, should the Turkish Government agree to the Convention, in consideration of a relaxation in her favour of the regulations in Annexure IV regarding the authority by which breaches of the rules should be tried, Her Majesty's Government should protest, unless it is conceded that cases against British subjects should be decided by British Consuls.

2. Your Despatch of 7th June last, with which a copy of the Convention was forwarded, informed us of the reservations subject to which the Delegates of the United Kingdom and India signed it, and observed that, so far as it has been accepted by Her Majesty's Government, it is binding upon them and upon us, and that it will not be possible at present to reopen matters settled by the Conference to which the British and Indian Delegates, with the approval of the British Government, may have given their adhesion. We were not aware, prior to the receipt of this Despatch, that any agreement upon the subject between the Great Powers was contemplated, or that the rules regarding the pilgrim traffic to and from the Hedjaz were to be made subjects of discussion. The only communication concerning the Conference, which was received by us before its close on the 3rd April 1894, was Lord Kimberley's telegram, dated the 10th January 1894, to the following effect:— "French Government convene Conference. Paris, 24th January next, to consider means of preventing spread cholera in Red Sea, Persian Gulf. Her Majesty's Government join. Can you send Indian representative, or do you wish me to make arrangements?" It was impossible for us to depute any officer from India to reach Paris in time, and we replied by telegram on the 13th January suggesting the deputation of Surgeon-General J. M. Cunningham, C.S.I., as he was fully acquainted, we considered, with the position taken by the Government of India as regards cholera in the Red Sea. In a subsequent telegram, dated the 17th January, we referred to a number of Despatches as expressing our views on the question of

cholera in the Red Sea and on that question alone. We did not infer from the communication made to us that the matters to be discussed concerned the embarkation of Natives of India at Bombay and their voyage to the Hedjaz : as well as the Sanitary precautions to be taken at the Red Sea Ports. Had we been aware that other than purely Sanitary matters connected with the Red Sea Ports were to be discussed at the Conference, we should have considered it necessary to be represented by a Delegate familiar with the administrative as well as the medical aspect of the pilgrimage of Indian Muhammadans to the Hedjaz. We had, moreover, at the time under our consideration Lord Kimberley's Revenue Despatch No. 127 of 21st September 1893, forwarding to us the report of a Departmental Committee held in London in 1892, before which a very large amount of evidence had been given on the subject of the regulations for the control of the Muhammadan pilgrim traffic in the Red Sea. As Lord Kimberley had informed us that he had deferred action in the matter till he could receive an expression of our views on the subject, we had no reason whatever to anticipate that the questions then under our consideration would be taken up independently and disposed of without any further reference being made to us.

3. The Conference at Paris was, it appears, held in continuation of the Venice Conference of 1891 and the Dresden Conference of 1893. The Government of India were not invited to join either of these Conferences, but, in his telegram dated the 4th September 1891, Lord Cross enquired with reference to the Conference at Venice whether the draft pilgrim rules then under preparation could be forwarded at once. In their Sanitary Despatch No. 16, dated the 21st October 1891, forwarding a Code of Regulations drawn up in the form of an Order in Council, Lord Lansdowne's Government expressed the hope that it would arrive in sufficient time to admit of its being utilized for the purposes of the Congress. We believe that these draft regulations were not considered by the Congress. In our Sanitary Despatch No. 3, dated the 24th January last, replying to the suggestion made by Lord Kimberley that parts of the Convention adopted at the Dresden Conference might be enforced at Indian sea-ports, we expressed our decided opinion that it was most undesirable for India to become a party to the Convention which had been framed and adopted by the European States to meet circumstances very different from those which prevail in this country.

4. In view of the circumstances that we were never informed that the Conference at Paris would consider the question of the pilgrim traffic, and that the Conference was held in continuation of two similar Conferences, at neither of which we were represented, and considering that a promise had been made by Lord Kimberley that the decision upon the matters raised in the report of the Departmental Committee, which had had under their consideration the draft Order in Council prepared in India in 1891, would not be given until the views of our Government had been received and considered, we are unable to understand how the provisions of the Paris Convention, many of which, as we shall presently show, are distinctly opposed to the declared views of the Government of India, were accepted on our behalf by Her Majesty's Government without any opinion upon them having been called for from us. We feel bound under the circumstances to record our protest against the procedure adopted in the present instance, which is contrary to that which has been hitherto followed in the case of Conventions between Great Powers binding the Government of India.

5. We will now proceed to notice the points in which the opinions expressed by our Government have been ignored in the conclusions framed by the Conference upon this important subject. In the first place, we would observe that we agree with the opinion expressed in paragraph 21 of Dr. Cunningham's memorandum of the 4th April 1894, that the Conference took a greatly exaggerated view of the importance of the Red Sea route as a road by which cholera reaches Europe, and that the whole work of the Conference seems to have been based on a series of assumptions which we do not accept as being in accord with the facts of past experience. The policy which has been consistently maintained by the Government of India is that, as the exportation by sea of cholera from India to the Red Sea and Europe has never been known, elaborate precautionary measures, framed on the supposition that cholera has been so exported, are useless restrictions upon trade and upon the great Muhammadan population of India. In this connection we would invite attention to paragraph 9 of our Sanitary Despatch No. 2, and paragraph 4 of our Sanitary Despatch No. 3, both dated the

24th January last, in which we said that the Government of India had frequently pointed out that in no instance has it been established that cholera has been introduced by ship from this country into the Red Sea, and that there is now, as in 1882, an entire absence of any evidence that the disease has ever been imported into Europe from India. These views are endorsed in paragraph 10 of the Army Sanitary Commission's memorandum dated 8th June 1894 on the report of the Sanitary Commissioner of Bombay for 1892, in which the belief is expressed that the facts "do not by any means bear out the accusation that cholera outbreaks at the holy places have been caused in any case by vessels transporting Indian pilgrims to the Red Sea."

6. Article 2 of Section I of Annexure I of the Convention alters the definition of a pilgrim ship by classing as such any ship which embarks pilgrims of the lowest class in a proportion of not less than one pilgrim to 100 tons gross tonnage. Under section 2 (iv) of our Native Passenger Ships Act, 1887, a pilgrim ship is a steam-ship which carries as passengers more than 60 natives of Asia or Africa (or any less number down to 30 which may be fixed by the Local Government, with the previous sanction of the Governor General in Council, as the minimum). The Departmental Committee presided over by Sir D. Murray, whose report is only incidentally alluded to in the present correspondence, once in your Revenue Despatch of the 7th June last and once by Dr. Cunningham, unanimously recommended that the maximum number of such passengers which could be carried by a ship without bringing it within the definition of a pilgrim ship should be fixed at 50, the maximum number of steerage passengers which a steam-ship can carry in the United Kingdom without coming under the Passengers Act. Their report added:—"Indeed it was very strongly urged upon the Committee that five passengers should be allowed for each 100 register tons of the ship, from which a conditional exemption from calling at Camaran is granted by Article 5 of the Special Regulations of the Constantinople Board of Health." Dr. Cunningham states that the Indian Delegates at the International Conference of Rome in 1885 agreed to the principle that every steamer carrying pilgrims should be treated as a pilgrim vessel, but it would appear from Sir J. Fayer's report of 2nd July 1885 on that Conference, which was forwarded from the India Office, that the proposal then made was to fix a minimum of 30 pilgrims, the number to which Lord Dufferin's Government (*vide* paragraph 5 of their Sanitary Despatch No. 14, dated the 1st September 1888) were prepared to agree in order to meet the views which appeared to be held by the Turkish Government. The provision in the Convention, which is in our opinion quite unnecessary, is likely to be a very unpopular measure, and to be productive of hardship to Indian Muhammadans as a number of small cargo steamers often bring back a few pilgrims from the Red Sea.

7. Article 3 of Section I of Annexure I provides that every pilgrim ship on entering and leaving the Red Sea must conform to the provisions in the "Special Regulation applicable to the pilgrimage of the Hedjaz" which will be published by the Board of Health at Constantinople in accordance with the principles enunciated in the present Convention. As the Turkish Government has declined to accept the Convention on the ground that the provisions in Annexure IV, for the execution and supervision of measures regarding pilgrimages by a Committee of the Board of Health at Constantinople, are an interference with her territorial rights, we presume that this Article will not be enforced. We have the strongest objections to our ships being subjected to regulations issued by the Constantinople Board of Health. This Government is not represented upon the Board, and we have frequently had to complain of the views held by its members. So late as the 24th January last, in our Sanitary Despatch No. 2, paragraph 9, we expressed our great regret that the British Delegates at the Constantinople and Alexandria Boards should have permitted themselves to make unfounded statements regarding cholera being exported from India.

In connection with this part of the subject we desire to invite your attention to the correspondence, relative to the proposed issue of an Order in Council to be applicable to British ships carrying pilgrims in the Red Sea, which appears to have been overlooked at the time of the acceptance of the Paris Convention. Some years ago it was thought possible that it might be arranged that the English, Turkish, and other Governments concerned should adopt a uniform code of regulations regarding pilgrim ships in the Red Sea. The

Foreign Powers were consulted by the English Foreign Office, but none of them welcomed the suggestion. A draft code of regulations was, however, drawn up by the Constantinople Board of Health which left unsettled the question of the tribunal to judge and punish transgressions committed in Turkish waters by non-Turkish subjects. The Government of India were consulted upon this draft, and, being anxious to secure uniformity in the rules to be adopted in the Red Sea, accepted its provisions, save as to the increase of space for each pilgrim on boardship, and subject to the condition that the Foreign Consular authorities should be designated to take cognizance of and adjudicate cases in which foreign vessels transgressed the regulations in Turkey and Egypt. The different Foreign Governments were again consulted, but the Netherlands Government intimated its objection to accept any Pilgrim Traffic Regulations which contained provisions of an international character. The Marquis of Salisbury, then Her Majesty's Secretary of State for Foreign Affairs, upon this expressed his opinion that it would be extremely difficult, if not impossible, to obtain an international agreement respecting the regulations; and he considered that it would not be advisable to make any particular set of regulations permanent by attaching them to such an agreement, as that course would make it next to impossible to introduce any modifications into the rules which experience might show to be required, for the reason that every amendment would have to be accepted unanimously by the signatory Powers. He proposed therefore that the substance of the Constantinople draft, or such modification of it as might be deemed advisable, should be embodied in a British enactment enforceable by British jurisdiction, the different Powers interested being invited to take similar action in regard to ships sailing under their respective flags. These views were entirely accepted by the Board of Trade and the India Office, and the Government of India were asked to prepare and transmit a code of rules with a view to an Order in Council being obtained for giving practical effect to them, and with a view to the Turkish and other Governments being asked to take such steps as might seem to them expedient for the promulgation of corresponding rules. Lord Lansdowne's Government accordingly, with their Sanitary Despatch No. 16, dated the 21st October 1891, forwarded a draft Order in Council applicable to British ships in Ottoman ports and waters carrying Muhammadan pilgrims, being natives of Asia or Africa, to or from the Hedjaz from and to any port in British India. Sir D. Murray's Committee in 1893 drew up a fresh draft extending the scope of the proposed Order in Council, unnecessarily as we think, and making some alterations in its provisions which we were disposed to accept. In view of these discussions we are unable to understand how the British and Indian Delegates of the Paris Convention, after consulting representatives from the Foreign, India and Colonial Offices and the Board of Trade in London, were able to accept a provision such as that in Article 3 of Section I of Annexure I, which would hand over the regulation of the pilgrim traffic in the Red Sea on British vessels to the Sanitary Board at Constantinople.

8. By Article 5 of Section II of Annexure I the captain of every pilgrim ship is bound to intimate his intention to depart at least three days before departure. The Native Passenger Ships Act of 1887, [section 7 (2)] provides that not less than twenty-four hours' notice shall be given; but Lord Ripon's Government, in paragraph 9 of their Sanitary Despatch No. 18, dated the 8th July 1882, considered that twelve hours would be sufficient. Three days were inserted in the Government of India's draft Order in Council of 1891, as that time was desired by the Constantinople Board. Sir D. Murray's Committee last year, however, after taking much evidence upon the point, considered three days unreasonable, and in their draft Order in Council reduced the time to twenty-four hours. We agree with the Committee and consider that, owing to the expense to which steamers bringing pilgrims back from the Red Sea ports will be put by being detained for three days and the consequent enhancement of fares for the pilgrims, the extension will be very inconvenient; but as this provision is contained in the Articles of the Convention, which have been accepted for five years, we understand that we must bring our rules into accordance with it.

9. Article 8 of Section II of Annexure I provides that daily rations of food are to be allotted to each pilgrim. The Departmental Committee of 1892 wrote:—"We have abundant evidence that the pilgrims invariably supply their own food, and would probably decline to eat provisions supplied by the ship." We should be glad to see the pilgrims take the ship's rations, as we have little doubt that their health

would be much improved by good food when on boardship, but if they will insist upon supplying themselves, then the Article in question will only increase the cost of the voyage by making the shipmaster carry rations which will not be used. We will, however, consult the local Maritime Governments upon the most practicable method of giving effect to this provision of the Convention.

10. Article 13 of Section III of Annexure I requires that two square metres of superficial space shall be provided for every pilgrim of whatever age. This is one of the points of the Convention which has not been accepted by Her Majesty's Government; but at the last plenary sitting of the Conference the following declaration by the British Delegates was recorded upon the proceedings (page 247 of the Séances Plénières):—"Se référant à ses réserves portant sur l'article 13 du titre III du Règlement (B), attaché à l'Annexe I, la Délégation Britannique déclare que son Gouvernement serait, après un nouvel examen de la question, et comme un acheminement vers les décisions de la Convention, disposé à adhérer à l'attribution d'une surface minime de 1.50 metre par chaque pèlerin à bord des bateaux qui les transportent." The senior French Delegate suggested that this declaration should be embodied in the Convention, but the senior British Delegate pointed out that an examination into the question must first take place, and that it would be undesirable to prejudge the decision. In Sir E. Grey's letter dated the 23rd May 1894, forwarding to the India Office the general report prepared by the British Delegates to the Conference, it was said that Lord Kimberley presumed that you would make the necessary communications to our Government and to the shipping companies interested in the traffic from India with regard to this question.

In paragraph 5 (i) of your Revenue Despatch of the 7th June last, you state that you recognize that the allotment of the additional space mentioned in the declaration of the British Delegates will cause an increase in the cost of steamer tickets to Moslem pilgrims, but that some increase of space was dictated by the best sanitary authorities, and by the voice of all the European Powers, including the Porte, interested in the matter. You add that, though the mortality on ship board among outgoing pilgrims has been happily small, yet there are sometimes many deaths on the homeward voyage, after the pilgrims are exhausted by the incidents of their pilgrimage, and that increased air space will give them a better chance of recovering their strength. And you consider that the regulations must provide not less than 16 square feet for each pilgrim.

As we pointed out in our telegram of the 25th August 1894, we regard this as the most important question discussed by the Conference affecting the Muhammadan pilgrimage from India. It has been frequently and exhaustively discussed by our Government. We still hold to the view expressed in the Despatches of Lord Lansdowne's Government, No. 16 (Sanitary), dated the 21st October 1891, and No. 5 (Sanitary), dated the 12th October 1892. Since this opinion was expressed, we have been placed in possession of the views of the Committee, presided over by Brigade-Surgeon Lieutenant-Colonel Lethbridge, C.S.I., appointed in 1890 to enquire into the working of the Native Passenger Ships Act, 1887, and of the Committee which sat in London under the presidency of Sir D. Murray, to take evidence upon the working of the Red Sea pilgrim traffic. The question of space was specially referred to Dr. Lethbridge's Committee in paragraph 3 of the Resolution of our Finance and Commerce Department No. 4940, dated the 16th October 1890; and that Committee, after hearing evidence in various parts of India, recommended in paragraph 11 (11) of their report dated the 24th February 1891, which was reviewed in the Resolution of our Finance and Commerce Department No. 3870 S. R., dated the 21st September 1892, and is referred to in the Proceedings forwarded with our Legislative Despatch No. 2, dated the 18th January 1893, on the subject of the Bill relating to Merchant Shipping, that the space for each passenger on any deck in the fair season for short voyages (of five days and less) should be raised from 6 to 9 square feet, but that for long voyages no change should be made, i.e., that for each adult, two children under 12 years of age counting as one adult. The London Committee, after taking the evidence of doctors, inspectors, journalists and others who had been or travelled on pilgrim ships, made no suggestion that the space should be increased, but reported that they considered the present regulations to be both reasonable and applicable to the different classes of ships

referred to. This evidence of the sufficiency of the present allowance of space was not, it would appear, placed before the Conference at Paris. We can well understand that in these circumstances views such as prevailed were urged by nations not interested in preserving the contentment as well as the health of an immense Muhammadan population. The adoption of the proposed increase of space and of the other changes which have been accepted will, in our deliberate opinion, throw serious obstacles in the way of pilgrims to the Hedjaz, and will cause discontent amongst the Muhammadans of India and of the countries neighbouring on India who pass through this country on their way to Arabia. The Government of India have for years deemed it a matter of high political importance to cheapen and facilitate the journey to Mecca, and we consider that at the present time it would be most unwise to ordain provisions which cannot fail to be regarded by Muhammadans generally as retrograde, and must cause general irritation among the Muhammadan community. For these reasons we are emphatically of opinion that Her Majesty's Government should not agree, as is proposed, to a Supplementary Convention increasing the allotment of space.

11. The hospital accommodation has been increased to three square metres a head for five per cent. of the pilgrims by Article 24 of Section III of Annexure I. We agree with Dr. Cunningham that this provision is enormously in excess of what is needed, though we do not appreciate the reasons given in his note for accepting it. As, however, it has been accepted, it will be necessary to amend the Native Passenger Ships Act accordingly. We consider that the fact, that this increase of space will have to be provided, furnishes an additional reason to those adduced in the preceding paragraph for declining to increase the allotment of space for each pilgrim generally.

12. By Article 30 of Section III of Annexure I, the captain is bound to pay the whole amount of the sanitary taxes which are to be included in the price of the ticket. This matter was discussed with Lord Kimberley so late as last year. In their Sanitary Despatch No. 6, dated the 20th September 1893, Lord Lansdowne's Government said that they regarded a proposal of this nature as a doubtful one likely to be misunderstood by, and to be unpopular with, the pilgrims, while it would probably entail lengthy discussions and correspondence before it could be brought into operation. They added that they did not think that the Indian Government should undertake any responsibility in connection with the quarantine at Camaran or co-operate in any measure which would be regarded by the pilgrims as an obstacle to the performance of their religious obligations. We will request the Government of Bombay to procure information from the Turkish Consul as to the amount of the fees and will take measures to make the change generally known, but we deem it right to invite your attention to the manner in which the views of the Government of India appear to have been disregarded in the decision come to by the Conference.

13. In our telegram of the 25th August 1894, we pointed out that the provisions of the Convention as to the jurisdiction of offences were entirely opposed to the views put forward by Lord Dufferin's Government and accepted by Lord Cross as Secretary of State for India. By Article 40 of Section III of Annexure I, it is provided that in Turkish ports the contravention of the provisions of the Convention is to be proved and the fine to be imposed by the competent authority conformably with the provisions of Annexure IV, and from the footnote to Article 5 of Section II of Annexure I, it appears that in Turkish ports the competent authority will be the sanitary authority. It is true that it is provided in Annexure IV that an opportunity shall be given to the captain of a ship of recording his remarks upon the sanitary authority's report; that the fine must be paid through the Consular authority of the country whose flag the ship bears; and that the Consular Commission at Constantinople, on which the Consul of the nation interested is to have a vote, must decide that the fine is valid. The fines will, however, be imposed upon British subjects by Turkish officials. We are of the opinion stated in paragraph 14 of the Sanitary Despatch No. 14, dated the 1st September 1888, that it is of cardinal importance that an arrangement of this nature should not be agreed to. As the Turkish Government had declined to accept the Convention, we, in our telegram mentioned above, requested that, if Turkey should subsequently express her intention of accepting the Convention on any of the provisions of Annexure IV being relaxed in her favour, Her

Majesty's Government should protest against her being allowed to do so, unless it is conceded that cases against the British subjects shall be adjudicated upon by British Consuls. We trust that, in view of the correspondence which we have quoted, our attitude in this matter will approve itself to you. If Turkey does not accept the Convention, matters will remain as they are until the issue of an Order in Council by Her Majesty.

14. We agree with the reservation of the British and Indian Delegates as regards clause 5 of Annexure I, which provides that pilgrims must all be provided with ample funds before they embark, but in this connection we would invite attention to paragraph 9 of Surgeon-General Cunningham's note of the 4th April 1894, from which it appears that he stated at the Congress that if the Sultan would authoritatively pronounce that paupers are forbidden by the Muhammadan law from going on pilgrimage and would enforce the law in his own dominions, the Government of India would consider the proposal. This statement seems to have been made in ignorance of the fact that in paragraph 3 of the Despatch No. 2 (Sanitary), dated 27th January 1892, Lord Lansdowne's Government declared that even in such circumstances they could not consider the proposal. We entirely accept this position. As the Sultan did not make the pronouncement suggested, no practical harm is likely to result from Surgeon-General Cunningham's declaration, but we desire to refer to the point as an instance showing that he had not been sufficiently prepared to represent at the Conference our views upon the questions connected with the pilgrim traffic.

15. The acceptance by Her Majesty's Government of all, except three, of the provisions of the Convention will necessitate the amendment of the Native Passenger Ships Act, 1887, and of the rules framed under it. Before, however, steps can be taken to carry out the required amendments, and to embody them in the Manual of the Red Sea Pilgrim Traffic alluded to in paragraph 8 of your Despatch under reply, it will be necessary to consult the Local Governments and Administrations upon a number of points on which discretion is still open to us. In the meantime we shall be glad to learn at any early date that our recommendations regarding the questions of space and jurisdiction, which are dealt with in paragraphs 10 and 13 above, have been accepted by you. We also beg that you will forward to us a copy of the Sanitary Convention of Venice, which is referred to in clause 2 of Annexure I of the present Convention, as without it we are unaware of the provisions which have been accepted regarding the disinfection of contaminated and suspected articles.

16. We shall address you a separate communication upon the questions relating to the traffic in the Persian Gulf, upon which the British and Indian Delegates, with the approval of Her Majesty's Government, made reservations at the Conference, and which are alluded to in paragraphs 4 and 7 of your Despatch under reply.

We have the honour to be,

SIR,

Your most obedient, humble Servants,

ELGIN.

G. S. WHITE.

A. E. MILLER.

H. BRACKENBURY.

C. B. PRITCHARD.

J. WESTLAND.

A. P. MACDONNELL.

1894
P.L. Dept.
Encls. No. 1
To
C. No. 2257

No. 290.

FROM

J. P. HEWETT, Esq., C.I.E.,

Offg. Secretary to the Government of India,

TO

THE CHIEF SECRETARY TO THE GOVERNMENT OF

Home Department.
Sanitary.Simla, the 9th October 1894. OF MADRASMADRAS SECRETARY
18 OCT. 1894
GOVERNMENT OF MADRAS

SIR,

I AM directed to refer to the correspondence ending with your letter No. 493, dated the 10th May 1888, on the subject of regulations for the sanitary control of the Muhammadan pilgrim traffic between India and the Red Sea. I am to enclose, for the information of His Excellency the Governor in Council, a copy of the report of a Departmental Committee, and the evidence recorded by it, which was appointed in London in 1893 to consider a code of regulations drawn up by the Government of India, to be enforceable by an Order in Council of Her Majesty upon British ships in Ottoman ports and waters, which are not subject to the Native Passenger Ships Act, 1887, as the extent of that Act is limited to British Indian waters. Before an Order in Council, such as was proposed, could be issued, a Convention directly concerning the Indian pilgrim trade in the Red Sea, which was drawn up by the International Sanitary Conference at Paris in April last, was accepted by Her Majesty's Government with reservations upon three questions only. I am to enclose a copy of the Secretary of State's Revenue Despatch No. 72, dated the 7th June 1894, forwarding a copy of this Convention and correspondence upon the subject. I am also to enclose confidentially for the information of His Excellency the Governor in Council a copy of Sanitary Despatch No. 12, dated the 11th September, in reply, which explains fully the views held by the Government of India upon the various matters under discussion.

2. It will be observed that it is necessary to take measures to give effect without delay to those provisions of the Convention, which have been accepted by Her Majesty's Government. Before this can be done fully, however, the reply of the Secretary of State must be received to the Despatch of the 11th September upon the objections raised by the Government of India regarding the questions of space and jurisdiction; but in the meanwhile the Governor General in Council desires that the following points should be considered by the Madras Government:—

- (a) *Medical inspection before pilgrims*—From paragraph 5 (a) of the Despatch of the 7th June last, it appears that the Secretary of State was under the impression that the Convention had hitherto been made prior to embarkation, and that in Bombay at all events, medical inspection had not taken place until the pilgrims were on board. The arrangements which appear to be in force in Bombay, are open to objection, because (i) they may lead to a very result which they are intended to prevent, viz., the introduction of persons suffering from infectious or contagious diseases on board a vessel, and (ii) they may, it seems, also result in a male member of a party of pilgrims being eventually detained while the female members are taken off to the Hedjaz. The Government of India consider it to be absolutely necessary that every pilgrim should be inspected before he sets foot on board-ship, and

it appears to them that this would be best arranged if all pilgrims were paraded and inspected as shortly as possible before going on board. Complaints have also reached the Government of India of the inadequacy of arrangements for inspection, and a suggestion has been made that the women and children among the pilgrims should be examined by female doctors attached to the hospitals in the Presidency towns. It appears to the Governor General in Council that this suggestion is a reasonable one and that, now that there are at the Presidency towns a considerable number of female European and Native medical practitioners, it may be practicable. I am to invite the opinion of His Excellency the Governor in Council upon the subject, which is referred to in paragraph 3 of my letter No. 8-Sanitary, dated the 5th ultimo. The Governor General in Council would also be glad to receive the opinion of His Excellency the Governor in Council with regard to the proposal that there should be a second inspection on board before weighing anchor, which is referred to in the paragraph of the Secretary of State's Despatch quoted above. It has been suggested to the Government of India that it would be sufficient to provide that, in any instance in which a vessel may be detained in harbour for more than 48 hours after the embarkation of the pilgrims, there shall be a second inspection before the vessel leaves the port.

- (b) *Five days' observation of pilgrims.*—It is pointed out, in paragraph 5 (c) of the Secretary of State's Despatch, that the five days' observation of the pilgrims which the Convention prescribes may take place on ship board between the port of departure in India and Aden, so that no alteration of the present system will be required except that provision will have to be made for actual daily observation by the medical officer during the voyage.
- (c) *Daily rations of food.*—From paragraph 9 of the Government of India's Despatch of the 11th ultimo it will be seen that the Convention provides that daily rations of food are to be allotted to each pilgrim. As this is one of the provisions which have been accepted by the British Government, effect must be given to it. I am accordingly to ask for His Excellency the Governor in Council's opinion upon the most practicable method of doing so.
- (d) *Personal luggage of pilgrims.*—Article 15 of Section III of Annexure I of the Convention declares that the pilgrims are to be allowed to keep with them on board-ship only such articles as are absolutely necessary, and the different Governments are at liberty to draw up regulations specifying the nature, quantity and dimensions of these articles. I am to ask for the advice of the Government of Madras upon the regulations which should be drawn up in this respect.
- (e) *Latrine accommodation.*—Article 13 of the same section of the Convention allows one latrine for every hundred persons embarked, but makes no mention of the number of seats to be provided in each latrine. The present allowance is two seats to every hundred passengers, but the Government of India agree with the reports of Dr. Lethbridge's and Sir D. Murray's Committees that this number should be increased to four. It seems to the Governor General in Council that it is also necessary to make provision for a minimum number of sweepers. I am to enquire what, in His Excellency the Governor in Council's opinion, this number should be.
- (f) *Culinary utensils.*—A list of culinary utensils is not prescribed by the Convention. Sir D. Murray's Committee suggested that the supply of these articles should be left to the prescribed authority of the port. In connection with the supply of food, mentioned in clause (c) of this paragraph above, I am to ask that the

question whether a list of culinary utensils should be omitted may be considered by the Governor in Council.

(g) *Quarantine fees at Camaran.*—These fees will henceforth have to be included in the price of the ticket for the sea journey. I am to invite attention to paragraph 12 of the Government of India's Despatch of the 11th ultimo, in which the Governor General in Council promised to request the Government of Bombay to procure information from the Turkish Consul as to the amount of fees. I am to ask that this information may be procured without delay and forwarded to the Government of India without waiting till the reply of the Governor in Council upon the other points raised in this letter can be submitted, so that the other Local Governments may be apprised and the new rule made known to the public as soon as possible.

(h) *Medical Officers on pilgrim ships.*—Paragraph 5 (h) of the Secretary of State's Despatch of the 7th June last commends the remarks of Surgeon-General Cuninghame regarding the suitability of Assistant Surgeons for the medical duties on board pilgrim ships. I am to ask for an expression of the views of His Excellency the Governor in Council concerning these remarks, and to say that the Government of India are disposed to think that, when two medical officers have to be carried, it will be sufficient if the second officer is of the hospital assistant class.

3. I am to invite the attention of His Excellency the Governor in Council to the evidence recorded by the Departmental Committee in London in 1893, regarding the return journey by sea of the pilgrims after the Haj. Although the vessels leaving India with pilgrims appear to be suitable and generally to fulfil the requirements of the Act and rules, the vessels, which are often "chance" steamers, bringing back pilgrims from the Red Sea, seem sometimes to be over-crowded and without the arrangements prescribed for a pilgrim ship. It is said (answer 797) that the ships owned by native merchants of Bombay are the worst in this respect. The Secretary of State, in paragraph 5 (i) of his Despatch of the 7th June last, has observed that although the mortality on ship board among outgoing pilgrims has happily been small, yet there are sometimes many deaths on the homeward voyage, after the pilgrims are exhausted by the incidents of their pilgrimage. I am to express the hope of the Government of India that effective measures will be taken by the Government of Madras to see that the Act and rules are duly enforced on board returning, as well as outgoing, pilgrim ships.

4. I am to add that the Governor General in Council will be glad to be favoured with the advice of the Government of Madras upon any other points than those mentioned above in this correspondence concerning which His Excellency the Governor in Council may desire to offer remarks. I am at the same time to say that the Government of India request a very early reply to this letter, as they are anxious that the necessary amendments in the Act and rules may be effected without delay.

I have the honour to be,

SIR,

Your most obedient Servant,

J. P. Hermet.

Offg. Secretary to the Govt. of India.

Pub CURRENT NO. 3056

From

The Govt of India
Home Dept.

No 290

By 9th Oct 1894

R 154

By 20th

Encls ² & 7. S.C. of letter only

Encl No 7. big report. Separated
from this & put with Pub
CNO 2270 of 95 20/7/95

Subject.

For: Copies of Correspondence
on the subject of regulations
for the sanitary control
of the Muhammadan
pilgrim traffic between
India & the Red Sea.

CS

Refce N. 2046 of 23rd October 1894

Referred to the Protector
of Immigrants for very early
remarks with reference to para
4 of the Home Dept. letter. His
suggestions should be based
on the assumption that
Muhammadan pilgrim traffic
between ^{Madras} India and the Red Sea
^{ports}
(does exist even though it may
not actually be the case.

35B
22/10

JS
22/10/94

The Protector of Immigrants (S.C.)
with 6 encls to be ret'd

DESPATCHED
23 OCT 94
IN M.S.

CS
22/10.

No. 1059

OFFICE OF THE PROTECTOR OF EMIGRANTS

Madras, 26th October 1891

From

E. Turner Esq^r

As PROTECTOR OF EMIGRANTS,

To

The Hon. Mr. J. P. P. P.

CHIEF SECRETARY TO GOVERNMENT,

PUBLIC DEPARTMENT,

Fort St. George.

SIR,

I have the honor to acknowledge as follows, in
the Government Memorandum, dated the 23rd inst.
1. Emigrants shall be weighed, and a
Scale in the presence of the Storekeeper, and a
Government Officer before they are shipped.
2. The quality of the Stores to be shipped for the
voyage, shall be the same, as that of the samples
approved of by the Authorities concerned and the
Master of the vessel shall be responsible for the
due shipment of Stores.
3. A Storekeeper, who shall be fully qualified
to keep correct account in English, of the issue

Enclosures are
with returned.

of stores, shall be appointed by the Master of the vessel, with the approval of the Authorities concerned.

4. The quantity of Rice, Salt, and other Condiments, referred to at para 5 of letter from Her Majesty's Secretary of State for India, dated the 21st October 1891, may be raised to 22 lbs, 1 oz and 1 oz respectively.

5. Arrangements shall be made for the separation of women (married or single), and children, from the other pilgrims.

6. Each pilgrim shall be furnished with a Certificate of fitness, to undertake the voyage, and that he is free from contagious disease.

7. A register shall be maintained for the daily issue of provisions, and Medical comforts to pilgrims.

8. The rations and water for pilgrims shall be issued daily, before 6 A.M., under instructions from the Medical Officer on board.

9. The meals shall be served out to the pilgrims, in the presence of the Medical Officer who

shall see, that the food is well cooked.

10. The Medical Officer shall maintain a Journal, and Abstract account of the pilgrims.

11. A certificate in respect of the quantity of water, and provisions, shall be furnished by the Master of the vessel, to the Authorities concerned.

12. The supply of water for use in the water closets shall be kept up continuously, night and day, in the tubs or iron tanks, set apart for the purpose.

13. Each pilgrim shall be warned not to take dirty clothes on board.

14. The Medical Officer appointed on board of Pilgrim vessels, shall have independent charge, i. e. shall not be borne in the articles of the vessel.

15. The rate of passage money charged for each adult pilgrim, shall include rations and Medical comforts.

I have the honour to be

Sir

Your most obedient servant

V. J. J.

as Protector of Emigrants

24.4

Public (1894) Department
(Emigration).
From
The Ag Protector of Emigrants
Madras.

To
The Chief Secretary to Government
Public Department
Fort St. George

No.
Dated 26
Despatches 26 } October 1894
Received. 27
Regd 294

Enclosures 6. (viz. enclosure
1, 2, 3, 4, 5, 6)
1894.

Subject

Submitting remarks on the subject
of regulations for the sanitary
control sea of the Mahomedan
pilgrim traffic between India
and the Red Sea.

Enc 2730 Oct 94 No 2102

Returned to the Pro-
tector for ^{regularly} immediate
and full report on the
several points mention-
ed in the letter from
the Govt: of India No 290
of the 9th October.

The Protector's letter No.
1339 of the 26th inst: does
not enable the Govt: to
form an opinion on
the several points re-
ferred to it as it did
have done.

The Protector's further
report should be sub?
through the Presy Port
officer for any remarks
he may have to offer.

The fact that the copy
of despatches No 12 Sanitary
was forwarded confiden-
tially should not be
overlooked.

This reference should
be treated as

Protector of Emigrants, Madras.

with 60-3055d it. n. d.

1894/10/30

30/10/94

21/11/94

No. 1363.

OFFICE OF THE PROTECTOR OF EMIGRANTS,
Madras, 2nd November 1894.

From

E. Turner Esq.

as PROTECTOR OF EMIGRANTS,
Madras,

To

The Hon'ble Mr. J. F. Price

CHIEF SECRETARY TO GOVERNMENT,
PUBLIC DEPARTMENT,
Fort St. George.

SIR,

Adverting to the Government Memorandum
No. 2102 Marine Department dated the 30th ultimo,
I have the honor to submit, in the accompanying
paper, my remarks on the various points, referred to
in the Government of India letter No. 290 of the 9th
idem.

I may add that my reply No. 1339 dated the
26th ultimo, was confined only to points other than
those mentioned in para 2 of the Government of India
letter, as I understood the first Memorandum to
require my remarks only "with reference to para 4 of
the Home Department letter."

I.

I have the honor to be

Sir

Your most obedient Servant

W. J. J. J.

ag Protector of Emigrants.

Medical In-
spection before
Pilgrims embark.

(a) Every pilgrim should be medically examined on shore and certified that he is free from contagious disease, as soon as possible before going on board.

It seems to me that a second inspection on board is necessary only in cases, in which the pilgrim vessel is detained more than 48 hours, after the embarkation of the pilgrims.

Five day's ob-
servation of
pilgrims.

(b) The Medical Officer on board should be required to maintain a Diary of the actual daily observation of pilgrims during the voyage.

Daily rations
of food.

(c) Each pilgrim should be allowed to take provisions of his own, subject to the approval of the Medical Officer on board as specified below

The Medical Officer on board should hold, a careful, and personal examination, and (after fully satisfying himself that each article of the Stores accords strictly in quality and quantity with the requirements of the Rules and Schedules in force) should furnish the master of the vessel with a certificate for production to the Authorities concerned.

The Medical Officer on board should also certify, that each pilgrim ship has taken extra provisions,

to

to provide pilgrims in case of any accident to the Machinery, and consequent delay in the voyage and the Master should be held responsible for the carriage of such extra provisions.

Every meal taken by the pilgrims should be examined by the Medical Officer to ascertain whether the food is properly cooked. This should be done by asking them to produce a sample of the cooked rice & tea, so as to least interfere with feelings of their religion -

(d) It is not practicable to limit the nature, quantity, and dimensions of the personal luggage of pilgrims, Personal luggage. of pilgrims.

but precautions should be taken that nothing detrimental to health is contained in such luggage. The heavy luggage of the pilgrims may at the discretion of the Master of the vessel be deposited in the hold of the ship, after it has been duly numbered and registered, so as to show its owner's name, and should be delivered to the pilgrim concerned, on arrival at his destination.

Pilgrims should be permitted to keep with them their necessaries for the voyage.

Latrine accommodation.

(e) There should be three compartments on each side, for any number under the first 50 pilgrims, and in order to avoid crowding the decks with a larger number of closets, than have been found by experience to be sufficient, such number should not be increased at a higher rate than one compartment to every additional 50 pilgrims.

Structure and Blocks. Vide page 94 of the Colonial & Emigration Rules framed under Act XXI of 1883.

Sweepers. Two men for the first hundred pilgrims, and one additional man for every additional hundred or fraction thereof not less than 25 pilgrims.

Culinary utensils.

(f) Each pilgrim ship should have rectangular iron boilers with covers and perforated false bottoms complete for rice, large size 2 feet long, 18 inches wide, and 18 inches deep; two for the first 100 pilgrims and one more for every additional 100 pilgrims or fraction thereof. Smaller iron boilers with covers complete for Bhooll tea, 18 inches long, 12 inches wide, and 18 inches deep, two for the first 100 pilgrims and one more for every additional 100 pilgrims or fraction thereof.

Ladles.

Ladles. { Rice - 2 Ladles
 Dhol - 2 "
 Chutney - 2 "

This should be regarded as general provision for the pilgrim vessel. In the case of cooking utensils which a pilgrim may carry with him, care should be taken to see that they are properly tinned.

Beyond this it is not practicable nor do I think it necessary to require that each pilgrim should carry with him a prescribed number and description of utensils. It often happens that friends and relations among pilgrims join together and cook their food in large vessels and in such cases it is not practicable to prescribe the number and nature of utensils which each pilgrim should carry with him. Pilgrims should be at liberty to make use of their own utensils, but this should not affect the aforesaid general requirements for the vessel.

(h.) I concur with the views of the Government of India regarding Medical Officers on pilgrim ships.

Medical Officers
on board pilgrim
ships.

* The quantity of Rice, Salt and other condiments referred to at para 5 of letter from Her Majesty's Secretary of

State for India dated 21st October 1891 may be raised to 22 ozs, 10z and 10z respectively.

Water for pilgrims should be issued daily before 6 A.M. under instructions from the Medical Officer on board.

The Medical Officer should maintain a Journal and Abstract account of the pilgrims.

A certificate in respect of the quantity of water and provisions should be furnished by the Master of the vessel to the Authorities concerned.

The supply of water for use in the water closets should be kept up continuously night and day in the tanks or tubs set apart for the purpose.

The Medical Officer appointed on board of pilgrim vessels should have independent charge &c. should not be borne in the articles of the vessel.

For each adult pilgrim a minimum of one gallon of water per day and 12 superficial feet and 72 Cubic feet of space should be prescribed during the voyage

Vide this Office
 letter No. 1186 dated
 27th September 1894.

80 761
 11-10-94

Office of the Prot: of Emigts
 Madras. 2nd Nov^r 1894

E. J. House
 as Protector of Emigrants

[Faint, mostly illegible text in a cursive script, likely from a 17th-century manuscript. The text is arranged in several horizontal lines across the left page.]

[The right page of the manuscript is mostly blank, with some faint, illegible markings and a small dark smudge near the top center.]

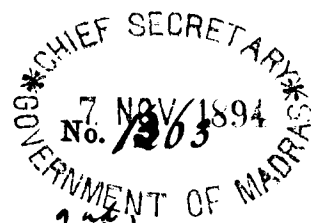
4
Puh
3256

Public (1894) Department.

(EMIGRATION.)

From *ag.*
THE PROTECTOR OF EMIGRANTS,
Madras,

To
THE CHIEF SECRETARY TO GOVERNMENT,
PUBLIC DEPARTMENT,
Fort St. George.



Dated 2nd
Despatched 3rd } November 1894
Received 7/1
Recd 8/11

ENCLOSURES. 9.

Subject.

Submitting remarks on the various points referred to in the Government of India letter No. 290 of the 9th October 1894 regarding the pilgrim traffic between India and the Red Sea.

No.

1678
393 4

PRESIDENCY PORT OFFICE,

Madras, 7 November 1894.

Heading.

From

Commander, C. N. H. H. P. S. M.
PRESIDENCY PORT OFFICE,

MADRAS,

To

THE CHIEF SECRETARY TO GOVERNMENT,
MARINE DEPARTMENT,
FORT ST. GEORGE.

SIR,

I have the honor to forward herewith letter to Government, with enclosures, from the Protector of Emigrants, Madras, dated 2nd November 1894 with the following remarks:-

(C) of the Protector's letter. — I do not agree with the Protector that pilgrims on a voyage to Jeddah should be allowed to take their own provisions, it would entail an unnecessary amount of work on the medical officer in having to inspect and weigh each individual's lot, and in many cases the food would differ from that

that laid down in the regulations now in force. I should say that food found by the ship ^{and} included in the cost of the ticket would be far preferable as this ensures each individual getting his daily ration in good order. With reference to the cooking, I do not see why the rice should not be issued each day ready boiled by the ship, for which purpose a bhandary and a mate for each cooking place should be provided. This gives the medical officer some one whom he can hold responsible that the food is really properly cooked while it is impossible to control the cooking of a number of men who have never seen or used the class of cooking places in their lives before and are more or less suffering

suffering from the effects of a long journey combined with sea sickness; the men all being of one religion, there should be no difficulty about the Bhandari who should, however, be approved by the pilgrims before starting.

(†) — Ship should supply large pots for boiling rice and smaller ones for curry as is done by the Commissariat Department for native troops when proceeding by sea and in the same proportion the pilgrims receiving their ration in their own utensils.

I have the honor to be,
Sir,
your most obedt. servant.

Charles A. M. etc.
Commander, R. I. M.
In ch. Presidency Port Office.

3256

Public
Marine (1894) DEPARTMENT.

From

THE PRESIDENCY PORT OFFICER,
Madras,

To

THE CHIEF SECY. TO GOVERNMENT,
MARINE DEPARTMENT,
Fort St. George.

No. 1678
393

Dated 7 } November 1894.
Received 7 }

Encls. No. _____

Subject.

Forwarding with remarks
letter from the Protector
of Emigrants, Madras,
regarding Mahamadun
Silgrin traffic.

in

NOTE FOR THE CHIEF SECRETARY.

May the draft
issue as corrected by
the H.M.?

S.D.B.
26/11.

W
H

Public dept.

Current 3256 & file

India requests the opinion of this Govt: on various points connected with the regulation of Muhammadan pilgrim traffic. India has already been informed that no direct traffic takes place from any of the ports of this Presidency. The few who go from the Presidency proceed as a rule to Bombay. The Protector of Emigrants

was told that his remarks and suggestions should be based on the assumption that such traffic does exist.

(a) Medical inspection before pilgrims embark.

It is submitted that the pilgrims should be medically examined before going on board; that they should be embarked as soon as possible after being passed by the doctor, and that no second

Yes - It should be made clear that we speak only from our experience of pilgrims; & that we merely say what we should advise, if pilgrims left our ports for the Holy Land.

W
13/11/94

note.

For reply to India re female medical inspectors please see G.O. d 11. 10. 94, No. 761.

W

ream^u (onboard) should be made unless the vessel is detained in harbor ^{last of the} 8 hours after the pilgrims have embarked.

From (b) Five days observation of pilgrims.

To This would probably be over before the vessel arrived at Aden. The Medical Officer should keep a careful record of the results of his observ^u.

(c) Daily rations of food.

Opinion is asked as to the most practicable method of allotting daily rations of food to each pilgrim.

Please read para. 9 of the Confid. despatch of 11th Sep.

It would certainly be more convenient to issue ships rations than to let the pilgrims bring their own subject to numberless conditions which would probably be never kept. It will be seen that the Protector and the P. P. O. differ on this point.

The former wd. let the pilgrims take their own rations, the latter would not. It is sub^d that the P. P. O.'s suggestions be good provided the

version of the pilgrims

not probably - certainly

and should report an arrival at Aden

It is now being argued about this matter. The Convention which has been accepted says that the ship has to supply food. The only thing to be done is to allow pilgrims to take their own food & use it as they please - if they use it up too quickly there will still be the ship's stores to fall back on, which is so much gained (though no doubt at disproportionate cost) - I don't see that any rules or regulations are needed as to the issue of the pilgrims' own food

It seems to me that it would be far preferable to give the pilgrims ships rations than to let them eat their own baggage - but I really don't know if they

The Protector has no say much against it.

I should say that a limit should certainly be fixed. A bag or box ^{or bundle} not exceeding 2 c.f. should I think suffice, cooking pot being included

Yes. What about Pilgrims baggage, the ship should carry the minimum equipment suggested by the Protector

to eat ships rations can be overcome. As to the probability of this desirable object being effected this Govt. has no information.

(d) Personal luggage of pilgrims.

The Protector does not consider it practicable to limit the nature, quantity and dimensions of this. but considers that precautions should be taken that nothing detrimental to health is taken.

It is submitted that there certainly should be some limits fixed, but that owing to the fact that ^{direct} no pilgrim traffic takes place from Madras the Govt. is unable to offer an opinion as to what the limits shd. be.

(e) Labour accommodation

The Protector's suggestions appear suitable.

(f) Culinary utensils.

As regards the vessel the Protector's list seems to be adequate - but as regards the pilgrims, it is a matter that would best be left to their fancy and discretion subject to the

functions of the prescrib.
authority of the port.
Quarantine fees at
Campan. The call in
this Section is believed to
be for the Govt. of Bombay
only.

(b) Medical officers.
It is submitted that the
opinion of the G. of I. may
be concurred in.

Para 3 of India's letter does
not apply to this Presidency
but the P. P. O. will be
instructed to note it in
case a return vessel should
arrive at any port of the
Presidency.

In regard to the
various other suggestions
made by the Protector it
will perhaps be suffic-
ient to forward them
with the remark that
the Govt. has nothing
to add.

3056.
12/11.

3056.
12/11/94

13/11/94

W
18 Nov.

Public Department.

C. Nos. 3056, 3133 and 3256.

ORDER, 27th Nov 1894 No 895

The following reply will be forward
to the Government of India.

3. Para. 3 of the letter from the
Government of India will be communicated
to the Presidency Port Officer for guidance.

3056.
19/11

3056.
19/11/94

TO

The Presidency Port Officer.

with Copy C No 3056

done 27/11/94.

Satter

26/11/94
LETTER,

N^o 896.

TO

The Secretary to the Government of India

Home Department.

27 NOV 94

SIR,

I am directed to reply to your No. ^{IN M.S.}

290 of the 9th October 1894.

I am first to reiterate the statement made in my No. 761 of the 11th October ^{let} that there has been no pilgrim traffic direct to the Hedjaz from the ports of this Presidency. The opinions expressed below are consequently the result of experience of emigrants not of pilgrims, and they embody what ^{is in Council} ~~this Government~~ would advise if pilgrims actually left for the Hedjaz direct.

2. This Government considers that pilgrims should be medically examined before going on board, that they should be embarked as soon as possible after being passed by the doctor, and that no second examination on board should be made unless the vessel ^{is} ~~was~~ detained in harbour for 48 hours after the last of the pilgrims ^{has} ~~had~~ embarked.

AS

Subject to be below

BA

20/11/94

28

22/11

Re the alleged hardships of modern pilgrims

it will be observed from my No. 761
of the 11th ultimo that ~~this Govern-~~ ^{44 22}

ing a female doctor for this ~~desir-~~
able purpose.

3. In regard to the issue of rations, ~~the case apparently stands as follows,~~ ^{it is to be observed that although} the Convention provides that the ship ~~has to~~ ^{should} supply food, ~~but~~ there is every reason to expect that the pilgrims ~~will~~ ^{should} not eat ships' rations.

should ~~be~~ ^{therefore} ~~in~~ the circumstances, there seems no ^{other course open than to} ~~alternative~~ to letting them

carefully

Here I think we are rather at
cross purposes - I connected
the draft too soon, I am afraid,
before noticing that my hon. Colleagues*.

for pilgrims & be allowed to
keep with them. Heavy
baggage

Thinking
about
think me

4. In regard to personal luggage, this Government is of opinion that some limit must be fixed. A bag, box or bundle not exceeding two cubic feet ^Would.

perhaps, be sufficient, excluding cooking utensils, ~~this~~ should be registered and stored in the vessel's hold. It is

impossible to suggest a limit to the necessities which the pilgrims are to be permitted to retain in their personal charge.

Precaution

Precautions should be taken that nothing detrimental to health is allowed to be taken on board.

5. ~~It seems to this Government~~ that the latrine accommodation should consist of three compartments on each side of the vessel for any number under 150 pilgrims and ~~that they~~ should be increased by one compartment for every additional fifty pilgrims or less. The structure and blocks should follow the rules framed under Act XXI of 1883. Two sweepers for the first hundred pilgrims and one additional for every other hundred or fraction of not less than twenty five should, it is thought, suffice.

6. The question of culinary utensils is an important one and, in the opinion of this Government, each pilgrim vessel should carry a minimum equipment as enumerated below:-

(1) Rectangular iron boilers with covers and perforated false bottoms complete for rice, two feet long, eighteen inches wide, and eighteen inches deep:—

Two for the first one hundred pilgrims and one extra for every additional hundred or fraction thereof.

(2)

(2) Iron boilers with covers complete for dholi &c., eighteen inches long, twelve inches wide, and eighteen inches deep:—

In the same proportion as the larger ones.

(3) Ladles. { Rice ... two
Dholi... two
Chutney. two

In regard to utensils carried by the pilgrims themselves, it seems quite impossible to lay down any fixed rules. The style and ~~quantity~~ ^{number must} should be left to the travellers' ~~choice~~ and discretion, but the Medical Officer should not permit any to be used which are obviously unfit for cooking purposes. They should also be ~~subject to the instructions of the~~ ~~prescribed authority of the port.~~

7. It is understood that the request in para. 3 (g) of your letter refers only to the port of Bombay. As regards the Medical Officers, this Government is in accord with the opinion of the Government of India that when two have to be carried it will be sufficient if the second is of the hospital assistant class.

8. Para. 3 of your letter has been communicated to the Presidency Port Officer for guidance in the event of direct traffic taking place hereafter.

This

^{of Madras}
~~The~~ Government has no further advice or remarks to offer on the various points involved, but in conclusion, I am directed to forward for consideration some suggestions submitted by the Protector of Emigrants, Madras:—

i. The quantity of Rice, Salt and other condiments referred to at para. 5 of letter to Her Majesty's Secretary of State for India dated 21st October 1891, ^{shall} ~~may~~ be raised to 22 ozs., 1 oz. and 1 oz., respectively.

ii. Water for pilgrims should be issued daily before 6 A.M. under instructions from the Medical Officer ~~on~~ ^{board}.

iii. The Medical Officer should maintain a Journal and Abstract account of the pilgrims.

iv. A certificate in respect of the quantity of water and provisions should be furnished by the Master of the vessel to the authorities concerned

v. The supply of water for use in the water closets should be kept up continuously night and day in the tanks or tubs set apart for the purpose.

vi. ⁵ ~~The~~ Medical Officers appointed ~~on~~ ^{to} board of pilgrim vessels should have independent

independent charge i.e. should not be borne ^{on} ~~in~~ the articles of the vessel.

vii. For each adult pilgrim a minimum of one gallon of water per day and 12 superficial feet and 72 cubic feet of space should be provided during the voyage.

from orders

20/3
19/11.

JH
19/11/20

Letter to [unclear]

How [unclear] [unclear]

5,000—

Press
Miscellaneous
Routine

72-10-99	Part	379	10
18-12-02	Part	446	12

Date taken out.	FOR WHAT PURPOSE.			Initials of clerk taking the paper or of attender.	Date returned.	Initials of attender.
	Department.	C. No.	By			