

Public (1895) Department.

ORDINARY MS.

G.O., No. 699

DATED 23rd Aug. 1895

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[Despatch Abstract.]

PILGRIMS SHIPS ACT, 1895.

Furnishing the Government of India with the opinion of this Government on certain points in connection with the draft of the rules which it is proposed to make under the---, when passed into law.

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Draft Rules regarding the Pilgrim Traffic.

(New rules are given in italics; references to the authority for them are given in the margin.)

Draft Notification.

In exercise of the power conferred by section 18 (1) of the Pilgrim Ships Act, 1895, the Governor General in Council is pleased to declare that a pilgrim ship shall contain in the between-decks at least sixteen superficial feet and ninety-six cubic feet of space available for each pilgrim.

Secretary of State's Revenue Despatch No. 164, dated the 29th November 1894, paragraph 6.

In exercise of the powers conferred by section 50 (1) of the Pilgrim Ships Act, 1895, the Governor General in Council is pleased to make the following rules in supersession of those made under section 53 (1) of the Native Passenger Ships Act, 1882, and published with the Notification of the Department of Finance and Commerce, No. 986, dated the 15th February 1884 :—

(A) "The scale on which food, fuel and water are to be supplied to pilgrims on board pilgrim ships and the quality of the food, fuel and water."

1. Each pilgrim ship shall be supplied with food, fuel and water, of good quality, and conveniently stored, in accordance with the following scale, and in quantity sufficient for the entire declared duration of the voyage, over and above what are required for the crew :—

Convention, Ann. I. B. II, 7 (c).

Daily allowance for each pilgrim above the age of 12 years (two children above one year and under 12 count as one pilgrim for this purpose except as regards water) :—

Convention, Ann. I. B. II, 7 (c), and I. B. III, 20.

Rice	... 1 lb.	Tamarind	... 1 oz.
Flour or ship's biscuit	... 4 oz.	Condiments, chillies, garlic, coriander seed or turmeric	... 1 lb.
Pulse dall	... 4 "	Salt	... 1 lb.
Ghee or oil	... 1 "	Firewood, dry	... 2 "
Onions	... 2 "	Water of good quality (for each pilgrim of whatever age) in iron tanks*	... 1 gallon.
Pumpkins, yams, or other vegetables	... 2 "		

* The supply of water for the voyage may be reduced by $\frac{1}{4}$ if the condenser has been approved within 12 months of the date on which the voyage commences, by the Board of Trade or competent authority in India, as capable of condensing in 24 hours 1,000 gallons of pure water fit to drink immediately it is drawn from the filter, and by $\frac{1}{4}$ if the condenser can produce more than 500 but less than 1,000 gallons in the 24 hours.

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2. Excepting fuel and water, which shall always be found by the ship, the rest of the articles in the above scale need not be shipped for those pilgrims who have satisfied the officer named in this behalf, in accordance with section 17 of the Pilgrims Act of 1895, that they have made their own arrangements for a full supply of such provisions for the voyage.

Convention,
I. B. II, 7 (e).
Convention,
I. B. II, 7 (d).

3. Each ship shall be fitted with a condenser or distilling apparatus of sufficient capacity to produce a quantity of at least 1 gallon of drinking water a day for every passenger on board of whatever age, including the crew. The reservoirs for storing the drinking water on board shall be protected from all filth, and shall be so closed that the distribution of the water can only be effected by means of taps or pumps.

4. Drinking water shall be served out by means of pumps or from taps with lock and key fitted to the water-tanks.

5. The water of any tank pronounced bad by the medical officer shall be immediately rejected and pumped out.

Convention,
I. B. III, 21.

6. If there is any doubt as to the quality of the drinking water stored, or as to the possibility of its pollution, either at its source or in the course of the journey, it shall be boiled and sterilised; and it shall be thrown into the sea as soon as it is possible to obtain a purer supply.

7. All condensers or distilling apparatus shall have a separate engine for working the circulating cold-water pump, and under no circumstances is this engine to be used for any other work than feeding the steam boiler.

8. All condensers shall be fitted with filters.

9. The arrangements for discharging the circulating water from the condenser shall be such that it can be delivered into buckets or connected with a hose for the purpose of washing decks, or extinguishing fire, as well as discharging over the ship's side. A suitable hose and connection shall also be provided.

10. Boilers for condensers shall ordinarily be of an upright construction; but horizontal boilers may, for special reasons, be passed by the officer authorised, under section 8 of the Act, to inspect the ship, if otherwise satisfactory.

11. Each boiler shall be furnished with a steam gauge indexed to double the working pressure, a glass water-gauge and two separate gauge cocks, one safety valve, and two mud-hole doors for the purpose of cleaning.

12. The boilers and all machinery of the condensers must be properly covered in, and any wooden bulkhead in the vicinity of the boilers must be covered with sheet lead $4\frac{1}{2}$ lbs. to the square foot and securely fastened thereto.

13. All the piping in connection with the condenser, especially the main suction and the condensed water discharge pipe, shall be laid in position secure from accident or otherwise securely encased.

14. The inspecting officer shall satisfy himself by actual experiment that the condenser is capable of performing the work required of it.

15. A competent person, to be approved by the inspecting officer, shall be appointed to have charge of the apparatus, &c., during the voyage.

(B) "The medical stores and other appliances and fittings to be provided on board for maintaining health, cleanliness and decency."

16. Medical comforts (to be issued *gratuitously* and at the discretion of the medical officer in charge) shall be supplied on the following scale:—

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.

Scale per 100 passengers.

Extractum carnis	...	...	...	2 lbs.
Sugar	...	...	...	10 "
Rum	...	...	...	6 quart bottles.

* The contents of a pound tin of preserved milk mixed with half a gallon of water makes good milk.

Convention, I.
B. III, 23.

Convention, I.
B. III, 23.

17. Medicines and medical appliances shall be supplied gratuitously for pilgrims on the following scale :—

(Weights and Measures of the British Pharmacopœia.)

Names of medicines, &c.	SCALE FOR 100 PASSENGERS.		Notes.
	Weights.	Measures.	
	lbs. oz. gr.	O. oz. dr.	
Acid, carbolic cryst. ...	0 1 0	...	Miscellaneous articles for one hundred passengers.
" nitro-muriatic dil. ...	...	0 1 0	Fresh vaccine lymph, 6 tubes.
" sulphuric dil. ...	...	0 1 0	Adhesive plaster (spread), one yard.
" tartaric ...	0 2 0	...	Calico, two yards.
Alum pulv. ...	0 2 0	...	Flannel, ditto.
Ammoniac carb. ...	0 2 0	...	Lint, two ounces.
" liq. ...	...	0 2 0	Bandages, made up, half a dozen.
Antimonial powder ...	0 0 25	...	Papers for powder, &c., one quire.
Argenti nitras ...	0 1 0	...	Bed-pans (metal), two.
Assafœtida ...	0 1 0	...	Syringe (urethra), male, one.
Borax ...	0 1 0	...	Ditto (glass), female, one.
Catamel ...	0 1 0	...	NOTE.—The preparations of ammonia, ether, chloroform, iodine, and all acids should be in well-stoppered bottles.
Chlorodyne, Collis Brown's ...	...	0 2 0	Chloroform should be in blue glass or covered from light by dark paper.
Chloroform ...	...	0 1 0	All the drugs, &c., must be properly labelled with the quantities marked on each.
Copaiba ...	...	0 1 0	" Poisons " should be specially distinguished by labels with the word " Poison " on them.
Creta præparata ...	0 3 0	...	
Cupri sulphas ...	0 1 0	...	Disinfectants.
Hydrarg. cum creta ...	0 2 0	...	Sulphur ... 4 lbs.
Iodoform ...	0 1 0	...	Corrosive sublimate ... 5 lbs.
Iodine tinct. ...	...	0 1 0	Pure Phenic acid ... 20 gallons.
Iodine potass. ...	...	0 1 0	Fresh slaked lime ... 10 lbs.
Ipecac. pulv. ...	0 1 0	...	Iron sulphate ... 10 lbs.
" pulvis e. opio. ...	0 1 0	...	Methylated alcohol ... 10 gallons.
" valoid fluid extract ...	0 1 0	...	Hydrochloric acid ... 2½ gallons.
Jalapæ pulv. co. ...	0 1 0	...	
Kinos valoid fluid extract ...	0 1 0	...	Instruments for each ship.
Laudanum ...	...	0 1 0	Glass measures, 1 oz. ... 1
Lini farina ...	2 0 0	...	" " drop ... 1
Liquor epistasticus Fort (in proportion of 8 oz. Cantharides to the pint). ...	...	...	Pestle and mortar (wedgewood) ... 1
Magnesia carb. ...	0 1 0	...	Scales and Weights (grains) ... 1
" sulphas ...	0 1 0	...	Splints (common) ... 1 set.
Ol. menth. pip. ...	...	0 0 1	Lancets (bleeding) ... 1
Ol. terebinthinæ ...	...	0 4 0	Silver catheters (No. 8 size) ... 1
Ol. ricini ...	...	2 0 0	Spatula ... 1
Opium pulv. ...	0 1 0	...	Scissors (dressing) ... 1
" liniment ...	...	0 4 0	Penknife ... 1
" valoid fluid extract ...	...	0 1 0	Enema ... 1
Phenacetin ...	...	0 0 2	Infusion pot ... 1
Plumbi acetat. B. P. 4 grains each, 100 pills. ...	100 in	number.	Pocket dressing case (small size) ... 1
Quinine (should be made into 2 grain pills). ...	0 2 0	...	
Rhus pulvis ...	0 1 0	...	
Purgative pills ...	50 in	number.	
Bland's compound iron pills ...	200 in	number.	
Sinapis pulv. ...	1 0 0	...	
Sodæ carbonas ...	0 1 0	...	
Spiritus ætheris nitrosi ...	...	0 8 0	
" Vini Recti ...	...	0 8 0	
Sulphur ungt. ...	1 0 0	...	
Simple ointment ...	1 0 0	...	
Vaseline ...	0 2 0	...	
Vinegar ...	...	1 0 0	
Zinci sulphas ...	0 1 0	...	
Zingiberis pulv. ...	0 1 0	...	

Table showing the quantities of medicines, &c. to be supplied according to the above scale for more than 100 passengers :—

Number of passengers.	Quantity.
Above 100 to 250 ...	½ 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.

18. The following certificates showing that medicines, &c., have been duly supplied and received according to the above scale shall be produced before the officer authorised to inspect under section 8 of the Pilgrim Ships Act, 1895, at the time of his inspection :—

(1) Certified that we have supplied medicines, &c., for — pilgrims according to the above scale for the pilgrim ship proceeding to

Druggists.

Dated

(2) Certified that I have carefully compared the above list with the medicines, &c., examined by me on board the pilgrim ship, and that I am satisfied they are all correct.

Medical Officer.

Ship

Dated

19. (a) The hospital accommodation required in accordance with section 18 (2) of the Act shall be provided on the upper deck either in the poop or deck-house. Each permanent hospital shall contain not more than six bunks, and shall have a superficial deck area of at least 192 feet, and not less than 1,152 cubic feet of air space. It shall be lighted and ventilated to the satisfaction of the surveying officers, and shall be provided with a raised floor or platform at least 4 inches off the decks. Every such hospital must be made as secure as any other deck-house, and the roof must be well caulked and covered with painted canvas. In all such hospitals iron fittings should be used in preference to wood. No case of small-pox, cholera, yellow fever, or plague shall on any account be treated in a permanent hospital.

(b) Materials shall be carried for the construction of a separate temporary hospital on the upper deck to provide for the treatment of such cases of sickness as it may be considered desirable specially to separate

Convention, I.
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(such as small-pox, cholera, yellow fever or plague) and for any general outbreak of sickness when the permanent hospital accommodation becomes insufficient. The part of the upper deck upon which such hospital shall be erected shall be pointed out and measured off by the surveying officers. The framework of the hospital may be either of iron (in pieces that can be easily fitted together) or of wooden spars or bamboos. The roof must be tented, and both that and the side walls must be made of stout canvas and be perfectly water-tight, due provision being at the same time made for ventilation. The superficial area of the floor shall not be less than 192 square feet, and such floor shall be raised at least 4 inches from the deck. Sheet iron is preferable as the material of the floor. In cases of sickness falling under this clause, the person charged with the duty of looking after the patients shall alone have access to them, and shall on no account come into contact with the other persons on board.

Convention, I.
B. III, 24.

Convention,
I. B. III, 25.

Convention,
I. B. II, 7 (f).

Convention,
I. B. III, 25.

- (c) Every pilgrim ship shall carry a disinfecting stove of declared safety and efficacy.

Articles of bedding, carpets, clothes used by persons who have been affected with cholera, as well as of those who have had access to them, should be immediately disinfected. Such of the articles as have little or no value should be thrown into the sea, or, if the ship is in a port or canal, be destroyed by fire. Other articles should be placed on the disinfecting stove in impermeable bags sprinkled with a solution of corrosive sublimate.

The excreta of the sick should be collected in vessels containing a disinfecting solution.

The latrines in which these vessels are emptied should be thoroughly disinfected after each operation.

The places occupied by persons who have been suffering from cholera should be thoroughly disinfected in the following manner:—

- (a) Contaminated or suspected articles must be disinfected in the disinfecting stove under pressure.

- (b) The stove must maintain a temperature (to be tested during each operation) of 220° Fahr.

- (c) The articles must be exposed to this temperature for 15 minutes.

One of the following disinfecting solutions should be used:—

- (a) Corrosive sublimate 1 part with hydrochloric acid 5 parts in 1000 parts of water. This solution should be coloured with fuchsin

or eosin, of which a small supply should be carried and should not be put into metallic vessels.

- (b) Pure phenic acid 5 parts in 100 parts of water.

- (c) Fresh slaked lime.

The different disinfecting solutions are useful for the following purposes:—

- (a) Linen, clothes and articles soiled by the evacuations of cholera patients should be put into the corrosive sublimate solution.

- (b) Articles which would be spoilt if exposed to the heat of the stove, such as leather, tables, lockers, &c., should be washed with the corrosive sublimate solution.

- (c) Persons in attendance on the sick should use the corrosive sublimate solution when washing themselves in the proportion of 1 part of the solution to 2000 parts of water.

- (d) Phenic acid should be used to disinfect articles which cannot be exposed to a temperature of 220 degrees Fahr. or to contact with sublimate solution, such as metals, instruments, &c.

- (e) Slaked lime is specially useful to disinfect the evacuations of cholera patients; in the absence of slaked lime, phenic acid will answer the same purpose.

Ships on which cases of cholera have occurred should be disinfected in the following manner:—

- (a) The cabins and all parts of the ship occupied by cholera patients or those suspected to be suffering from cholera should be emptied, and all articles should be disinfected as above.

- (b) The interior sides of the ship should be disinfected with the corrosive sublimate solution with the addition of 10 per cent. of alcohol. The washing should commence from the top, horizontally and downwards, so that the whole surface becomes covered with a coating of the disinfectant in fine drops. The floors and decks should be washed with the same solution. Two hours after washing, the bulwarks, walls and decks should be scrubbed, and then thoroughly washed down with plenty of water.

- (c) The hold of the ship should be strewn with a sufficient quantity of iron sulphate to neutralize the sulphuretted hydrogen. Then the water in the hold should be pumped out and the hold washed with sea-water and sprinkled with the corrosive sublimate solution.

Water should never be discharged from the hold at a port.

20. The following articles and appliances shall be supplied on the scale shown:—

Iron boilers with covers—

For rice (large)	...	...	} According to number to be fed by the pilgrim ship.
„ dall or curry (small)	...	...	

Iron ladles—

For rice (large)	...	...	} Ditto.
„ dall, &c., (small)	...	...	

Convention, I.
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Iron spoons, tinned	...	...	...	4	To each pilgrim ship when passengers are to be fed.
Curry-stones, with mullers	...	...	...	4	
Sieves for cleaning rice, &c.	...	...	...	6	
Gallon measure	...	...	...	1	
1 ditto	...	...	...	1	
1 ditto	...	...	...	1	
Scales and weights	...	...	...	1	
or	...	...	...	1	
A spring balance	...	...	...	1	
Block-tin saucepans, for hospital use exclusively, from 1 pint to 1 gallon	...	...	...	3	
Hatchets for cutting wood	...	...	...	2	To each pilgrim ship.
Knives	...	...	...	2	
Besides Safety lanterns with lock and key to each Oil with wicks, or candles to fit lantern. (Washing and cleanliness.) Soap Buckets (galvanised iron) Tubs (large) for bathing or washing * Tubs (smaller) for latrine use * Tin pots for ditto Canvas bathing screens for the use of women A dirt-shoot, moveable Deck scrapers Sand Holystones or hard bricks Swabs or squeezers Brooms (country)					there shall be one additional lantern for every 100 passengers on board, and each such lantern shall burn for three hours every night. 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. 1 lb. per passenger. 2 for every 100 passengers. 4 4 12 2 1 12 1 ton. 50 18 50 * All these should be specially marked for privy use.
3 for hatchways,	2 for latrines,	1 for hospital, and	1 for Surgeon, which are to burn all night,		

21. The inspecting officer shall see that the ventilation of the lower hold and of the between-decks is separately provided for; that all air-holes affording a means of communication between the hold and the between-decks are closed so as to shut off, as completely as possible, the escape of foul air from the bilge, or steam from the cargo, into the between-decks; that all ventilating shafts and tubes for the hold are so arranged as to act quite independently of those for the between-decks; and that a sufficient number of efficient ventilators are provided for the between-decks to afford an equable diffusion of fresh air through all parts, and so situated as to act in all weathers.

22. In the absence of hollow iron masts and other means of ventilating the hold, there shall be fitted at least four cowl-headed tubes leading from the lower hold to the open air on the upper deck.

23. No passenger pilgrim ship shall clear out or proceed to sea without such provision for affording light and air to the passenger decks as the circumstances of the case may, in the judgment of the inspecting officer at the port of clearance, require; nor, if there are as many as one hundred passengers on board, without having an

adequate and proper ventilating apparatus, to be approved by such inspecting officer and fitted to his satisfaction; the passengers shall, moreover, have the free and unimpeded use of the whole of each hatchway situated over the space appropriated to their use, and over such hatchway there shall be erected such a booby-hatch or other substantial covering as shall, in the opinion of such inspecting officer, afford the greatest amount of light and air and of protection from wet as the case will admit.

24. Every cowl-headed tube shall be provided with a strong plug for use, if necessary, in bad weather.

25. Every pilgrim ship having an iron upper deck shall have a wooden deck laid over it.

26. Each hatchway shall be provided with a large tarpaulin tent that can be spread well over it, securely fastened, so as to keep out rain and let in fresh air, and be rolled up out of the way in fine weather; and shall also be fitted with a strong iron or wooden A-shaped frame for the support of the tent.

27. Every pilgrim ship shall have poop, quarter and main deck awnings complete and in good order, at least six life-buoys, and four windsails.

28. Every pilgrim ship shall be fitted with not less than two latrines, apart from those for the use of the crew, sufficiently screened from public view and readily accessible. 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. There shall be an additional latrine for every hundred pilgrims, or part of that number in excess of 100. The latrines shall be provided with seats at the rate of not less than four for every hundred pilgrims. No latrine shall be allowed either between-decks or in the hold.

Each latrine shall be firmly secured in a convenient and accessible place on the upper deck and close to the bulwarks, so that the soil-shoot of the latrine floor may lead directly out of a port or other opening, and well clear of the ship's side. Each latrine shall be divided into separate and private compartments. Each compartment not more than two feet square shall have a separate entrance with door, and shall be fitted with a seat, or a pair of foot-boards having a free opening or hole in the centre. Each such opening shall communicate directly with the floor beneath common to all openings. The floor continued into the shoot, and having a good fall towards it, shall be made either of a continuous sheet of metal, or of wood continuously lined with sheet lead or zinc. The floors and shoots of the latrines shall be painted with coal tar liberally laid on. There should be a troughed opening at each of the ends or sides of the latrines a little above the level of the floor, but below that of the seats of foot-boards, to enable the floors to be freely flushed from the outside. Every compartment shall be well ventilated by means of openings that do not interfere with privacy: and shall be sufficiently lighted by means of a lantern to

Convention, I.
B. 111, 18.
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each latrine that should be so fitted as to throw light into all compartments.

Convention, I.
B. III, 18.

All latrines shall be kept in good order, and cleaned and disinfected three times a day.

Paragraph 2
(a), Home Department letter to Local Governments, Nos. 290-292, dated 9th October 1894.

There shall be a staff of sweepers maintained at the rate of two for every hundred pilgrims.

29. Every ship shall be provided with not less than one place for washing on each side of the deck, sufficiently screened from public view, whereof a full proportion, as prescribed in the case of latrine compartment, shall be set apart exclusively for females. A sufficient number of hand-pumps shall also be provided for supplying sea-water for purposes of ablution.

30. Every ship shall be provided with not less than two cabooses or cooking ranges on deck, properly housed and covered, to which passengers can have ready access. The ranges shall be made of substantial plate iron, lined inside with bricks and raised at least 4 inches from the deck, with an outlet or chimney at top for the escape of smoke. Each range shall contain five or six cooking-places, and an additional range shall be provided for every two hundred passengers carried in excess of one hundred. Cooking on board in the passengers' own stoves is prohibited.

Every ship shall provide caboose and boiler accommodation sufficient to cook for the total number of passengers to be fed by the ship; a corresponding reduction will then be admissible in the number of cabooses required under the rules for those who cook for themselves.

31. The crew of the ship shall not be allowed to use the cooking ranges or latrines set apart for passengers during the period passengers are on board, but shall be provided with a separate cooking range and latrine.

32. Strong ladders shall be provided for every hatchway used as such, and not only as a ventilator and as additional means for women and children to hold on by. Besides hand-rails, knotted hand ropes should be fastened conveniently near the ladders.

33. Hooks for hanging the required number of lanterns shall be fixed at convenient distances apart.

34. The space to be occupied by the passengers must be clear, thoroughly clean, and dry; and nothing must be slung up or stowed away between the beams. *Every day while the pilgrims are on deck the between-decks should be carefully cleaned and scrubbed with dry sand mixed with suitable disinfectants.*

Convention, I.
B. III, 15, and Home Department letters Nos. 290-2, dated 9th October 1894, to Local Governments.

35. *Pilgrims' heavy baggage is to be registered, numbered, and deposited in the hold. Pilgrims are allowed to keep with them only such articles as are absolutely necessary; these are not to exceed one maund in weight for each pilgrim.*

36. Bamboos, ropes, or strong rails shall be securely fastened fore and aft to the midship stanchions, so that the passengers may have something on which to hang their clothes or bundles, and to depend on for support when the ship rolls.

37. No timber or cargo of any kind shall be allowed on the upper deck, but only the necessary fittings properly secured. The deck shall be exclusively reserved for the between-deck passengers. They should be encouraged to remain on deck as much as possible.

38. The passengers should be required to air their clothing, blankets, &c., as often as possible.

39. A set of water-vessels, such as buckets and tin mugs, required by topases or others for use in the latrines shall be exclusively set apart for such purposes; and they shall be marked or painted so as to be clearly distinguishable from those used for cooking or drinking purposes.

(C) "The licensing and appointment of medical officers in cases where they are required by the Act to be carried."

40. The Medical Officer of every pilgrim ship required by the Pilgrim Ships Act, 1895, to carry a Medical Officer must, if he does not hold a diploma to practise Medicine and Surgery from an authority empowered to grant the same by the law of the country to which the pilgrim ship belongs, be licensed by the Local Government and appointed by or on behalf of the owner of the pilgrim ship or, on his application, by the Local Government. Every person desiring to obtain a license to act as such Medical Officer shall apply for a license to the local Civil Administrative Medical Officer of the province in which the port of first departure lies. At Jeddah such license may be granted by the Principal Medical Officer at that port.

41. Such license shall be renewable yearly, and shall be in Form No. III appended to these Rules.

(D) "The boats, anchors, and cables to be provided on board."

42. Every steam-ship intended for the conveyance of passengers under these Rules shall be provided with boats according to the following scale, and all such boats shall be fully fitted with all usual appliances:—

Two of the boats shall be life-boats.

No greater number of boats need be taken than are sufficient to carry all the crew and passengers on board.

Finance Department Notification No. 1178, dated the 22nd May 1894.

The cubic contents of the boats in the following table are ascertained by multiplying their outside length, their outside width and their inside depth together, and then their product by 0.6:—

Registered tonnage of steam-ship.	Number of boats not less than	Minimum cubic contents of life-boats.	Minimum cubic contents of all the boats of the ship.
		Feet.	
Less than 800 tons ...	5	198	1,038
800 tons and less than 1,000 tons ...	5	240	1,227
1,000 ditto ditto 1,250 "	6	540	1,527
1,250 ditto ditto 1,500 "	6	540	1,800
1,500 tons and upwards ...	7	556.8	2,160

43. Every pilgrim ship shall be provided with not less than three anchors, cables and hawsers, according to Lloyd's requirements.

(E) "The instruments for purposes of navigation to be supplied."

44. Every pilgrim ship shall also be provided with—

(a) not less than two good ship's compasses and two boat's compasses. If she is an iron ship, the deviation of her compasses shall be ascertained on every point, and shall be recorded in the log-book;

(b) Admiralty or Indian Government charts and sailing directions suitable for the voyage she is about to undertake;

(c) not less than two chronometers and not less than two sextants or quadrants and barometers.

(F) "The apparatus for the purpose of extinguishing fires on board, and the precautions to be taken to prevent such fires."

45. Every ship shall be provided with—

(a) hose sufficient to reach from her engines to her stern and taffrail; and

(b) fire-buckets in the proportion of three for every 100 tons up to 600, and two for every 100 tons above 600, provided that 50 in all shall suffice.

46. If fire annihilators or fire-engines are carried, they shall be placed under the special charge of one of the principal officers and the ship's carpenter, who should be held responsible that, with the buckets and other fire apparatus, they are kept in a state fit for immediate use. The engine should be worked once or twice a week to keep it in proper order.

47. No ship shall put to sea until all her cargo is properly stowed away, and the decks are cleared of any loose straw, hay, or other inflammable material.

48. Immediately before leaving port, the passengers shall be called on to deliver up whatever lucifer matches, gunpowder, or other inflammable articles they may have with them.

49. No naked lights must on any account be used in the hold or store-rooms or in the between-decks, except under trustworthy superintendence. No person shall be allowed to read in bed with a naked light. Smoking between-decks is strictly prohibited.

50. Spirits must never be opened in the hold, but should be hoisted on deck for the purpose.

51. As soon as possible after leaving port, the officers and crew should be divided into parties and assigned to stations in case of fire; and fire-drill should be practised at least once a week, or at convenient times.

52. No gunpowder, inflammable oils, spirits, jute, coal, nor any commodity likely, by reason of its quantity, quality, or mode of stowage, to be prejudicial to the safety of the passengers, shall be taken as cargo or part of the cargo.

(H) "The functions of the master, medical officer (if any) and other officers of a pilgrim ship during the voyage."

The Master.

53. He shall give notice of the day of sailing, &c., as required under section 7 of the Pilgrim Ships Act, 1895, in Form No. I appended to these Rules.

He shall produce before the officer authorised to inspect under section 8 of the Pilgrim Ships Act, 1895, at the time of his inspection, a certificate in the following form:—

"Certified that it is proposed to issue tickets to passengers and to provide accommodation as follows:—

"On the voyage of the pilgrim ship proceeding to

Class of passengers.	Maximum number of tickets to be issued.	Special accommodation and privileges (if any) to be reserved for each class.
Class I ..		
Class II ...		
Pilgrims of the lowest class ...		

Dated _____ (Signed) _____
Master,
Ship _____."

54. In the event of a ship being engaged to carry more than 100 passengers, he shall, unless the ship is already provided with a licensed medical officer, submit, as early as possible, in Form No. II appended to these rules, an application to the Local Government for a licensed medical officer to proceed in charge of the passengers.

55. He shall afford the medical officer every facility for examining the provisions, water, and medical stores, and for making himself generally familiar with the arrangements made for the accommodation of the passengers about to be carried.

Convention, I. B.
IV, 42.

56. He shall post up in the between-decks and in such other places accessible to the pilgrims as may be convenient copies of the *Pilgrim Ships Act, 1895*, and the rules made under it, and all notices which he may be required so to post by the Commissioner of Police or the port authorities before sailing. These shall be in English, French, or German, and in an Indian vernacular. He shall also afford every facility to the Port Officer, or other authorised officer, for making the official inspection of the ship, her equipment, ventilation, fittings, provisions, and medical stores, and shall himself be present at such inspection.

57. He shall furnish such certificates as are required of him under the rules, and shall be careful to provide himself with all the instructions and documents necessary for the voyage.

Convention, I.
B. II, 9.

58. Before sailing he shall obtain a bill of health as prescribed in rule 79 in Form No. VIII appended to these rules.

59. He shall cause the statements of passengers and crew prescribed under section 19 of the *Pilgrim Ships Act, 1895*, to be prepared in Form No. IV appended to these rules.

60. The bond required under section 26 of the *Pilgrim Ships Act, 1895*, when a ship clears for any port in the Red Sea, shall be executed in Form No. V appended to these rules.

61. He shall be jointly responsible with the medical officer for the care of the passengers on the voyage. He shall see that the special accommodation and privileges, if any, to which passengers of any class are entitled are reserved to them without hindrance or diminution throughout the voyage, that the space in the between-decks is not encroached upon, that all rules and regulations for securing cleanliness and order are carried out, and, as far as possible, that all reasonable requisitions of the medical officer are complied with.

62. He shall appoint one of the officers of the ship to the charge of the provisions and stores, to see to the punctual issue according to scale of the day's rations and water, and to assist the medical officer generally.

63. He shall, in the event of any passenger dying on the voyage, who is unaccompanied by any near relation, if the ship returns direct from the Hedjaz to any Indian port, take charge of the effects of the deceased and make them over, on the

ship arriving in India, with such particulars of the name and residence of the deceased as he may have been able to gather, to the Commissioner of Police in Bombay or Calcutta, and to the Magistrate at any other Indian port. If the death occurs on the voyage to the Hedjaz, and the ship does not return direct to India, the master shall make over the effects, with particulars as above, to the British Consul at Jeddah.

64. He shall cause the supplementary certificate required by section 21 of the *Pilgrim Ships Act, 1895*, when additional passengers are taken on board at an intermediate port, to be prepared according to Form No. VI appended to these rules.

The Medical Officer.

65. The medical officer shall, if not already attached to the ship, immediately on his being appointed by the Local Government to her charge, proceed on board, report himself to the master, examine and check the medical stores, and inform himself generally as to the arrangements made for the accommodation of the passengers, the date of sailing, &c.

66. He shall also report himself personally to the officer appointed under section 7 of the *Pilgrim Ships Act, 1895*, with a view to receiving any instructions which that officer may have to give him in connection with his duties and the official inspection of the ship.

67. He shall be present at the final official inspection, and after it has been held and the ship and her arrangements approved, he shall furnish a certificate to the effect that he has satisfied himself regarding the arrangements for the care and comfort of the passengers made in accordance with the rules. The certificate shall be in Form No. VII appended to these rules.

68. He shall provide himself with all the necessary instructions and forms required for the voyage.

69. He shall attend any medical officer appointed under section 27 of the *Pilgrim Ships Act, 1895*, to inspect the passengers before embarkation. He shall, with a view to special care or precautions on the voyage, watch those who may appear to be in an infirm or sickly state, and note them in his diary. He shall satisfy himself that any additional passenger waiting to be taken on board at intermediate ports is not suffering from any contagious disease.

70. He shall not leave the ship after the final inspection. He shall see that the place set apart for the accommodation of the passengers is not encroached upon; that all the passengers have access to the upper deck in turn; that good drinking-water is readily accessible; that the latrines are attended to by the ship's topases; that a supply of water is at hand for use in the latrines; that suitable hours have been fixed, in communication with the officer in charge of the stores, for the regular issue of daily meals to such of the passengers as have to be fed by the ship and generally that every proper care is taken to secure cleanliness and good sanitary arrangements on board.

71. He shall be jointly responsible with the master for the care of the passengers on the voyage, and he shall co-operate with the master and officers of the ship for the welfare of the passengers.

Convention, I.
A. 4.

72. During the voyage from India (excluding Aden) he shall for the first five days daily collect together the pilgrims and observe them individually to assure himself whether any of them is affected with cholera, small-pox, yellow fever or plague.

Convention, I.
B. III, 12 (3).

73. He shall, if he has any doubt as to the quality of the drinking-water, draw the attention of the captain, in writing, to the provisions of rule 6.

Convention, I.
B. III, 12 (3).

74. He shall, should any case of infectious or contagious disease occur, satisfy himself that disinfection is performed in the manner provided for in rule 19.

75. He shall keep up regularly, from day to day throughout the voyage, the following records in connection with his duties, viz.:—

(a) a Medical Diary of the principal events of the voyage, briefly and accurately recording all facts in connection with the medical history of the passengers;

(b) an Admission and Discharge Book of every case brought under treatment in Form No. IX appended to these rules;

(c) a Register of Deaths in Form No. X appended to these rules;

(d) a Record of the advice he gives to the master, and of compliance with, or neglect of, his advice.

76. On arrival at the port of debarkation in the Red Sea, he shall submit his diary and returns to the Consular authority there for transmission to the Government of India, and on arrival at any Indian port to the chief officer of Customs, or to any officer appointed under section 21 of the Act to receive the statements referred to in that section.

(I) "Rules to carry out the provisions of the Act generally."

77. Officer authorised to receive notice of time of sailing under section 7 of the Act.—The officer authorised by the Local Government in this behalf shall, on receiving the notice prescribed under section 7 of the Pilgrim Ships Act, 1895, himself proceed, or give written authority to some competent person on his behalf, to inspect the ship, her provisions, medical stores, equipments, ventilation, fittings, &c., and shall satisfy himself by such inspection that they meet all prescribed requirements.

78. No certificate under section 11 of the Pilgrim Ships Act, 1895, shall be granted unless the condenser cannot only supply the minimum quantity of water prescribed under rule 3 for each passenger and member of the crew, but also yield in 24 hours 500 gallons of pure cold water fit to drink immediately it is drawn

from the filter, and unless the whole arrangements, as detailed in the above rules, are to the entire satisfaction of the inspecting officer.

79. The officer authorised under section 7 of the Act shall also see that in all cases where the number of passengers exceeds 100, the medical officer appointed by Government is present at the official inspection; that such medical officer has had an opportunity of satisfying himself as to the completeness of the arrangements made for the accommodation and care of the passengers under the requirements of rules; and shall require him to furnish a certificate to this effect in Form No. VII appended to these rules, and to sign the certificate prescribed in rule 18.

He shall also himself furnish to the captain the certificate called the Bill of Health in Form No. VIII appended to these rules.

80. Certificate forms.—The Certificates A and B required under sections 9, 10 and 11 of the Pilgrim Ships Act, 1895, shall be given in Forms Nos. XI and XII appended to these rules.

81. Second medical inspection.—In cases where a pilgrim ship may have been detained in harbour for more than 48 hours after the embarkation of the pilgrims and there is reason to suspect that small-pox, cholera, yellow fever or plague may have attacked some of the persons on board, there shall be a second medical inspection by a medical officer authorised under section 8 of the Pilgrim Ships Act, 1895.

Para. 2 (a) of
Home Department
Letters Nos.
290-292 of such
October 1891, to
Local Govern-
ments.

FORMS.

No. I.

Notice to be given by master, owner, or agent under section 7 of the Pilgrim Ships Act, 1895.

I, *, hereby give notice that the steam-ship, register tonnage tons, being a pilgrim ship within the meaning of the Pilgrim Ships Act, 1895, and being capable of carrying native passengers and pilgrims, will leave the port of on a voyage to on the day of 189 .

Signed at this day of 189 .

No. II.

Form of application to Government for a medical officer.

S.S. 189 .

To THE SURGEON-GENERAL, [OR INSPECTOR-GENERAL OF CIVIL HOSPITALS].

SIR, I have the honor to request that a Medical Officer may be appointed to proceed in charge of pilgrims to the port of in the steam-ship under my command.

2. The ship is now lying at
sail on the

the
moorings, and will

I am, Sir,
Yours obediently,
Master, S.S.

No. III.

*Form of License to be granted to Medical Officers proceeding in
charge of Native passengers.*

The bearer of this , holding a certificate to
practise medicine and surgery, from
is licensed to have medical charge of
pilgrims proceeding, under the provisions of the Pilgrim Ships Act,
1895, to . This license holds good for one year from
this date.

Dated—

[Here enter seal of office.]

Signature of recipient. Surgeon-General, or Secretary to
Surgeon-General in his absence; Inspector-
General of Civil Hospitals, or officer in
charge of office; or Port Surgeon.

NOTE.—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
of 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. It is desirable that the Medical Officer should, if possible,
be a Muhammadan.

No. IV.

*Statement to be furnished by the master of every pilgrim ship under
section 19 of the Pilgrim Ships Act, 1895, of the crew and
passengers proceeding in the bound to*

Crew.				Number.	
Commander	...	...	...	...	...
Officers	...	...	...	...	...
Engineers	...	...	...	...	...
Deck crew	...	...	...	...	...
Engine-room crew	...	...	...	...	...
Servants	...	...	...	...	...
Total				...	...

Passengers.

	Male adults.	Female adults.	Male children under 12.	Female children under 12.	Infants under 2.	Total.

Master,

The of 189 . Surveying Officer.

No. V.

Bond executed pursuant to the provisions of section 26 of the

Pilgrim Ships Act, 1895.

Know all men by these presents that we

of
of
and
of

are held and firmly bounden to the Secretary of State for India in
Council in the sum of five thousand rupees of lawful money of
British India to be paid to the said Secretary of State in Council,
his certain attorney, successors, or assigns, for which payment well
and truly to be made, we bind ourselves, our heirs, executors,
administrators, and representatives jointly, and every of us bind
ourselves, our heirs, executors, administrators, and representatives
jointly, and each of us binds himself, his heirs, executors, adminis-
trators, and representatives severally firmly by these presents, sealed
with our respective seals, dated this day
of in the Christian year one thousand eight
hundred and ninety

And each of us, the said
doth hereby for himself, his heirs, executors, administrators, and
representatives covenant with the said Secretary of State in Coun-
cil, his successors and assigns, that if any suit shall be brought,
touching the subject-matter of this obligation or the condition
hereunder written, in any court subject to the superintendence of
the High Court of Judicature at
the same shall and may, at the instance of the said Secretary of

State in Council, be removed into, tried and determined by the said High Court in its Extraordinary Original Jurisdiction.

* Here insert the name or names of the principal or principals only.

† Is or (are), (Owner) or (Owners), (Agent) or (Agents) or (Master).

§ Insert names of any other ports to be visited.

|| His or their, Name of sureties.

** To be inserted if there is a medical officer.

Whereas the above bounden*

† the ‡
the
port of

of a pilgrim ship †
now about to sail from the
in British India to
a port in the Red Sea, touching at

Aden§

and before applying for a port-clearance to the officer at the port of whose duty it is to grant a port-clearance for such ship, the above bounden*

and||
sureties||

who are both resident in British India, have at the request of the Secretary of State for India in Council agreed to execute the above-written joint and several bond or obligation as required by section 25 of the Pilgrim Ships Act, 1895. Now the condition of the above-written bond or obligation is such that, if the said pilgrim ship on her outward voyage to the said port of

in the Red Sea touches at Aden and does not leave the said port of Aden on the said outward voyage without having obtained from the proper authority at Aden aforesaid a clean bill of health, and if the master (** and medical officer) complies (or comply) with on the outward voyage, and also on the homeward voyage, if the ship continues to be a pilgrim ship, the provisions of the Pilgrim Ships Act, 1895, and of such rules, relating to pilgrim ships sailing between ports in British India and ports in the Red Sea, as the Governor General in Council may, from time to time, make under the said Act, then the above written bond or obligation shall be void.

No. VI.

Supplementary Certificate B under section 21 of the Pilgrim Ships Act, 1895.

I, _____, duly appointed and authorised to grant certificates under section 12 of the Pilgrim Ships Act, 1895, do hereby certify that the number of additional passengers taken on board the pilgrim ship _____ from the port of _____ is _____; that the provisions, fuel, and pure water (over and above what is necessary for the crew), and the other stores prescribed for such ships by the rules under the said Act, are of good quality and properly stowed or packed, and are sufficient according to the scale for the time being fixed by the said rules, and that the said provisions, fuel, and water are sufficient for _____ days, the declared duration of the said voyage; that is to say, water and fuel sufficient for the whole number of passengers on board, and provisions sufficient for

passengers, the remaining, viz., _____ passengers, finding their own provisions _____ this _____ day of _____
Dated at _____ 189 .

No. VII.

Form of Medical Officer's Certificate.

Certified that I have by careful inspection satisfied myself in regard to the arrangements that have been made in accordance with the requirements of the rules relating to pilgrim ships proceeding to the Hedjaz for the care and comfort of the passengers about to be carried in the pilgrim ship _____; and

proceeding to _____; and that I was present with the inspecting officer at his final official survey of the arrangements, held on the _____ of _____ 189 .

Date

Medical Officer,
In charge of Pilgrims,
Ship

No. VIII.

Form of Bill of Health.

This is to certify that the pilgrim ship _____ sailing under _____ Convention I. B. 11, 9 (2).
the _____ flag and under the command of Captain _____
(medical officer) of _____ tons, bound for _____
with a crew of _____ persons* and _____ passengers and _____
pilgrims and laden with a cargo of _____ is at the time
of leaving this port in a satisfactory sanitary condition, and that
no case of cholera or infectious disease dangerous to life exists
among the officers, passengers, pilgrims or crew.

It is further certified that the town and port of _____ are
at present free from epidemic cholera, plague, yellow fever and _____ † Or as the case
all other dangerous epidemic disease. may be.

No. IX.
Medical Admission and Discharge Book.

Serial number of cases.	Name.	Age.	Sex.	Disease or cause of admission.	DATES OF			Number of hours or days under treatment.	Remarks.
					Admission.	Discharge or recovery.	Death.		

22

No. X.
Register of Deaths.

Serial Number.	Name.	Age.	TIME OF OCCURRENCE.			Cause.	Remarks.
			Date.	Hour.			

23

No. XI.

Certificate (A) under section 10 of the Pilgrim Ships Act, 1895.

I, _____, duly appointed and authorised to grant certificates under section 10 of the Pilgrim Ships Act, 1895, do hereby certify that the ship _____, register tonnage _____ tons, being a pilgrim ship within the meaning of the said Act, and now riding at anchor at _____, and ready to proceed on a voyage to _____, is seaworthy, properly equipped, fitted, and ventilated, and that she is capable of carrying _____ passengers, and pilgrims or (as the case may be), _____ passengers of the 1st class, _____ passengers of the 2nd class, _____ and _____ pilgrims of the lowest class, with the special accommodation and privileges to be provided for passengers of those classes respectively, namely,—

for 1st class passengers (*here enter the accommodation and privileges mentioned in the master's certificate under rule 53 so far as the same are consistent with the Act and Rules*);

for 2nd class ditto (ditto);
for pilgrims of the ditto
lowest class (ditto).

No. XII.

Certificate (B) under section 11 of the Pilgrim Ships Act, 1895.

I, _____, duly appointed and authorised to grant certificates under section 11 of the Pilgrim Ships Act, 1895, do hereby certify that the ship _____, being a pilgrim ship within the meaning of the said Act, and having on board _____ native passengers and pilgrims, lists of whose number and sex have been furnished by the master of the said ship, and ready to proceed on a voyage to _____, the intermediate ports at which she is intended to touch being _____, has the proper complement of officers and seamen; that she has sufficient and suitable cooking and latrine accommodation on board; that the provisions, fuel, and pure water and other stores prescribed for such ships by the rules under the said Act are of good quality and properly stowed or packed, and are sufficient according to the scale for the time being fixed by the said rules; and that the said provisions, fuel, and water are sufficient for _____ days, the declared duration of the said voyage; that is to say, water and fuel sufficient for the whole number of _____ passengers and pilgrims and provisions sufficient for _____ passengers and pilgrims, the remaining, viz., _____ passengers and pilgrims, finding their own provisions.

I also certify that the master of the said ship holds Certificate A as required by section 11 of the Pilgrim Ships Act, 1895, and that there is no cargo on board contrary to the provisions of rule 52.

I do further certify that the full space required by the said Act has been appropriated to the said passengers and pilgrims in the between decks of the said ship (*and when necessary, add*) and that the accommodation and privileges described in Certificate A for passengers of the 1st and 2nd classes and pilgrims of the lowest class, respectively, have been duly provided.

Mar. 6
921/95

1005
Pub. Dept.
2
2270

Public Dept
Public No 227

Ord N: 1699.

Forwarded to the
Protector of Emigrants for
early and full remarks to be
submitted through the
Presidency Port Officer, who
will, in addition to his own
observation, furnish a report
by the Port and Marine Surgeon.
Replies should be based on
the assumption that pilgrim
traffic between Madras and Red
sea ports actually does exist.

This reference should be
treated as very urgent. Rep
should reach Government no
later than the 10th August.
(Sd) J. F. Price
Chief Secretary

Ostacamed
22nd July 1895 }

To

The Protector of Emigrants

INDIA OFFICE,

London, 29th November 1894.

Revenue,

No. 164.

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

MY LORD,

I have considered in Council your Excellency's letter, No. 12, dated the 11th September 1894, concerning the Red Sea pilgrim traffic rules and the Convention which resulted from the recent International Sanitary Conference at Paris. You demur to some of the conclusions embodied in the Convention; represent that the Government of India had previously expressed views contrary to these conclusions; and urge that such a Convention, binding on the Indian Government, should not have been concluded until your Government had been allowed opportunity of considering the matter in detail.

2. Owing to the severe epidemic of cholera during 1893 in the Hedjaz and on the shores of the Red Sea, much anxiety had been felt in Europe to prevent cholera from again becoming epidemic in those regions, whence the disease might possibly spread to Europe. A Conference of the great Powers, including America, was summoned to meet at Paris and consider the best means of preventing the spread of cholera by way of the Red Sea. Her Majesty's Government joined the Conference, and it was deemed desirable that the Government of India should be represented. Surgeon-General Cunningham, C.I.E., for many years Sanitary Commissioner and Surgeon-General with the Government of India, was accordingly deputed to the Conference as representative of India; he was furnished with a collection of papers on the subject, including the documents framed by your Government, and to these papers his English colleagues, Mr. Phipps and Dr. Thorne-Thorne, also had access. The views of the Government of India were thus fully known to the British Delegates. If they in some instances gave adhesion to articles in the Convention going somewhat beyond the suggestions previously made from India, they did so for reasons set out in the printed papers forwarded with my Despatch, No. 72, dated the 7th June 1894, and in deference to arguments set forth in the Proceedings of the Conference. From the circumstances of the case it was not possible to make the adhesion of Great Britain to the Convention dependent upon a reference to and a reply from the Government of India. Most of the concessions made at the Conference were in the direction of making the pilgrimage healthier, safer, and easier for Moslem pilgrims. It was in every way desirable that the Mohamadan subjects of the Queen-Empress of India should be enabled to make their religious pilgrimage with as little risk as possible to health and life, and with as little discomfort as might be compatible with cheap transport. All the Powers, except Turkey, which dissented on a question of Turkish national jurisdiction, and all the sanitary authorities, were in favour of these concessions; and Her Majesty's Government decided to adhere to the Convention in the hope that eventually a great and necessary amelioration of the condition of Mohamadan pilgrims would be secured, not only at sea, but in the Hedjaz and at the Turkish quarantine station of Cambray.

3. Briefly stated the Convention, when fully carried into effect by all the Powers, including Turkey, will secure for Moslem pilgrims the following advantages, namely,—

before embarkation,—

increased care in the medical examination;

on shipboard,—

effective control over small craft,

increased space,

increased hospital space,

increased allowance of water,

better medical attendance;

at the quarantine station,—

better quarters,

more and better water,

better rations,

immunity from worry on account of sanitary dues;

in the Hedjaz,—

better treatment on the caravan journey,

more and better water ditto,

some increase of immunity from extortion.

All these concessions will certainly conduce to the welfare of the pilgrim. The arrangements to be made at the quarantine station and in the Hedjaz depend on the Turkish Government, who as yet have not given adhesion to the Convention; but Her Majesty's Government and other Powers interested in the welfare of the pilgrims are in a better position to press for Turkish reforms in these matters now that they have decided themselves to enforce on their part, and on their own subjects, the reforms upon which the Conference agreed.

4. Early steps will have to be taken to bring the Indian law and the Indian pilgrim traffic rules into accordance with the Convention, so far as it was accepted and ratified by Her Majesty's Government. There is one other matter on which I consider it most desirable that provision should be made in the revised rules. Many of the Indian pilgrims are women and girls, who might accept the ministrations of a male medical attendant on shipboard, but who would regard an examination by a man doctor, in presence perhaps of male attendants, before embarkation as repugnant to their religious feelings. I am of opinion that the medical examination of women and girl pilgrims, starting from Bombay and Calcutta, should be conducted by qualified women doctors and in private. I request that the revised rules may provide accordingly.

5. The minor points in the Convention, to which your Government takes special objection, appear to be:—

(a) the definition of a pilgrim vessel,

(b) the jurisdiction of the Constantinople Sanitary Council.

(c) the three days' notice of a pilgrim ship's departure,

(d) the allotment of daily rations for each pilgrim,

(e) the payment of sanitary fees by the captain and the inclusion thereof in the price of the pilgrim's ticket.

(f) the authority for enforcement of the Convention.

On all these points Her Majesty's Government have agreed to the Convention; and, though the Turkish Government has not yet given its adhesion, the abstention of the Porte would not justify the Government of the Queen-Empress from withholding or withdrawing its ratification of the Convention, so far as it has already

been accepted. I think, moreover, there may be justification for the decision which has been taken on these points.

(a) The present Indian law defines a pilgrim ship to be a steamer carrying from 30 to 60 pilgrims according as the Government may decide. It is urged that small steamers frequently bring back a few pilgrims from the Red Sea. It was the object of the Convention, and it is itself desirable, to prevent the pilgrim traffic falling—to any appreciable extent—into ill-found craft, where the pilgrims might be exempt from sanitary supervision.

(b) The other great Powers accepted the jurisdiction in these sanitary matters of the Constantinople Sanitary Council, on which Her Majesty's Government are represented. France, Turkey and Egypt together send, it must be remembered, as many Moslem pilgrims to the Hedjaz as India does. It is to the influence and pressure exercised by that Council that we look to procure the eventual fulfilment of the promises of reform in sanitary and other arrangements at the Camaran quarantine station and in the Hedjaz. The due accomplishment of those reforms is of the utmost importance to the well-being of the pilgrims. And Her Majesty's Government did not deem it wise to disavow the jurisdiction of the Constantinople Sanitary Council in these matters.

(c) The three days' notice of sailing, which the Conference proposed to require from a pilgrim ship, is the same period that was entered in the draft Council Order received from the Government of India in 1891; so the British Delegates had no hesitation in accepting the provision. Three days do not appear to be a very long notice to require from a steamer that may be carrying a thousand pilgrim passengers, and I trust that this clause of the Convention may not be found to cause practical inconvenience.

(d) The Convention does not compel steamer captains to give rations, except the daily allowance of water, to all pilgrims, and does not debar pilgrims from providing their own food as heretofore, if they desire so to do. It lays down a scale of rations which will be applicable in cases where pilgrims elect to be victualled by the ship. The draft Order in Council of 1891 provided a schedule of rations for pilgrims, and so also did the "Pilgrim Traffic Manual of 1884." I regard the increase in the water ration as a most important advantage. The provision that a table of the sanctioned scale of rations must be affixed to a public place in the ship in a tongue known to most of the pilgrims can do no harm, whereas it may help to secure to the pilgrims the full daily allowance of water to which they are entitled.

(e) Assent to the provision whereby the captain is made responsible for the sanitary fees was not given without consideration. The Turkish authorities had complained that Indian pilgrims often failed to pay these fees. Unless help is given to the local authorities in realizing whatever may be the proper fees, it is less easy to press for the carrying out of local sanitary reforms, the cost of which is defrayable, in part at any rate, from the fees realized from pilgrims.

(f) The considerations recited at point (b) above had weight in inducing the Delegates and Her Majesty's Government to abstain from pressing for the exclusion of British captains and vessels from the jurisdiction of Turkish local officers in the matter of breaches of the sanitary rules. The Convention provides for consular interposition in such cases, and also for the confirmation or modification of the local officer's award by a consular body at Constantinople.

6. There remains the charge, which you rightly characterize as the most important point in the Convention, in the minimum allowance of hospital space and of deck space per pilgrim. As was stated in my Despatch dated the 7th

June 1894 I recognize and the Conference recognized that a large increase in the space allotted to each pilgrim must cause some addition to the cost of a pilgrim's ticket. As you are aware, Her Majesty's Government declined to accept the clause of the Convention which made two square metres (21½ square feet) the minimum space for each pilgrim, instead of 9 square feet, the allowance under the present Indian law. But all the Powers, including Turkey, and all the

• Dr. Thorne-Thorne expressed a decided opinion that on sanitary grounds the minimum space ought to be raised to the full two square metres prescribed by the Convention.

sanitary authorities, including Surgeon-General Cunningham and Dr. Thorne-Thorne,* were clearly and strongly in favour of some increase in the minimum space allotted to each pilgrim, and they pressed for such increase in the interests of the people of the Hedjaz and the Arabian coast, and in the interests of Egyptian and Mediterranean populations, among whom many thousands of return pilgrims from the Hedjaz are absorbed every year. Her Majesty's Government and the British Delegates could not insist on the view that 9 square feet of deck space—that is, 6 feet long by 18 inches broad—was sufficient for an adult pilgrim to have in the tropics for sitting, sleeping, living, and feeding during a period of twelve or more days, for a part of which he might be excluded from the upper deck and from fresh air. Accordingly, the British Delegates were authorized to yield to the sense of the Conference, and to the advice of accumulated sanitary authority, so far as to agree to an increase of the deck space to 1½ square metres. This offer was not accepted by the Conference and was not embodied in the Convention. But it was made with full knowledge of the views of the Indian Government upon the subject; and the offer was afterwards embodied in a subsidiary declaration, which was ratified by the Secretary of State for Foreign Affairs and by the Secretary of State for India. When the declaration was made, the intention certainly was to increase the minimum deck space per pilgrim. The remarks contained in your present letter do not, in my judgment, suffice to shake the decision taken by Her Majesty's Government. And I adhere to the instruction conveyed at paragraph 5 clause (2) of my Despatch, dated the 7th June last, "that the revised regulations must provide not less than 16 square feet for each pilgrim."

7. I rely on your Excellency to cause early steps to be taken for the revision of the Pilgrim Traffic Rules in accordance with the conclusions that have now been formed. As was stated at paragraph 5 (a) of my despatch dated the 7th June 1894, the revised rules should make clear the duties of the Medical Inspector. They should also define the responsibilities devolving upon the Protector of Pilgrims. Allegation has been made regarding the ill-treatment of pilgrims at Bombay by persons believed to be on the Protector's staff or serving under him. Whether such statements are well founded I am not able to say; but occurrences of the kind should be made impossible in future, so far as this can be done by enacting clear and precise rules and enforcing the observance of those rules by adequate supervision and inspection.

8. But, when the Government of India and its officers have done the very most they can to ameliorate the condition of the pilgrims, the worst abuses and the most serious ill-treatment to which pilgrims are subject will remain untouched. Her Majesty's Government recognize that the delays, the bad food, the bad water, the miserable shelters, the excessive charges, and the insanitary surroundings at the Camaran quarantine station are responsible for much of the disease and suffering that overtake the pilgrims. They are aware too that the same evils, combined with extortion, oppression, and sometimes robbery, at Jeddah, at Mecca, and on the caravan road to the holy places of Islam cause far more loss and suffering to the pilgrims than can with any reason be ascribed to remediable evils on shipboard or at the Indian ports of embarkation. The remedy for this state of things rests with the Government of Turkey. That Government have issued many orders for applying remedies, they have granted money, and they have recently sent special officers to the Hedjaz for the purpose. In the interest of the millions of Moslem inhabitants of India, Her Majesty's Government will lose no opportunity of pressing upon the Turkish Government,—and, if requested, they will lend skilled officers to assist the Sultan's Government in fulfilling,—the duty of remedying the condition of

affairs at Camaran in the manner indicated by the Paris Conference, and of improving the sanitary administration at Jeddah and Mecca in the ways proposed by the Sanitary Council of Constantinople and the able officers who have from time to time reported to the Porte on the requirements of the situation.

c. In accordance with your request, I forward three copies of the Sanitary Convention settled at Venice in the year 1892.

I have the honour to be,

My Lord,

Your Lordship's most obedient humble Servant

HENRY H. FOWLER.

REPORT

OF THE

COMMITTEE . .

APPOINTED TO CONSIDER THE

REGULATIONS TO BE ADOPTED

FOR THE

MUHAMMADAN PILGRIM TRAFFIC.



CALCUTTA:

OFFICE OF THE SUPERINTENDENT OF GOVERNMENT PRINTING, INDIA
1894.

AT THE COUNCIL CHAMBER, WHITEHALL,

This 26th day of January 1893.

PRESENT:

THE RIGHT HONOURABLE A. J. MUNDELLA, M.P., etc.

The Board of Trade are pleased to appoint the following gentlemen, *viz.*:—

SIR DIGBY MURRAY, Bart.,
A. N. WOLLASTON, Esq., C.I.E., nominated by the India Office,
J. W. WARBURTON, Esq., nominated by the Foreign Office,
G. W. JOHNSON, Esq., nominated by the Colonial Office,

to be a Committee to consider the proposed regulations for the Muhammadan traffic, and to report whether any, and if so what, modifications should be made therein with reference to—

- (1) Vessels trading to and from Indian and Colonial ports and the ports of the Holy places in the Hedjaz;
- (2) British ships trading between foreign ports where Her Majesty has extra-territorial jurisdiction and ports of the Holy places in the Hedjaz;
- (3) All British ships carrying pilgrims from such ports in the Hedjaz.

The Board of trade are also pleased to appoint Mr. E. G. MCGRIDGE to be Secretary to the Committee.

(Signed) A. J. MUNDELLA.

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REPORT.

TO THE RIGHT HONOURABLE A. J. MUNDELLA, M.P., PRESIDENT OF THE BOARD OF TRADE.

SIR,

In accordance with the instructions contained in your Minute of 26th January 1893, we have considered the proposed regulations for the Muhammadan Pilgrim Traffic with reference to—

- (1) Vessels trading to and from Indian and Colonial ports, and the ports of the Holy places in the Hedjaz;
- (2) British ships trading between foreign ports where Her Majesty has extra-territorial jurisdiction and ports of the Holy places in the Hedjaz;
- (3) All British ships carrying pilgrims from such ports in the Hedjaz.

We have also carefully considered the correspondence from the Indian Government, the Straits Settlements, the India Office, the Colonial Office, the Foreign Office, and the Board of Trade on this subject, and we have taken the evidence of various witnesses who were in a position to afford us information on the questions referred to us.

We now have the honour to report as follows:—

We are not able to agree with Dr. Mackie's suggestion that intending pilgrims should be Segregated. We are not able to agree with Dr. Mackie's suggestion that intending pilgrims should be Segregated and kept under observation in India, but we agree with the remarks of the Government of India in paragraph 5 of their letter of October 12th, 1892,* dissenting from this suggestion, and we are moreover of opinion that such a segregation would probably entail large expense on the pilgrims.

We are also unable to agree to the suggestion that cholera-infected ships should be sent back from Aden to India, (1) because in some cases it would probably result in the mutiny of the pilgrims, and (2) because it is difficult to suggest a means of meeting the claims for compensation of the shippers of cargo on board vessels if sent back. We note that two ships, from Aden, the *Deccan* and the *Sculptor*, were sent back from Kamaran to Bombay, but this was done under the direction of the Turkish authorities, and we doubt its being practicable for either the Home Government or the Government of India to enforce an arbitrary regulation to this effect, and there would, moreover, appear to be the less reason for doing so in view of the statement of the Political Resident in Aden in his letter of 25th March 1892, an extract from which follows:—

No. 109, dated Aden Residency, the 25th March 1892.

From—Brigadier General J. Jorr, Political Resident, Aden.

To—The Under Secretary to the Government of Bombay.

II. Finally, with regard to Dr. Monk's remark that no cholera patient can be landed here except those whose destination is Aden. I would remark that in future it will be possible to land patients when necessary for the safety of the other passengers, because a cholera quarantine hospital is now under construction on a remote island in the harbour.

From this and other communications from Aden with reference to quarantine, there would appear to be no good reason why ships having pilgrims on board suffering from dangerous contagious or infectious diseases should not call and remain at Aden until such time as they can obtain a clean bill of health.

If the Turkish authorities could be persuaded to permit vessels obtaining a clean bill of health at either Aden or Perim to continue their voyage direct to Jeddah or their port of disembarkation in the Red Sea, there would be no occasion for any compulsory enactment, as it would be to the interest of British ships to call at one or other of these ports. We have ascertained that there is a medical man at Perim, and we think that it would be easy to arrange for clean bills of health being granted there, but quarantine, assuming the sanction of the Government of India, should be performed at Aden only.

We have had evidence as to the insanitary condition of Kamaran and the badness of the water-supply there, and, if this arrangement could be adopted, we think it would be a great boon both to the pilgrims and to the shipowners.

Taking the suggested draft Order in Council forwarded by the Indian Government as the basis for consideration, we now append draft Regulations which we think may be considered both reasonable and applicable to all the different classes of ships referred to in our paper of reference, excepting that we think that some discretion may be left to the different authorities as to the carriage of pilgrims on the upper deck in vessels passing through the Mediterranean during the summer season.†

We do not consider it necessary to make any suggestions as to local traffic within the limits of the Red Sea.

In drawing up the Regulations we have altered as little as possible those submitted by the Indian Government in their draft Order in Council, and we think the Regulations we suggest may now be accepted as reasonable and as not likely to inflict hardship on British shipowners, and if they are adopted, and the penalties therein suggested are enforced, wherever practicable, at the port of disembarkation, there is little reason to apprehend that Foreign ships will be favoured at the expense of British vessels.

* See Appendix, page 90.

† See Article 13 of the proposed Regulations, page xiii.

307, 370—77,
1070—71,
1221—24,
1404, 1444—
48.

145—50, 482
—89, 513—
46, 691—93,
999—1011.
692, 1009.

288, 297,
1448.

767, 772—74,
820—27, 1012
—22, 1038—
41, 1307—9.

199—207, 551
—54, 778—
79, 1388—90.

Where any important alterations have been made we will now state the reasons which have induced us to make them.

ALTERATIONS.

Foreign
Office letter,
Dec. 4th,
1891, page 9.

Art. 2. The words "being natives of Asia and Africa" have been struck out so as to cover the case of British vessels carrying pilgrims from some Russian and Austro-Hungarian ports, and besides the interpretation ought to be sufficiently wide to cover anybody on board a pilgrim ship other than the crew or the saloon passengers.

The number of passengers beyond which a ship is to be considered to be a pilgrim ship has been altered from 30 to 50, principally in consequence of the representations of the ship-owners that they ought to be permitted to carry a small number of pilgrims on deck on the return voyage from the Holy ports. Indeed it was very strongly urged upon the Committee that five passengers should be allowed for each 100 register tons of the ship, for which number a conditional exemption from calling at Kamaran is granted by Art. 5 of the Special Regulations of the Constantinople Board of Health.

The Indian Native Passenger Ships Act, section 2 (4), indicates that the Act does not apply "to any steamship not carrying as passengers more than 60 passengers of Asia or Africa," though in section 3 there is a provision that the Local Government may, with the previous sanction of the Governor General in Council, limit the number to 30.

In the United Kingdom a number of 50 steerage passengers or less does not bring a steamship under the Passenger Acts.

Taking all the circumstances into consideration, the Committee do not consider the increase in number from 30 to 50 is likely to meet with any opposition either from the Indian Government or from any other authority.

Art. 3. The notice referred to in this article has been reduced from three days to 24 hours, and this would appear to be reasonable, especially as it in no way entails upon the prescribed authority the necessity of clearing the ship within that time, though the evidence we have taken shows that this is usually the case.

Art. 5 (a). This has been very considerably amplified, which would probably not be necessary if the regulations were expected to be adopted by the Government of India only. Evidence tends to show that the requirements as altered are not unreasonable.

Art. 6 (1). We have received abundant evidence that the pilgrims invariably supply their own food, and would probably decline to eat provisions supplied by the ship, but it is very desirable that on board of every ship carrying pilgrims, even if they supply their own food, there should be a reserve of rice provided by the ship as a stand-by in case of accident to the machinery. We have not stated the exact quantity to be supplied, preferring to leave that to the prescribed authority, but we think it should never be less than 1½ lb. per head per diem for the entire estimated length of the passage.

6 (2). *Water*.—The proviso with reference to condensers is in accordance with the practice of steamships clearing from the United Kingdom under the Passengers Acts, excepting that in their case the condensers are examined every voyage, but we are advised by experts that no bad result is likely to ensue from this recommendation, provided that the filters are cleaned out every voyage.

Art. 8, 3rd paragraph. The words "and before any passengers leave the ship" have been eliminated as impracticable.

Art. 10. After considering medical evidence as to the scale of medicines, the Committee thought it desirable to forward both the scale and the evidence to Sir George Birdwood, of the India Office, and have adopted the views of that eminent authority.

Art. 11. Auxiliary steamships are things of the past, and besides are not adapted for the trade.

It is very undesirable that steamships carrying pilgrims should be laden with coal other than that carried for the ship's use, but we think a discretion might be left to the prescribed authority to sanction small quantities of coal, not exceeding 15 per cent. of the gross tonnage of the ship, being carried as cargo.

Art. 13. The extra conditions attached would appear to be eminently reasonable.

Art. 14. It can hardly be argued that the upper deck of ships, carrying only a small number of pilgrims, should be exclusively reserved for them. The alteration has been made to meet the views of shipowners on the subject.

Art. 17. The number of seats in the latrines required by this article has been increased from two to four for every 100 passengers.

101-3,
60, 273-75,
361-62,
401-03,
733-35,
926-31,
1209-14,
1414-18.

Art. 18. We are of opinion that the culinary and other appliances may be left to the discretion of the prescribed authority. Pilgrims not only supply their own food, but their own culinary utensils, and the scale of the Indian Government, although, as we are informed by Captain Stiffe, strictly enforced in India, appears to us to be in a great measure unnecessary, and consequently a needless expense to the ship. Two large boilers might be supplied with advantage for the purpose of cooking the reserve of rice, should this be necessary.

Art. 19. This has been slightly modified in accordance with the evidence.

Art. 21. The penal clauses have been slightly modified, and all punishment by imprisonment struck out, as we think this would prove very undesirable in a foreign port.

106-14,
161-64,
276-79,
363-64,
736-44,
932-35,
1102-5,
1152-53,
1235,
608-17,
756-58,
951-58,
1112-14,
1227-30.

Art. 27. The shipowners and other witnesses examined by us have objected to this article, but it is in our opinion necessary, so as to guard against overcrowding.

Passengers in emigrant ships are not allowed below until they have passed the doctor, and we think if the 'tween decks in pilgrim ships were kept clear at the port of embarkation, and then the passengers were obliged to go below as they give up their tickets, the desired object might be accomplished. This may entail a little difficulty at first, but we have sufficient confidence in the ingenuity of the shipowners and their servants to believe that any apparent difficulties are not insuperable.

Art. 29 of the Regulations proposed by the Government of India has been struck out as unnecessary consequent on the modification of Art. 11.

Art. 35. (Art. 36 of the Regulations proposed by the Government of India). The words "at the port of disembarkation as far as practicable" have been added. It is of course possible that pilgrims may be disembarked at some port where there is no specially appointed authority, but in that case it would in all probability be impossible to obtain proof of the offence on the arrival of the vessel at some other port.

Art. 26. It is very desirable that in the case of all penalties to be enforced under these regulations, where the onus of proof rests on the master, a properly attested entry in the official log book should be accepted as evidence.

We have, etc.,

(Signed) D. MURRAY, *Chairman*.
GEORGE W. JOHNSON
J. W. Warburton.

Separate Report by Mr. Wollaston.

For many years past efforts have been made to induce the powers interested in the Muhammadan pilgrim traffic to adopt uniform regulations. Eventually the Indian Native Passengers Act of 1887 was adopted as a basis for legislation, and the Ottoman Board of Health, at which Foreign Powers are represented by delegates, drew up a set of regulations. It was contemplated by Her Majesty's Government that the substance of these rules (so far as they might seem reasonable) should be embodied in a British enactment applicable to the ports of the Hijaz, and enforceable by British jurisdiction, and that other Powers should then be invited to take similar action in regard to pilgrim ships sailing under their respective flags. The result was a draft Order in Council "applicable to British ships in Ottoman ports and waters carrying Muhammadan pilgrims," prepared by the Government of India for eventual submission to the Queen in Council. The Committee have not fully recognised this position of affairs, but have drawn up a set of rules designed for general application in all waters, and it follows that (1) their Report can neither form nor be submitted to Foreign Powers as the basis of legislation, since, though the British Government may reasonably invite co-operation as regards action at Jeddah and other Red Sea ports in the Hijaz, it would scarcely be practicable, at least with much prospect of success, to make the proceedings of the Powers in their own waters a subject of discussion. It was more or less upon this point that the negotiations with the Netherlands Government broke down in 1890. (2) Difficulties are created which would not otherwise arise by any attempt to extend the area of regulations, designed for local application within certain prescribed limits. Thus, assuming that imprisonment, to quote the language of the Report, "would prove very undesirable in a foreign port," it by no means follows that this form of punishment is unsuitable for all localities, and that it should be abolished in British Possessions where, in some cases, it is, and has been for a long period, embodied in the law of the land.

As the ultimate object to be attained is a suitable Order in Council for Turkish waters in the Red Sea, the change of form adopted by the Committee is gratuitous and unnecessary; it is also inadvisable as likely to occasion delay.

Further, the Government of India expressed their willingness to accept, and, indeed, embodied in the draft Order in Council, certain modifications so as to establish a *modus vivendi*; yet the Committee largely set aside the alterations adopted and recommend a reversion to the original rules.

18-25, 138-
43, 218-22,
321-25, 378.
-83, 572-
79, 621-83,
656-59, 828
-37, 1399-
1403, 1419-
51.

966-72.

30-38, 88-
89, 227-30,
254-58, 500,
505-15, 661
-64, 840-
43.

39-46, 231
-34, 249-
51, 308-11,
490-96, 686
-99, 666,
755, 792, 845
-57, 864-
65, 1091,
1177-79,
1231-34,
1473-75.

55-59, 245
-48, 478,
672-73, 861
-42.

1114-22,
1230, 1373.

73-77, 259
313-45, 521
-33, 705-6,
886-98.

79-84, 267-
65, 501, 708-
17, 900-2.

266, 718,
911-13,
1131-32,
1430-31.

96-98, 271-
72, 730-32,
925, 1145-4

These various circumstances, coupled with some minor recommendations which are more or less open to question, seem likely to occasion further, and possibly prolonged, discussion, notably the suggestion that the Turkish authorities should be invited to abolish compulsory quarantine at Kamaran. The removal of this restriction on trade would of course be warmly welcomed in this country, but in view of the circumstance that England stands well nigh, if not entirely, alone amongst the Powers as regards opposition to quarantine, it is scarcely desirable to make a proposal known not to be in harmony with the policy of the Porte and other nations interested in the pilgrim traffic. In short, these new proposals, even if it be conceded that they are advisable in themselves, have been suggested by the Committee, as it seems to me, without due regard to what has happened in the past, or to the delay and perhaps difficulty which their adoption may occasion in the future.

For these reasons I regret that I am unable to sign the Report. I should have been prepared, save as regards a few points chiefly of a technical character, to have accepted generally the draft Order in Council drawn up by the Government of India (omitting the clauses as to imprisonment), and to have extended its operation to all British pilgrim vessels passing the Straits of Babelmandeb eastward, and, with certain modifications to English pilgrim ships leaving Jeddah, etc., en route to the Mediterranean and other waters westward. I am of opinion that a trial should be given to the "*modus vivendi*" which is the outcome of many years' discussion, and if, after the Order in Council has been signed and has remained in operation for a while, say perhaps a year, matters work smoothly and satisfactorily, then Foreign Powers might be invited, and with some prospect of success, to accept these regulations as regards pilgrim ships, flying their respective flags in the Turkish waters of the Red Sea. I should wish to add that, for the reasons given, I concur with the Committee in the view that it would not be advisable that pilgrim ships infected with cholera should in certain circumstances be compelled to return from Aden to the East. I would prefer that they should be allowed to proceed to Kamaran, where any responsibility would devolve upon the Turkish authorities.

(Signed) A. N. WOLLASTON.

11th July 1893.

ERNEST G. MOGGRIDGE, *Secretary*.

BOARD OF TRADE,

15th June 1893.

REGULATIONS FOR THE MUHAMMADAN PILGRIM TRAFFIC.

REGULATIONS PROPOSED BY THE GOVERNMENT OF INDIA.

REGULATIONS PROPOSED BY THE COMMITTEE.

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 authorized 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;

1. The prescribed authority means any local authority which may be intrusted with the measurement and survey of steamships with their stores and equipments when about to carry pilgrims, together with the embarkation of the said pilgrims, and in ports where Her Majesty enjoys extra-territorial jurisdiction, this authority shall be a British Consular Officer or other authority empowered on this behalf by Her Majesty's Government.

2. The term "Passengers" in the following regulations means passengers other than saloon passengers travelling in pilgrim ships, whether they are pilgrims or not, and any ship carrying more than 50 such passengers to or from the Hedjaz shall be deemed to be a pilgrim ship.

3. The master of a pilgrim ship shall, not less than 24 hours before the proposed time of embarking pilgrims, give notice to the prescribed authority at the port of departure that the ship is to carry pilgrims, and of her destination and of the proposed time of sailing, but the master may give notice by telegraph through his agents prior to arrival.

4.—(1.) After receiving the notice the prescribed authority, or a person duly authorised by the said authority, 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 shall 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 prescribed authority shall not permit the departure of a pilgrim ship unless satisfied—

(a) that she is seaworthy, properly equipped, and fitted for the voyage, the equipment to include all instruments and charts necessary for the safe navigation of the ship; that she is provided with a sufficient number of boats; that she has the proper complement of officers and seamen; 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; that she is properly ventilated, to accomplish which there must be proper ventilating shafts at the extreme forward and after ends of each compartment in which pilgrims are carried, together with such further ventilation as their number may render necessary; and in the case of vessels sailing to and from the ports of the Hedjaz and ports in the East Indies or the Straits during the S.W. Monsoon, that there is a properly constructed booby hatch to each compartment in which pilgrims are carried; and that there are sufficient awnings.

REGULATIONS PROPOSED BY THE GOVERNMENT OF INDIA.

(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.

The scale of daily rations prescribed for adult pilgrim passengers from Indian ports is as follows:—

Rice	1 lb.
Flour or ship's biscuit	4 oz.
Pulse (dall)	4 oz.
Ghee or oil	1 oz.
Onions	2 oz.
Tamarind	1 oz.
Condiments, chillies, garlic, coriander seed, and turmeric	½ oz.
Salt	½ oz.
Firewood, dry	2 lb.
Water (the best available in clean iron tanks)	1 imp. gal.

Children between 1 and 12 years of age receive half the above rations daily.

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

REGULATIONS PROPOSED BY THE COMMITTEE.

(b) that food, fuel, and pure water, over and above what is necessary for the crew, have been placed on board, 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 proscribed authority is satisfied that a passenger has brought on board for his own use food of sufficient quantity for the voyage, the requirements of these regulations 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.—(1.) The scale on which food and fuel 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 and fuel shall be to the satisfaction of the proscribed authority at the port of departure of the ship, who must take care there is sufficient rice on board to provide for the pilgrims in case of any accident to the machinery.

(2.) *Water*.—There must be one imperial gallon of water per day for each person on board the ship, irrespective of age and sex, the number of days' water carried to be to the satisfaction of the proscribed authority.

Provided always that in ships fitted with distilling apparatus which has been approved by the Board of Trade, or the Indian or Colonial authorities, within twelve months of the proposed service, and which is capable of condensing in 24 hours 1,000 gallons of cold pure water, fit to drink immediately it is drawn from the filter, only one-half of the above quantity of water need be carried. It is necessary the filter should be cleaned out at the commencement of each service, and the filtering material renewed as may be required.

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 proscribed authority at the port of departure, who shall thereupon, having first

* The scale of daily rations prescribed for adult pilgrim passengers from Indian ports is as follows:—

Rice	1 lb.
Flour or ship's biscuit	4 oz.
Pulse (dall)	4 oz.
Ghee or oil	1 oz.
Onions	2 oz.
Tamarind	1 oz.
Condiments, chillies, garlic, coriander seed, and turmeric	½ oz.
Salt	½ oz.
Firewood, dry	2 lb.
Water (the best available in clean iron tanks)	1 imp. gal.

Children between 1 and 12 years of age receive half the above rations daily.

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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 either at sea or in 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 the 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 lb.
Arrowroot	10 "
Preserved milk*	2 dozen 1 lb tins.
Extractum Carnis	2 lb.
Sugar	10 "
Rum	6 quart bottles.

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

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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, produce the statement or additional statement, with any addition made thereto, to the proscribed authority at the port.

9. Before the departure of a pilgrim ship the master shall obtain from the proscribed or 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 said authority shall not be changed during the voyage. It shall be submitted to the proscribed or 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 either at sea or in port since the bill of health was last endorsed by a proscribed or sanitary authority.

The proscribed or 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 these Regulations, 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 said 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 proscribed authority 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 medical officer in charge):—

FOR 100 PASSENGERS.

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

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

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

REGULATIONS PROPOSED BY THE GOVERNMENT OF INDIA.

(ii.) Medicines and medical appliances:—

WEIGHTS AND MEASURES OF THE BRITISH PHARMACOPŒIA.

Names of Medicines, etc.	SCALE FOR 100 PASSENGERS.	
	Weights.	Measures.
Acid, carbolic cryst.	1 oz.	...
" nitro-muriatic dil.	1 oz.	...
" sulphuric dil.	1 oz.	...
" tartaric	2 ozs.	...
Alum pulv.	2 ozs.	...
Ammonia carb.	2 ozs.	...
" liqr.	2 ozs.	...
Antimonial powder	25 grs.	...
Argenti nitras	1 oz.	...
Assafetida	1 oz.	...
Borax	1 oz.	...
Calomel	1 oz.	...
Chlorodyne, Collis	2 ozs.	...
Brown's	1 oz.	...
Chloroform	1 oz.	...
Copaiba	1 oz.	...
Creta preparata	3 ozs.	...
Cupri sulphas	1 oz.	...
Iodoform	1 oz.	...
Iodine tinct.	1 oz.	...
" potas	1 oz.	...
Ipecac. pulv.	2 ozs.	...
" pulvis c. opio.	1 oz.	...
" valoid fluid ex-	1 oz.	...
tract.	1 oz.	...
Jalap. pulv. co.	1 oz.	...
Kinos valoid fluid ex-	1 oz.	...
tract.	1 oz.	...
Lin. farina	2 lb.	...
Liquor. Epispasticus	...	...
Fort. (In proportion	...	...
of 8 ozs. Cantharides	...	...
to the pint.)	...	...
Magnesia carb.	1 oz.	...
" sulphas	1 oz.	...
Ol. menth. pip.	1 dr.	...
" terebinthine	4 oz.	...
" ricini	2 O.	...
Opium pulv.	1 oz.	...
" liniment	4 ozs.	...
" valoid fluid ex-	1 oz.	...
tract.	1 oz.	...
Plumbi acetat.	1 oz.	...
Pil. Plumbi acetat.	100 in number	...
B. P. 4 grs. each 100	...	...
pills.	...	...
Quinine (should be	2 oz.	...
made into 2 grain	...	...
pills.)	...	...
Rhei pulvis	1 oz.	...
Purgative pills	50 in number	...
Blond's Compound iron	200 in number	...
pills.	...	...
Sinapis pulv.	1 lb.	...
Soda carbonas	1 oz.	...
Spiritus atheris nitrosi	8 ozs.	...
" Vini Rect.	1 lb.	...
Sulphur ungt.	1 lb.	...
Simple ointment	1 lb.	...
Vinegar	1 lb.	...
Zinci sulphas	1 lb.	...
Zingiberis pulv.	1 lb.	...

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

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 Regulations applicable to the pilgrimage to the Hedjaz" issued by the Constantinople Board of Health are fully complied with.

REGULATIONS PROPOSED BY THE COMMITTEE.

(ii.) Medicines and medical appliances:—

WEIGHTS AND MEASURES OF THE BRITISH PHARMACOPŒIA.

Names of Medicines, etc.	SCALE FOR 100 PASSENGERS.	
	Weights.	Measures.
Acid, carbolic cryst.	1 oz.	...
" nitro-muriatic dil.	1 oz.	...
" sulphuric dil.	1 oz.	...
" tartaric	2 ozs.	...
Alum pulv.	2 ozs.	...
Ammonia carb.	2 ozs.	...
" liqr.	2 ozs.	...
Antimonial powder	25 grs.	...
Argenti nitras	1 oz.	...
Assafetida	1 oz.	...
Borax	1 oz.	...
Calomel	1 oz.	...
Chlorodyne, Collis	2 ozs.	...
Brown's	1 oz.	...
Chloroform	1 oz.	...
Copaiba	1 oz.	...
Creta preparata	3 ozs.	...
Cupri sulphas	1 oz.	...
Iodoform	1 oz.	...
Iodine tinct.	1 oz.	...
" potas	1 oz.	...
Ipecac. pulv.	2 ozs.	...
" pulvis c. opio.	1 oz.	...
" valoid fluid ex-	1 oz.	...
tract.	1 oz.	...
Jalap. pulv. co.	1 oz.	...
Kinos valoid fluid ex-	1 oz.	...
tract.	1 oz.	...
Lin. farina	2 lb.	...
Liquor. Epispasticus	...	...
Fort. (In proportion	...	...
of 8 ozs. Cantharides	...	...
to the pint.)	...	...
Magnesia carb.	1 oz.	...
" sulphas	1 oz.	...
Ol. menth. pip.	1 dr.	...
" terebinthine	4 oz.	...
" ricini	2 O.	...
Opium pulv.	1 oz.	...
" liniment	4 ozs.	...
" valoid fluid ex-	1 oz.	...
tract.	1 oz.	...
Plumbi acetat.	1 oz.	...
Pil. Plumbi acetat.	100 in number	...
B. P. 4 grs. each 100	...	...
pills.	...	...
Quinine (should be	2 ozs.	...
made into 2 grain	...	...
pills.)	...	...
Rhei pulvis	1 oz.	...
Purgative pills	50 in number	...
Blond's compound iron	200 in number	...
pills.	...	...
Sinapis pulv.	1 lb.	...
Soda carbonas	1 oz.	...
Spiritus atheris nitrosi	8 ozs.	...
" Vini Rect.	1 lb.	...
Sulphur ungt.	1 lb.	...
Simple ointment	1 lb.	...
Vinegar	1 lb.	...
Zinci sulphas	1 lb.	...
Zingiberis pulv.	1 lb.	...

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

11. A pilgrim ship shall be propelled by steam, and must not be laden with coal as cargo in excess of 15 per cent. of her gross tonnage.

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

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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 64 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, plague, or 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—	According to number
For rice (large)	to be fed by the ship
For rice (small)	ditto
For dal or curry (small)	ditto
Iron ladles—	ditto
For rice (large)	ditto
For dal, etc. (small)	ditto
Iron spoons, tinned	4
Curry stones, with mullers	4
Sieves for cleaning rice, etc.	6
Gallon measure	1
ditto	1
ditto	1
Scales and weights	1
A spring balance	1
Block-tin saucepans, for hospital	2
use exclusively, from 1 pint	2
to 1 gallon	2
Hatchets for cutting wood	2
Knives	2

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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.

Such between decks must be permanently laid, and if of wood, must be properly caulked; no temporary platform is to be passed.

Pilgrims are to be carried on one deck only, i.e., the deck next below the upper deck, which latter must either be of wood, or else, if of iron, must be sheathed with wood and caulked, but a discretion may be left to the authority to permit the carriage of pilgrims during the summer season, on the upper deck of vessels passing through the Mediterranean, such shelter in addition in the between decks or elsewhere being provided as the said authority may deem to be necessary.

14. A clear and connected space on the upper deck shall be exclusively reserved for the use of between-deck passengers, containing at least 5 superficial feet for each passenger, irrespective of age.

15. A permanent hospital shall be set apart in the upper deck, either in the poop or deck-houses. It shall contain not less than six bunks, and shall have a superficial deck area of at least 24 feet and not less than 144 cubic feet of air space for each bunk. It shall be lighted and ventilated to the satisfaction of the prescribed authority, but so long as the superficial area and the cubic feet of air space are provided for each bunk, there is no objection to this hospital being subdivided, or to its consisting of two or more deck cabins. In cases where only a small number of pilgrims are carried, the number of bunks may be modified.

Arrangements shall also be made to enable patients suffering from cholera and other dangerously infectious or contagious diseases, such as small-pox, yellow fever, plague, or ophthalmia, to 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. Sufficient provision shall be made for supplying sea water and other requisites 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 four 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.

There should be two boilers fitted to these ranges for boiling rice if necessary.

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Besides	
Safety lanterns with lock and key to each.	3 for hatchways, 1 for latrines, and 1 for Surgeon, which are to burn all 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 (galvanised iron)	2 for every 100 passengers.
Tubs (large) for bathing or washing	4
Tubs (smaller) for latrine use	4
Tin pots for ditto	12
Canvas bathing screens for the use of women.	2
A dirt-shoot, moveable	1
Deck scrapers	12
Sand	1 ton
Holy stones or hard bricks	50
Swabs or spongers	18
Brooms (country)	50

* 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.

The India Office suggest the addition to this paragraph of the following words:—

“But shall not be allowed to crowd the between decks space with their boxes or packages.”

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, 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 10L., 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 does 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 50L. 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 2L. 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

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19. The heavy luggage of the passengers may, at the discretion of the master, be 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 suitably disinfected. The pilgrims shall be encouraged to remain on deck as much as possible, and even to sleep there when the weather permits.

The medical officer of a pilgrim ship shall be especially responsible for the sanitary condition of the passengers' quarters, and for their disinfection in cases of contagious and communicable diseases. He shall also satisfy himself that the food distributed to the passengers when they are provisioned by the ship, 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 without the permission of the prescribed authority, the master or charterer may, for every passenger carried in the ship, be punished with fine, which may extend to 10L., unless the ship is driven away from the roadstead by stress of weather.

22. If a person impedes or refuses to allow the entry or inspection authorised under these regulations he shall be punished with fine which may extend to 50L.

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 these regulations, he shall be punished with a fine which may extend to 2L. for every passenger who has sustained detriment by the omission, provided always that this shall not apply to passengers who supply their own food.

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 these regulations 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

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for each passenger, he shall be punished with fine which may extend to 30L.

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 50L. 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 50L., 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 2L., 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 20L. 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 50L., 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 50L., 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 20L., 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 50L., or with imprisonment which may extend to three months, or with both.

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each passenger, he may be punished with fine which may extend to 30L.

25. If a master of a pilgrim ship fails to comply with any of the requirements of Article 8 of these regulations 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 may be punished with fine which may extend to 50L., for every such offence.

26. If a pilgrim ship carrying more than 100 passengers has not on board a medical officer as required by Article 10 of these regulations, or is not fully provided with the medical comforts, medicines, and medical appliances specified in that Article, the master of the ship or the charterers may be punished with fine which may extend to 50L.

27. If a pilgrim ship has on board a number of passengers which is greater than the number allowed for the ship under these regulations, the master or charterers may for every passenger over and above that number be punished with fine which may extend to 2L., in respect of each such passenger.

Any British Consular authority may cause all passengers over and above the number allowed by and under these regulations 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, master, or charterer of the ship, as if it were a fine imposed under these regulations.

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, quarantine, or unavoidable accident, the master may be punished with fine which may extend to 20L.

Omitted as unnecessary.

29. 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 these regulations regarding compliance with the "Special Regulations applicable to the pilgrimage to the Hedjaz" issued by the Constantinople Board of Health, he may be punished with fine which may extend to 50L.

30. If a pilgrim ship has not the hospital accommodation required by Article 15 of these regulations, the master or charterer may be punished with fine which may extend to 20L.

31. If a master of a pilgrim ship, in contravention of Article 14, permits the space on the upper deck allotted to between-deck passengers 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 fittings, he may be punished with a fine which may extend to 50L.

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OF INDIA.

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*l.*, 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*l.*

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.

REGULATIONS PROPOSED BY THE COMMITTEE.

32. 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*l.*, for each person so received.

33. If a master without reasonable excuse fails to comply with any requirement of these regulations, not otherwise declared punishable, he may be punished with fine which may extend to 2*l.*

34. Every failure to comply with the requirements of these regulations shall be recorded on the bill of health and on the register of pilgrims of the ship concerned by the prescribed authority.

35. The fines for offences against these regulations shall be inflicted and levied by any authority specially appointed for this purpose, and this shall be done at the port of disembarkation as far as practicable. In those places where Her Majesty enjoys extra-territorial jurisdiction the authority so appointed shall be a British Consular officer.

36. In all the foregoing regulations in which the burden of proof lies on the master a statement by the master in the official log book of the ship, duly attested by the first officer and the doctor, shall be accepted as evidence: provided always, that the entry has been made within 24 hours after the occurrence to which it relates.

MINUTES OF EVIDENCE

TAKEN BEFORE

THE COMMITTEE
ON THE
MUHAMMADAN PILGRIM TRAFFIC.

FIRST DAY.

Board of Trade, Whitehall Gardens, Wednesday, 22nd March 1893.

PRESENT :

SIR DIGBY MURRAY, BART., *in the Chair.*MR. A. N. WOLLASTON, C.I.E.
MR. J. W. WARBURTON.MR. G. W. JOHNSON.
MR. ERNEST G. MOGGRIDGE, *Secretary.*

CAPTAIN ALFRED HAMILTON FRUSHARD YOUNG called and examined.

1. (Chairman.) You are one of the nautical surveyors of the Board of Trade, are you not? *Capt. A. H. F. Young.*
—Yes.
2. You have had some experience in the carriage of Muhammadan pilgrims, have you not? 22 Mar. 1893.
—Yes.
3. How many voyages have you made in that trade?—About 25 I should think.
4. And all from ports in the Persian Gulf?—Entirely.
5. Will you name the ports from which you have sailed at different times?—Bunderabbas, Bushire, Bussorah, Muscat, and also Lingah, but we did not do much with Muscat or Lingah.
6. Was the system pursued at each of those ports very much the same?—Yes, there was hardly any variation.
7. What quarantine is there from the Persian Gulf ports?—We usually performed our quarantine near Kamaran.
8. How much quarantine?—It just depended upon the state of the pilgrims; if they were perfectly healthy we were allowed to pass on.
9. At once?—Yes.
10. Otherwise were you subjected to the same amount of quarantine that ships from India would have been subjected to?—Yes, almost always. Of course if there was no sickness on board we were allowed to pass.
11. But otherwise?—Otherwise we sometimes had from a week to 14 days' quarantine.
12. Did you find that you could in any way shorten your term of quarantine by the use of palm oil?—It has been used at times.
13. Within your own knowledge?—Yes; in fact I know of very few Turkish authorities who are not susceptible to it.
14. Have you ever carried pilgrims on the return voyage?—Yes.
15. From the holy ports in the Hedjaz?—Yes.
16. Entirely to the Persian Gulf?—Yes.
17. I believe you have seen the rough draft of the proposed regulations for the Muhammadan traffic?—I have.
18. What do you say to number 3:—"The master of a pilgrim ship shall, not less than 24 hours before the proposed time of sailing, give notice to the prescribed authority at the port of departure that the ship is to carry pilgrims, and of her destination and of the proposed time of sailing, but the master may give notice by telegraph through his agents prior to arrival." I may say that that has been altered; it was originally that notice should be given not less than three days before the proposed time of sailing. We should like to take your opinion generally as to that regulation?—I do not think more than three days would be necessary.
19. Do you think that three days are necessary?—Hardly to the prescribed authority.

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20. We have heard of so much opposition to the three days that at present, merely for the purpose of consideration, I have reduced it to 24 hours; but the time finally decided upon must depend on the evidence that we receive, and on what we find is desirable. We should like to know exactly what your opinion is on the subject, and what notice you think ought to be given?—My own opinion is that 24 hours would be ample.

21. You think it would be?—Yes. In cases where there is no telegraphic communication with ports it would be a great disadvantage if more than 24 hours' notice had to be given.

22. (Mr. Wollaston.) How is the ship to make all its arrangements in 24 hours for receiving the pilgrims?—The ship would probably make her arrangements before she got to that port.

23. Suppose she started from that port?—That could be arranged with the prescribed authority.

24. (Chairman.) This does not impose any condition on the ship with the exception that she is to give 24 hours' notice to the prescribed authority; there is no compulsion for the ship to sail in 24 hours under this regulation, is there?—No, I take it that it is for the purpose of warning the prescribed authority.

25. (Mr. Wollaston.) The prescribed authority is to do what?—It is simply for the prescribed authority to make his arrangements for inspecting the vessel; but there I think the master's duty would end as far as that is concerned.

26. (Chairman.) Now take Regulation 5, the first clause:—"The prescribed authority shall not permit the departure of a pilgrim ship unless satisfied, (a) that she is seaworthy, properly equipped, and fitted for the voyage; that she is provided with a sufficient number of boats; that she has the proper complement of officers and seamen; 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; that she is properly ventilated; to accomplish which there must be proper ventilating shafts at the extreme forward and after ends of each compartment in which pilgrims are carried, together with such further ventilation as their number may render necessary, and in the case of vessels leaving the ports of the Hedjaz for ports in the East Indies or the Straits during the south-west monsoon, that there is a properly constructed booby hatch to each compartment in which pilgrims are carried, and that she has sufficient awnings or efficient substitutes for the same?"—Would not the judgment of the prescribed authority as to the seaworthiness of the vessel be somewhat dependent upon his experience of ships?

27. Yes, but how are you to provide the experience; do you think that the prescribed authority should be left entirely to his own judgment in the matter, and that there should be no detailed explanation telling him what it is required that he should do?—No, I do not; I think the prescribed authority ought to have a nautical adviser in those cases.

28. I am afraid it is rather beyond our province to recommend that there should be a nautical adviser. I should think it is very likely that there would be one, but I should very much doubt whether we could recommend it?—Otherwise the prescribed authority might possibly have rather curious ideas as to seaworthiness, and might obstruct rather than facilitate the work.

29. I presume that he would take Lloyd's classification as showing the vessel was seaworthy?—Yes.

30. That is a matter rather beyond what I am inquiring into now; what I wish you to express an opinion upon is, the conditions with which the prescribed authority is to be satisfied?—I think the conditions here enumerated are not too many. I think they are quite in order.

31. You think they are?—Yes.

32. I think, judging from what Captain Franks told me the other day about charts, that there ought to be some addition in that respect?—I think that that would be a decided advantage; the charts should certainly be inspected first.

33. Do you think that any of the conditions in Regulation 5 (a) are too onerous. Some of them you will see refer more or less to the structural condition of the ship?—Yes, I see that.

34. The mode of ventilation of course might require structural alteration?—Yes.

35. But still it seems to me that that is absolutely necessary; do you not think so?—Most decidedly.

36. Then booby hatches might have to be constructed for the south-west monsoons?—Yes.

37. But still they materially help the ventilation?—Certainly, I do not think there is too much in clause (a).

38. You think there is not?—No.

39. Now, with regard to clause (b), "that food, fuel, and pure water, over and above what is necessary for the crew, have been placed on board, 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." Were the pilgrims that you carried supplied with food by the ship, or did they supply themselves?—They entirely supplied themselves.

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40. Entirely?—Yes.

41. Had you any authority whatever to see that the food which they supplied for themselves was sufficient for the voyage?—No.

42. Was that left entirely to themselves?—It was left entirely in the hands of the pilgrims.

43. Did the ship keep any spare food in the case of any accident happening to the machinery?—No, there was no provision made for that.

44. No provision whatever?—That is so.

45. Except, I suppose, that you had an abundance of water?—That is all. The food was never, I think, within the consideration of the owners.

46. Was it always left to the pilgrims?—It was the general practice of the pilgrims to carry it,—in fact the invariable practice.

47. I think you told me before in conversation that you had no condensers on board your ship?—That is true.

48. And that you cleaned out your ballast tanks, and filled the ballast tanks with water, so as to have abundance of water for the pilgrims?—That is correct.

49. Had you the same facilities for watering at all the ports you frequented?—No; only from the Euphrates.

50. Then what did you do at the other ports?—We always had a good supply left in our ballast tanks, if we knew that we were going to take return pilgrims back from Jeddah.

51. I am not referring to the return pilgrims; at present confine yourself to the voyages from the Persian Gulf?—We always had sufficient water to last us to Jeddah.

52. How did you obtain it—from all the ports on the Euphrates?—We used to take sufficient in our ballast tanks in the Euphrates to last the entire voyage.

53. Did you always start from the Euphrates in the first instance?—Yes.

54. And then your ballast tanks were all filled with water?—Yes.

55. Have you any opinion yourself as to how much water a condenser should be capable of condensing before any portion of the fresh water which is required to be carried could be dispensed with?—Not less than 600 gallons per day.

56. What is the largest number of pilgrims that you have ever carried?—I think about 550 and odd.

57. No more than that?—No more than that.

58. The 600 gallons appears to me to be a small quantity. They tell me that in the port of London none of the condensers which are passed by the Board of Trade Surveyors are capable of condensing less than a thousand gallons per day; that the 1,000 gallons are the minimum?—Of course it would be very much better for the condenser to condense a thousand gallons than 600.

59. Captain Franks told me that in the ships which he commanded they were always able to condense 1,000 gallons; what do you say to that?—One thousand gallons would be amply sufficient. I have had experience of condensers in the coolie trade; having been in the coolie carrying trade from India to the West Indies before I was in the Persian Gulf trade.

60. I think we had better leave that for further consideration. Have you looked at the scale of daily rations prescribed for adult pilgrim passengers from Indian ports, which is:—

"Rice	1 lb.
Flour or ship's biscuits	4 oz.
Pulse (dall)	4 oz.
Ghee or oil	1 oz.
Onions	2 oz.
Tamarind	1 oz.
Condiments, chillies, garlic, coriander seed, and turmeric	$\frac{1}{2}$ oz.
Salt	$\frac{1}{2}$ oz.
Firewood, dry	2 lb.
Water (the best available in clean iron tanks)	1 imp. gal."

—Yes.

61. Have you framed any opinion with reference to it?—I do not think you could give them much less than is here stated.

62. If it was supplied by the ship?—If it was supplied by the ship.

63. For cooking the rations of the pilgrims, do you burn firewood or coal?—We never cooked any rations for the pilgrims. They used to cook them themselves. They used to bring them.

Brought charcoal?—Yes; every pilgrim had his own bag of charcoal.

Have you any objection to proposed Regulation 7: "The master of a pilgrim ship to put up in a conspicuous part of the ship, so as to be visible to persons on board thereof, or as may be, in a language or languages understood by them, notices indicating the position 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?"—I do not think there is anything to alter in that.

Captain A. H. F. Young. 22 Mar. 1893. 66. Or to Regulation 8 which is a continuation of the same kind of thing, and which is as follows:—"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 prescribed 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 prescribed authority empowered at the port?"—No; that is all in order.

67. Regulation 9, I suppose, follows as a matter of course, because the master must obtain a bill of health. It provides that: "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 these regulations, 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?—Yes; the restrictions here are only what are quite necessary, I think.

68. Let me ask one other question that I had forgotten with reference to the quarantine arrangements; are ships from the Persian Gulf in the habit of calling at Aden?—No.

69. Do they go straight to the Kamaran Islands?—Yes, if possible. We used to avoid Aden rather than otherwise.

70. Now, have you anything to say about Regulation 10 requiring that a pilgrim ship carrying more than 100 passengers, shall have on board a medical officer?—I think that is very necessary.

71. Were you in the habit of carrying a medical man?—Yes; we generally took him up in Port Said; generally a Greek officer.

72. You took him to the Persian Gulf with you and brought him back again?—Yes.

73. Have you anything to say against Regulation No. 11: "A pilgrim ship shall be propelled by steam and must not be laden with coal"?—I think it would be rather arbitrary if you were to restrict the coal carrying.

74. We do not want to restrict as far as coal for the ship's use is concerned, but only as cargo?—Unless the coal is of a very inflammable nature, I think it ought to be allowed.

75. All I can say is that no matter how safe the coal is reported to us to be, there are occasionally accidents from it, and it would be a terrible thing on board one of these pilgrim ships, with a large number of pilgrims, to have the coal on board on fire?—On the other hand, I think it would almost prevent the shipowners at present engaged out there in pilgrim traffic from carrying pilgrims at all on the outward passage, simply because their principal cargo outward is coal.

76. Is it not the case that that is one of the Turkish regulations?—I never had the Turkish regulations, but I do not think it is.

77. I thought it was?—We were never questioned on the point ourselves. We used to take coal out on the outward passage for cargo, and occasionally to take not a great many, but some return pilgrims from Jeddah to the Gulf. I do not think a question ever arose as to the nature of the cargo.

78. It is rather a question for the Committee; but with reference to Regulation 12: "The master of a pilgrim ship shall be responsible that the provisions of the 'Special Regulations applicable to the pilgrimage to the Hedjaz,' issued by the Constantinople Board of Health are fully complied with." I presume that as long as the Constantinople Board of Health have regulations they must be complied with by the master of the pilgrim ship?—Yes.

79. Then Regulation No. 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." Do you know what provision you made in your ships as to the number of superficial and cubic feet for the passengers?—I do not remember the cubic feet that were allowed, but the doctor who used to measure at Bussorah always gave 9 superficial feet.

80. I presume that under those circumstances there would be sure to be 54 cubic feet?—I should say so.

81. Because the between decks would be not less than 6 feet high, in fact rather more?—Rather more than otherwise.

82. Then "such between decks must be permanently laid, and if of wood, must be properly caulked; no temporary platform is to be passed." That is only reasonable, is it not?—That is very necessary, I think, having regard to the great heat that is experienced there.

83. The next clause in Regulation 13 is: "Pilgrims are to be carried on one deck only, i. e., the deck next below the upper deck, which latter deck must either be of wood, or else, if of iron, must be sheathed with wood and caulked." Have you anything to urge against that?—No; I think it would be simply cruelty to carry pilgrims under an un-sheathed deck.

84. Most undoubtedly, under an iron deck unsheathed. Then Regulation 14: "A clear and connected space on deck shall be exclusively reserved for the use of between-deck passengers, containing at least 5 superficial feet for each passenger, irrespective of their age." What do you say to that?—That is all right.

85. Now with reference to Regulation No. 15, requiring that a permanent hospital shall be set apart in the upper deck; is there anything that you object to in it?—That seems to be quite in order.

86. It seems to me the second paragraph of the regulation must be altered to show what sized temporary hospital is required in proportion to the numbers carried. I do not think as it stands that it will do. It now provides that: "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, the plague, or ophthalmia). Patients suffering from such diseases shall be segregated from the rest of the passengers."—A tent hospital could be easily erected of the same size as the sick bay provided for in the regulation. I do not think that would be too large, I think it would be a very reasonable size.

87. I wonder what a doctor would have to say to that, whether he would object to a tent for any very contagious disease or not; however, I think, we had better take medical evidence on that?—I used to provide a temporary structure of that kind by means of my boom and awnings whenever I had sick on board, and in some cases I used to erect it on the fore-castle to give them more air.

88. I am afraid that I missed something about awnings in the previous regulations. The latter sentence in Regulation 5 (a) is, "That she has sufficient awnings, or efficient substitutes for the same." I was afraid that there might be a difficulty in all cases in their having awnings, and I presumed that, with the sails which they have on board the ship, they could easily provide a substitute?—Yes; I do not think there would be any difficulty about that.

89. Do you think that wording is sufficient to meet the case?—I think it is.

90. Do the pilgrims ever wash; we are informed they do not?—I think you would have great difficulty in compelling them to wash; it is against the rules, I think, with regard to their religion when they are on this pilgrimage.

91. Is it really?—I think so.

92. The Indian Government proposes this rule: "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." What do you think of that?—That would be quite in order.

93. You think, at all events, that it is desirable it should be provided, whether they use it or not?—I think it should only be provided if the Ottoman authorities think that it is really not a religious rule on their part, but only laziness; because it would add considerably to the sanitary state of the ship if they did wash.

94. You cannot compel them to wash?—No.

95. But supposing you had places at which they could wash, that would not interfere with their religion, because they would wash or not as they pleased?—Certainly.

96. What do you say about the latrines; I see you have made a suggestion that the number proposed in Regulation No. 17 is not nearly sufficient for the number of passengers carried. The regulation requires that:—"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

Captain A. H. F. Young. 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?—On no account below the upper deck.

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97. And you suggest that there should be not less than four seats provided in each latrine?—Certainly not less than four.

98. And that, instead of the ordinary circular holes, the front should be of the keyhole type to allow for the squatting habits of the pilgrims. Is it necessary, do you think, to put that in a report. Do you not think if we had the number of seats that that would be sufficient for us?—Yes, that would be sufficient.

99. (*Mr. Warburton.*) Muhammadans will not use the seats, will they?—They never sit. The reason I made that suggestion was because it would prevent a good deal of uncleanness. They are not particularly careful in their habits in that respect, and I think that a hole of that formation would be very beneficial.

100. (*Chairman.*) I very much doubt whether we can tell the captain of the ship what he is to do. He will do what he thinks is best in that, will he not?—Yes, in all probability.

101. Now, about Regulation No. 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." You never provide anything of the kind, I presume, in the Persian Gulf trade?—No. Of course if it is arranged that the shipowners provide the food for the passengers then the cabooses would be decidedly necessary.

102. I am told that it is impossible to prevent them lighting fires in other parts of the ship. What is your experience about that?—We have always had very great difficulty in that respect. If you would allow me, there is one remark in connection with Regulation 18 that I should like to make. You should have the cabooses so arranged that a number of small pots could be used, because they would not accept any large rice tubs provided by the ship, or anything like that, on account of their varying castes; there are so many different castes.

103. Ought not that rather to be left to the officers at the port. It would be very difficult to lay down any rules for that here. In what way would you propose to vary Regulation 18?—I think it would be almost better for them to have an open range there, and for charcoal to be used instead of coal.

104. I am afraid charcoal would not be used from every port; it would be from the Persian Gulf ports, because you inform me that the pilgrims from those ports bring a bag of charcoal on board with them, and provide their own firing?—That is so.

105. Will you kindly consider the regulation? I will not ask you to give me an answer at the present moment; but please write to the Secretary and say in what manner, in your opinion, it should be varied?—I will do so.

106. Now on the registration of baggage, which is dealt with by Regulation 19, as follows:—"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." I notice quite a number of complaints from different people as to the undesirability of registering the baggage. In your experience, do the pilgrims bring much baggage with them?—Yes, a considerable quantity; they very seldom have less than from six to eight packages.

107. For each person?—Yes. You see they bring a lot of stores with them, and of course they require a lot of bags. They have boxes and saddle bags.

108. What becomes of them after they get on board the ship?—The pilgrims take everything with them.

109. That is to say, it is all carried in the between decks with the pilgrims?—Not entirely in the between decks; the heavy boxes are all put down in the hold.

110. Are they?—Yes.

111. The proposed rule reads: "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." According to your experience there would be no objection to that?—No, so far as stowage in the hold is concerned.

112. Mr. Holt objects very much to it?—Of course we used to put it down only when we had space in the lower hold to do so.

113. And what happens when you have not space?—Then they have to stow it as best they can. In some cases they put their boxes and bags together and sleep on the whole pile. Of course we never register their luggage in any way. In practice we found that it was a very rare case indeed that a pilgrim overlooked any of his own luggage. They seem to recognise it instinctively.

114. (*Mr. Warburton.*) Did they take any packages for trading purposes? No, not during a pilgrimage. I never saw any.

115. (*Chairman.*) Now take Regulation 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 suitably disinfected. The pilgrims shall be encouraged to remain on deck as much as possible, and even to sleep there when the weather permits.

Capt. A. H. F. Young. "The medical officer of a pilgrim ship shall be especially responsible for the sanitary condition of the passengers' quarters, and for their disinfection in cases of contagious and communicable diseases. He shall also satisfy himself that the food distributed to the passengers when they are provisioned by the ship is of the quality, and on the scale prescribed, and that it is properly cooked." Have you any objection to what we propose there in reference to cleanliness. I struck out of the original memorandum that the decks should be holystoned, because nearly all these between decks are iron now, are they not?—Yes.

116. And therefore it is an obsolete requirement to say that they should be holystoned?—Yes; I think that they could only be swept. You would have very great difficulty in making the pilgrims move because they are always very reluctant to have their quarters cleaned in any way.

117. Will they not go on deck?—Not at all times, they will squat for hours in a particular place.

118. There are some disinfectants, for instance, Condy's fluid, which can be used without interfering with any one, are there not?—Yes, that could be very easily sprinkled about.

119. I think it is better to leave it to the doctor at all events to arrange?—Yes, it would be so.

120. Is there any thing in that regulation that you object to?—No, I think that is as it should be.

121. Regulation 21 provides that: "If a pilgrim ship departs or proceeds on a voyage from any port in the Hedjaz, without the permission of the authority whose permission is required under Article 5 of these regulations, the master shall, for every passenger carried in the ship, be punished with a fine, which may extend to 10*l*." It is merely a question of a fine, and I do not think we need ask you except generally about fines, until we come to Regulation 28, which reads: "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*l*." Upon that you say, "taking into consideration the turbulent character of many pilgrims, especially Kurds, Turcomans, and other hill tribes, I would suggest that the master have power to land any refractory passengers who cannot be made to obey the rules of the ship; such continued disobedience to be proved by the master, the doctor (if there is one), one officer and two seamen." It might be very desirable to have that power, but I very much doubt whether any Government authority could recommend such a very arbitrary method of dealing with them?—It was only on some occasions by threatening the passengers that I would land them that I could keep them quiet.

122. You see you were not a Government authority?—No.

123. You were able to do a good deal more probably than a Government Department would like to do?—If they thought that they would miss their pilgrimage they would knuckle under at once.

124. After a man has paid for his passage, it would be rather an arbitrary proceeding to put him shore a long distance perhaps from the place he had started from. I do not think however that we need further discuss that. I am pretty much of opinion that we never could enforce such a rule. Now, the next regulation also refers to a fine. The regulations embodied in this draft report appear to render the Special Regulations of the Constantinople Board unnecessary; but as long as the Regulations of the Constantinople Board are not withdrawn, of course everybody in the trade must conform to it?—I think so.

125. Regulation No. 30 runs as follows:—"If a pilgrim ship has not the hospital accommodation required by Article 15 of these regulations, the master should be punished with fine which may extend to 20*l*." We say, query whether this is sufficient." I thought the fine was too small in the case of a hospital not being provided, and you say, "It is sufficient if the master is to be made liable, but considering how frequently the master's representations are ignored by owners of the tramp class of vessel, when any additional expense is involved, could not the owner be made primarily liable." I think that we might add to that regulation, "And the ship shall pay a fine of 50*l*," and thus you would have both the master and the shipowner?—Whichever was in fault?

126. No, I would make it for both of them. It does seem to be very unfair to punish a master for what is not his own fault, but it is what we have been obliged to do in the Merchant Shipping Acts; we hold the masters responsible. I do not think you can afford to give up the responsibility which attaches to the master, but I think it would be very desirable to add the words I have suggested; at all events, I will put that down for consideration hereafter?—It would be a great support to the master if it were so.

127. That I can quite understand. Now Regulation 31: "If a master of a pilgrim ship, in contravention of Article 14, permits the space on deck allotted to between-deck passengers 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*l*." The

Capt. A. H. F. Young. reason that I have altered this regulation is that previously it required the whole of the upper deck to be kept intact, even if there were only a very small number of pilgrims on board, and it appeared to me that if the whole of the connected space of 5 superficial feet per passenger is kept clear that would be sufficient?—I think so.

128. But then there must be a penalty in case that is not kept clear?—Certainly.

129. Then I think you have no further remark until we come to Regulation 35. Offences against these regulations shall be punishable by any prescribed authority. Here you say, "I note there is no clause in this report protecting the master. Should he not have the right to appeal from the decision of the prescribed authority? If the latter be a foreigner, and not strictly impartial, it might afford a wide field for intrigue on the part of the pilgrims. Reliance can rarely, if ever, be placed on the statements of Muhammadan pilgrims." It is very difficult, I think, to provide an appeal?—It struck me that, if the pilgrims saw that there were many restrictions with which the master had to comply, and there were none applicable to themselves, they would be likely to take advantage of this.

130. I think it is a matter for consideration, and I will make a note of it. I should like before I ask Mr. Warburton to ask what questions he has, to refer back to Regulation 2, which reads: "The term 'Passengers' in the following regulations means other than saloon-passengers travelling in pilgrim ships, whether they are pilgrims or not, and any ship carrying more than 50 such passengers shall be deemed to be a pilgrim ship." Now, the reasons why I have increased that number to 50—it was 30 before—are these: First of all, 50 is the limit of passengers in our own passenger ships; a ship that does not carry more than 50 emigrants is a short ship, and does not come under the Passengers Acts. My second reason for doing it is this: a good number of the owners think it is very hard upon them that they should not be permitted during the fine season to carry passengers on deck from the Holy ports instead of being obliged to carry them between decks. Now, by increasing it to 50, it still enables them to carry a small number of passengers, during the fine season, on deck. Therefore I do not propose, unless the other members of the Committee think it is desirable, to pay any attention to the suggestions that we should allow the passengers to be carried on deck in pilgrim ships, because I think this ought fairly to cover it. What do you think?—I think I should increase it up to 100, because 100 pilgrims would not take up very much room on deck during the fine season.

131. Then you have to look to the general regulations. I think it very likely that the Indian Government would agree to our increasing the number to 50, but I very much doubt whether they would agree to increasing it to 100?—In any case in the hot weather the pilgrims would not stay below; they would bring up their carpets on deck and stay on deck.

132. That I am quite well aware of, and one of the regulations says that they shall be encouraged to do so?—I noted that.

133. I am very much afraid we could not increase the number?—I spoke with regard to shutting out the cargo in the between-decks.

134. (*Mr. Wollaston.*) You were talking about the 50 and the 30; in view of the Turkish Government having to approve the alteration, be it what it may, from 30 to anything other than 50, do you deem it absolutely essential that any alteration should be made?—Do you mean if the Turkish authorities object to it.

135. As it stood originally the number was 30. That is what the Turkish authorities approved. If you alter that you will have to get the consent of the Turkish authorities to agree to the alteration, and in view of that do you consider it absolutely essential that any alteration should be made?—Not if it would cause much trouble and negotiation; I think it might be waived.

136. (*Chairman.*) Then you see you waive the other thing?—It is desirable to get it if possible.

137. Then you could not carry on deck, mind you, beyond the 30?—No; under the circumstances.

138. (*Mr. Wollaston.*) You referred in your evidence to the question of three days' notice. In the original draft I have before me three days' notice was proposed, but it is now suggested, in Regulation 3, that this should be altered to 24 hours; suppose you have, as there are cases, and not infrequent cases, a thousand pilgrims coming on board a vessel, and you give the Government 24 hours' notice, how are they to carry out all they want to do in that 24 hours?—I take it that the prescribed authority would not attempt to inspect a ship until after the 24 hours had elapsed.

139. But say that to-day, at this time, you gave 24 hours' notice of sailing, and that the ship goes at this time to-morrow? I am the British Consular Officer at Jeddah, and I get notice as we are sitting here that your ship goes at this time to-morrow, what am I to do. How do you propose that I am to proceed?—It would, of course, depend upon the duties of the prescribed authority. As far as I can see, I think that he could get through his duties in 24 hours.

140. Through all that is laid down in the regulations?—I think so.

141. (*Chairman.*) Pardon me pointing out that there is nothing in the proposed regulations which obliges him to get through it in the 24 hours; it merely says that the notice shall be given, does it not?—That is so.

142. (*Mr. Wollaston.*) If the ship sails at the end of the 24 hours he must do everything in that time?—In all probability he would not allow a pilgrim on board until he had finished.

143. This would amount practically to requiring three days' notice if you detain the ship until you have done?—I think we should find in practice that the prescribed authority would rather facilitate the work than otherwise. I rather take it, myself, that this regulation relating to the notice is in order to give him time to prepare for inspection.

144. That is a matter of opinion, and personally I do not take that view of it. I do not say but that you, with your experience, may be right. Then you say your vessels do not call at Aden. Where were your vessels registered—in India or in Europe?—In London.

145. Am I not right in saying that if they are registered in India, they are bound by the law of the land to call at Aden?—I think it is so with Indian vessels, that is if they pass the port.

146. Because under the Indian regulations everything depends upon that port, does it not?—Yes.

147. They enter into bonds and they forfeit a penalty if they do not call at Aden?—Yes, I know they do.

148. In fact the hold which the Government have on vessels from India is in connection with the calling at Aden?—Yes, that is quite correct.

149. You, registering in England, are not compelled to do that?—No.

150. And as a matter of fact you did not do it?—No; we always used to take sufficient coal to carry us beyond Aden and on to Suez, if necessary. I do not remember any instance in which we called at Aden when we had pilgrims on board. I think it was always avoided rather than otherwise.

151. Then you talked about making some sort of an arrangement with regard to the hospital, with your boom and sails; that was presumably in the non-monsoon time?—Not altogether.

152. What you used to do in the monsoon time?—You can still erect a tent.

153. On the upper deck?—Yes.

154. In monsoon time?—Yes, in monsoon time. You could utilize the poop for that. Of course it would necessitate securing the awning well, which we should form into a tent, but still it has been done. I have done it myself in the monsoon time.

155. Not in what I might call a heavy monsoon?—Yes, in a heavy monsoon. The fittings of the body of the ship, as a rule, break the force of the wind. We were almost always driving into it with the wind dead ahead, or perhaps certainly not more than a point and a half on the port bow. The wind almost always took the trend of the land.

156. And used your passengers to be on the upper deck in monsoon time?—Yes, frequently.

157. In large numbers—I do not mean isolated ones clinging here and there, but as a body?—Two or three hundred at a time. We do not ship much water as a rule when we are going against the monsoon.

158. Now with reference to your remark about latrines. Would it not meet all your suggestions if the language adopted were "suitable latrines" without describing the nature of the suitability?—Yes, I think, as the Chairman suggests, to a certain extent it might be left to the practical knowledge of the masters who had to deal with the matter; I think they would generally see that the thing was convenient.

159. Is it not a fact—I ask this tentatively—that each pilgrim is accustomed to bring with him his own cooking pot?—Yes, they always bring their own utensils.

160. So that the provision made in the caboose for cooking would only be in regard to the fire—it would be a place heated by fire whereon they could place their pots?—That is all.

161. Now referring to the pilgrims' baggage, you say they bring a fair lot, and that it was customary to put a certain proportion of it in the hold. What they retained was presumably bags, with eating stuff in them?—Yes, and articles that they did not care about having down in the hold.

162. Such as we should call their laces and penates, little choice nicknacks and that sort of thing?—Yes, what they require for present needs you might say.

163. And they would object to be separated from them?—Yes, undoubtedly they would.

164. Do you gather that they raise any objection to being separated from what I may call their heavy baggage?—No.

165. Then you referred to threats about landing passengers. I take it for granted that your threats could not be carried out in the Red Sea—only in the waters beyond the Red Sea—the British waters?—Yes.

166. Does it occur to you that if the Government gave that power it would afford a ready means of turning a dishonest penny by putting pilgrims ashore on the ground that they are refractory—they always would be refractory—and when you get to the end of your destina-

Capt. A. H. F. Young. tion there would not be many pilgrims? I mean that would be the case with unprincipled firms, and there are, as you know, unprincipled firms who carry on the pilgrim traffic?—Yes, there may be some.

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167. And not a few?—I do not think it at all likely that it would be done.

168. Are you talking now of principled or unprincipled firms. Of course principled firms would not do that?—And I do not think unprincipled firms would dare to do such a thing.

169. None?—No; in fact the odds would be against them, because the pilgrims might turn the tables and put the master on shore. They are rather difficult to manage sometimes.

170. Now the Chairman talked about fines. Would the fine be enforced? say for instance that you start from Jeddah, going to the Euphrates, and touching at Bushire: if the wrong you do is detectable at Jeddah, the British Consul would be down upon you, and fine you, and do what he thought right with you, but supposing the wrong was done when the ship had left Jeddah, we will say between that port and Kamaran, or between Kamaran and Aden, or between Aden and Muscat, and you then touch at Bushire; if the authorities knew what had happened, have they a means of enforcing a fine at Bushire?—Not exactly, except through the Consular authority.

171. Could he enforce it?—I think he could enforce it.

172. That is to say, if they telegraphed he could enforce it?—Yes, but unless the prescribed authority were also the Consular authority, or in touch with the Consular authority, he might have considerable difficulty in enforcing it.

173. There is no "unless" there, because the prescribed authority is the British Consul?—In that case I do not think there would be any difficulty at all.

174. But suppose the offence were committed while the ship was not in Indian waters?—I think according to the statement here that the Consular authority at Jeddah would have certainly a power to take the thing in hand.

175. That is when you come back again on the return voyage?—Yes.

176. Then do you consider it a practical difficulty, that if you lay down too many restrictions, and make too heavy fines—if, for instance, as the suggestion has been thrown out, you fine two people instead of one—this will recoil upon the pilgrims who will have to pay increased fares?—I do not think so.

177. Out of whose pocket would the fine come?—I think it would come out of the master's pocket entirely there.

178. (*Chairman.*) It was suggested just now that the owner should be fined too?—Yes, and I certainly think he ought.

179. (*Mr. Wollaston.*) The pilgrim traffic is an unremunerative trade, is it not?—It is at present.

180. Very unremunerative?—Yes.

181. Therefore, if the Government are unduly severe in making regulations costing money, do you think there is a practical likelihood that the fare which the shipowners charge would be raised?—They would endeavour to raise it, but I rather think that the Austrians and the French, who also go in for the pilgrim traffic, would take advantage of it, and run away with all the pilgrims.

182. On the ground that they would not have the same restrictions?—Undoubtedly.

183. Do you consider that a practical evil?—It might have a tendency to throw the trade into the hands of the foreigners.

184. That is important, is it not?—There has been a considerable competition in the trade, and I know the rates have been run down tremendously, there really would not be much left in it for the British owner.

185. Then to refer to the question of appeals, there would be no decision by native officers, as the original case would be decided by the British Consul generally, or by the Vice-Consul acting under his orders; therefore there would be no question of appeal to the Consul, because he would be the authority to decide it?—But would the master not have the right to appeal to a higher tribunal in this country on his return.

186. You consider that the reason for the appeal is because you object, and as I think very properly to have the original decision in the hands of a native?—Yes.

187. But if the original decision is in the hands of a British Consular authority, your anxiety, I assume, would be laid at rest?—Yes, to a great extent.

188. (*Chairman.*) Is the British Consular authority always an Englishman?—Not always.

189. (*Mr. Wollaston.*) The Consul is; the Vice-Consul is not, I believe?—That is so.

190. Is the Vice-Consul ever a native of India?—No, he is not.

191. What are they?—Yes, they are principally Armenians, but they are never anything more than Vice-Consuls.

192. The Consul is English?—Yes.

193. (*Chairman.*) I think, so far as the levying of fines is concerned, there is no diffi-

culty about that, because the master of a ship cannot get his papers, except from the Consul; therefore, if a Consul said the ship was fined, he would have no means of proceeding to sea?—*Capt. A. H. F. Young.* That is so. 22 Mar. 1893.

194. (*Mr. Wollaston.*) How would he know it? (*Chairman.*) If the Consul does not know it, of course he cannot fine him?—Would it not be the duty of those who know of the offence to put the matter before the Consul?—It would be at their option to do so.

195. (*Mr. Wollaston.*) I do not quite follow you?—If, as you say, the offences would be likely to be committed between ports, the passengers would have the right to go to the Consul and lay the case before him. Of course, if they did not do that, then there would be no necessity for any proceedings to go on at all, the question would not arise; but at the same time, even with the Consular authority as the prescribed authority, the case might arise where the passengers might falsify statements to such an extent without the knowledge of the Consul, that the case might go dead against the master; and it would be rather hard, I think, if the Consul's decision should be final in a case of that sort.

196. I see your point, but I do not see your remedy, because if they go to Constantinople, the British Ambassador there would have no more means of knowing the truth than the British Consul.

197. Would he not have to rely upon the statements made?—Yes.

198. (*Mr. Warburton.*) But the Consul in no case would decide without hearing evidence. (*Mr. Wollaston.*) But Captain Young is assuming what is very common, that there is hard swearing?—I know it to be a fact; in fact it is patent to almost everybody who goes abroad.

199. (*Chairman.*) I should like to ask you one question with reference to a point raised by Mr. Wollaston. You seem to think that these fines militate against British ships, but is it not a fact that these fines will never be imposed if the master does what is perfectly right and reasonable, and what is desirable for the traffic?—That is quite so.

200. Therefore there is no necessity either for the master or for the shipowner to incur any of these fines?—Of course not; I quite agree with you there.

201. It seems to me that if the Government thought proper to have a number of unreasonable conditions as to the carriage of pilgrims, that might very possibly drive English ships out of the trade?—Yes, it might.

202. But I think what is asked is only what is the general custom, and not only what is general, but what is at this present moment the case in ships leaving India?—Yes, generally.

203. Or in a very great measure; in fact I think foreigners are rather more restricted than we are, and that some of their rules are very old-fashioned?—As they now are, I think the regulations would be a very wholesome check, and I think that, provided the master is furnished with an abstract of these regulations, it is not at all likely that he would contravene them, so long as he is made aware of them.

204. (*Mr. Wollaston.*) This is what I meant by increasing the cost. Take an instance: if you increase the area given for each pilgrim, it would be very reasonable, from a sanitary point of view, to do so, but of course it compels the ship to carry fewer pilgrims; therefore they must charge more?—I do not think it would be advisable to increase the area at all.

205. The thing may be highly reasonable, but it would cost money?—Yes.

206. And if it cost money, that money would have to come out of somebody's pocket?—Yes.

207. The papers before me lead me to understand that if you require too much, although it may be reasonable, you will increase the cost, and the pilgrims will have to pay it, in which case they might go by land as far as they can?—I should not think so, I do not think it would have that effect.

208. You do not think it would?—No.

The witness withdrew.

Adjourned till to-morrow at 2 o'clock.

SECOND DAY.

Board of Trade, Whitehall Gardens, Thursday, 23rd March 1893.

PRESENT:

SIR DIGBY MURRAY, BART., *in the Chair.*

Mr. A. N. WOLLASTON, C.I.E.

Mr. G. W. JOHNSON.

Mr. J. W. WARBURTON.

Mr. ERNEST G. MOGGRIDGE, *Secretary.*

CAPTAIN THOMAS HENRY FRANKS called and examined.

209. (*Chairman.*) I believe you are one of the nautical surveyors and emigration officers of the Board of Trade?—Yes.

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Capt. T. H.
Franks.

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210. You had considerable experience, before joining the Board of Trade, in pilgrim ships?—Yes; I have commanded them on several occasions.

211. What particular trades have you been in in carrying pilgrims?—From Bombay to Jeddah, from the Persian Gulf, and from the Straits Settlements. On one or two occasions I have also taken them down from Suez. Those are the pilgrims that came from Beyrout and that district, and joined us at Suez sometimes. From Bombay I have been on two or three occasions.

212. You have looked through this rough draft report?—Yes.

213. Please refer to Regulation 2. Do you think that it is desirable to increase the number from 30, which is the present rule, to 50? I perhaps may explain to you that this is merely a suggestion of mine; it is not agreed to at all. The reason that I have suggested to increase it is because we have had representations that we ought to allow a certain number of pilgrims to travel on deck or to take deck passage during the north-eastern monsoon?—As deck passengers?

214. As deck passengers. According to the rules at present they are not permitted to take passage except in the between decks. What is urged is that during the fine seasons sometimes there is a very small number of passengers going forward, and therefore it would be a very great advantage if it were permitted to carry them on deck instead of being obliged to carry them between decks. In the Merchant Shipping Acts or the Passenger Acts, as you know, 50 makes the difference between a short ship and a full ship?—Yes.

215. We allow 50 passengers to be carried without the vessel coming under the Passenger Acts?—Yes.

216. I thought possibly we might extend it to these regulations with a view of enabling them to carry a small number of men during the fine season on deck; that is the reason of it. Now will you give us your opinion with reference to it?—I should see no reason why you could not carry pilgrims. I have taken, once, as many as 60, but then some of those certainly were capable of paying, and had really cabins; they were wealthy enough to pay for cabins, though they were on deck most of the time. If there are good awnings there is no reason why they should not carry that number on deck in the fine weather.

217. The question really I want to ask you is whether you think it desirable that the Committee should extend the present number of 30 to 50, before bringing the ship under these rules?—I should think certainly that it might be extended to that number. I see no reason at all against it. In the fine weather there is nothing against a limited number like that, especially on a vessel that is generally of some size.

218. You have rather a long suggestion here with reference to Regulation 3: "I would suggest that all steamers leaving with pilgrims, especially in the south-west monsoon, be allowed a reasonable time to perform the trip to Jeddah, allowance being made for quarantine." I do not quite understand what that has to do with Regulation 3?—I do not know that I put that in exactly with reference to that particular regulation. I put that in because on one occasion I got so near the time that the pilgrims were due there for their Hedjaz, and had they been late, there would have been a great disturbance on board the ship. In Bombay sometimes they cut the time of sailing rather close for vessels; they do not give them quite sufficient time; if they get bad weather in going over in the south-west monsoon they may get in late. On one occasion a vessel did get in too late, there was a great disturbance on board, and they had to get the Turkish gunboat to quell it.

219. Do you not think that is a question that we had better leave to the authorities in India?—I think perhaps it would be better; I only mention these things as coming under my own experience.

220. You are quite right to mention them. "The master of a pilgrim ship shall, not less than 24 hours before the proposed time of sailing,"—I should like to alter that "sailing," if the Committee will discuss it afterwards, to "the proposed time of embarking pilgrims," or something of that kind,—"give notice to the prescribed authority at the port of departure that the ship is to carry pilgrims, and of her destination, and of the proposed time of sailing, but the master may give notice by telegraph through his agents prior to arrival." Have you any remarks to make with reference to that?—Of course he can give notice as much time before—more than 24 hours probably, if he likes.

221. Certainly?—Twenty-four hours would be quite little enough to make the alterations they require in Bombay. They are very particular there in the native passenger traffic.

222. Do not consider that to be the time of sailing; read it as "not less than 24 hours before the proposed time of embarking the pilgrims." Have you anything to say with reference to the limitation of the notice to the authorities that it shall not be less than 24 hours, and that it may be given by telegraph?—I certainly think it should not be less. I have nothing further to say.

223. Who is the person in charge at the Island of Kamaran?—A Turkish authority; and there are generally 5,000 or 6,000 pilgrims, perhaps more, from India, who are all British subjects. The occasional visit of a British gunboat to Kamaran is much wanted during the pilgrim season, many thousands of the pilgrims being British subjects.

224. (Mr. Warburton.) During the pilgrim season, does not the British Vice-Consul

reside there?—The first time that I went there there was no Vice-Consul, but there may be now a Vice-Consul. He is a native, I think. He probably has been appointed since. At that time all the authority was vested in the hands of the Turkish gunboats. Capt. T. H.
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225. (Chairman.) Here is another note of yours. Can you give me the name of the steamer you refer to, because I will have it looked up if you can. You say, "In 1886 a steamer stranded at the entrance of Kamaran, and was found to have navigated the Red Sea with a chart of 1857, a single sheet, and no harbour chart. The vessel was from the Persian Gulf. Vessels leaving the Indian ports are usually thoroughly well-equipped with charts, chronometers, etc."—We always had to carry three chronometers leaving Bombay, but that is a vessel that has since foundered with all on board.

226. Do you know her name, because I will get it looked up in the Wreck Department?—She was a steamer called the "Tom Morton," I think.

227. Now, have you anything to say as to the conditions in Regulation 5 (a): the charts must come in there, of course; that is an omission?—From the Persian Gulf there is generally no one to look after the equipment, or to enforce the equipment of a vessel.

228. Will you kindly read (a), and see whether you think that the requirements there are reasonable, or whether they ought to be modified in any way?—One of the conditions is that the ship should be provided with a sufficient number of boats; a sufficient number of boats you can never carry.

229. We cannot go into the question of boats; I think we must leave that to the authorities?—It would be impossible to take a sufficient number of boats to carry all the people. The cargo that generally goes is mostly rice and flour and things from India. As to the ventilation they go in for a great deal of that in Bombay. You are well-supplied with ventilators, and the decks, in some instances, are cut if more ventilation is required. Those short iron ventilators that are put out of the between decks ports are also used.

230. That is a question for the authorities. What I want to know is whether the requirements in (a) are sufficient and whether they are reasonable?—I should think so. I see nothing to add.

231. Then (b); I am told that from the Persian Gulf they never take any provisions as a stand-by for the pilgrims; so that if the ship broke down the consequences might be serious?—Yes; but then generally from the Persian Gulf they are carrying wheat from the Turkish authorities to Jeddah; and they would most likely have a lot of wheat on board.

232. Then from India to the pilgrims, as a rule, find their own food?—I have always known them to do so.

233. Always, in your experience?—Yes.

234. They are not found by the ship?—They are not found by the ship.

235. And fuel?—Fuel is supplied to them by the ship.

236. Coal or wood?—It has always been wood. I have often thought that coal would be better, on account of the sparks from the wood.

237. It is not supplied from a ship sailing from the Persian Gulf, is it?—Fuel must be given to them. If you have not the wood, which you cannot very well get at the Persian Gulf, you must give them coal for their cooking.

238. Captain Young informed us yesterday that each pilgrim brought a bag of charcoal with him?—They often do bring a little charcoal, because they like to make small charcoal fires on board, and as much as possible we try to stop that.

239. Therefore the ship must supply fuel independently of that?—I have always known that. It has always been my experience that we have carried firewood for them, and if we had not got firewood we gave them coal.

240. Were the ships that you commanded fitted with condensers?—Yes.

241. How many gallons in the 24 hours?—The ship that I was last in could condense 4,000 gallons. We had two condensers on board. We had one special one put on board, because before that we were running out with emigrants to Australia; and we never took this condenser down after it had been fitted up.

242. I rather want to get at the matter generally. Can you inform us what the amount is that can generally be condensed on board these ships?—Several of the old type of the P. and O. steamers have been sold to natives; and I should think they would condense 600 or 700 gallons a day.

243. Not more than that?—Probably they might make it up to 1,000. Of course they have not got the latest type of condenser.

244. I made inquiries in the Port of London, and I find that there are no ships that our surveyors deal with that condense less than 1,000 gallons a day?—That is now certainly supposed to be the standard.

245. May I ask whether you consider this provision is unreasonable, which only applies to vessels that can condense 1,000 gallons in 24 hours, or whether you think that less than 1,000 gallons ought to be fixed?—I should think that is certainly reasonable.

246. Can you tell me what the largest number of pilgrims is that generally embark from

Capt. T. H. Franks. Indian ports?—It, of course, depends upon the size of the vessel; but the largest number I have carried myself is 900, and those were from Indian ports. The same ship leaving Java could carry many more, probably 1,200. It comes under a different rule there.

247. Do you think it is unreasonable to require them to condense 1,000 gallons in 24 hours, or else to have a full supply of water?—Of course with ballast tank steamers it would not be perhaps so necessary; but nearly all the modern ships can condense 1,000 gallons a day; there is little doubt of that.

248. Therefore you think it would not be an unreasonable demand?—I do not think it would.

249. In the rough draft report opposite Regulation 6 there is a note by the India Office as to the scales of daily rations, but I think you told us that you never have supplied rations to them?—No, we have never supplied them.

250. Neither from India nor from anywhere else?—Occasionally some of the better class of pilgrims have wanted a sheep, and we have sold it to them from the ship's stores, or anything of that kind.

251. That is quite a different thing?—It is; we have never supplied in any other way.

252. Have you any objection to make to Regulation 7 as to posting in a conspicuous part of the ship notices indicating the destination, etc.?—No. I think it is very reasonable, and wanted. On one occasion I had some pilgrims on board that were bound for a port that I was not going to at all. It was understood by them before they left Jeddah, on a return voyage, that I was to take them to this port.

253. (Mr. Wollaston.) What port was that?—A port named Bahrein, on the west side of the Persian Gulf.

254. (Chairman.) I should like to go back for a moment to Regulation 5 (a). It is reasonable to allow them to have substitutes for awnings—"substitutes" of course means "sails,"—or should they be compelled to carry awnings?—I have never known of substitutes. I have always carried awnings sufficient right fore and aft. I have always had a double set.

255. Then possibly your ship may have been of a very superior class?—In the Red Sea we could put up double awnings. I certainly think they require awnings.

256. You would not allow them to improvise?—I think the awnings would be best. I certainly think that.

257. Were you sailing on any particular line?—I was in the British India Company.

258. Then you would not have "efficient substitutes for the same." I am a little dubious about it myself?—I certainly think awnings would be better.

259. Regulation 11. "A pilgrim ship shall be propelled by steam, and must not be laden with coal." Have you any objection to that?—No, I think that is right.

260. Regulation 13; that really is the Indian proposal; you see it requires 9 superficial feet and 54 cubic feet of space for each passenger?—Yes, that is all right.

261. You agree, I suppose, to the decks?—Yes. I have made one remark about the iron decks.

262. You cannot say the deck must be of iron?—No.

263. You say it is preferable they should have iron decks, and I say, certainly, only we cannot enforce it as a rule?—Only this regulation says it must be sheathed with wood.

264. That is the upper deck?—I read it as between decks.

265. It only says that the "between decks must be permanently laid, and if of wood must be properly caulked," that is all?—I took the other one below that to mean it, "or else if of iron, must be sheathed with wood."

266. That means the upper deck. Now, Regulation 14. "A clear and connected space on deck shall be exclusively reserved for the use of between-deck passengers, containing at least 5 superficial feet for each passenger, irrespective of their age." In making it 5 superficial feet, although it is a little more when we make it irrespective of the age of the passenger, still it helps the ship a good deal, because it does not oblige the entire upper deck to be reserved; is that not so?—Yes.

267. Now will you read Regulation 15, requiring that a permanent hospital should be set apart, and say whether you agree with it?—Yes. I agree with it. On two occasions small-pox broke out on my ship.

268. What would you propose should be done in the south-west monsoon?—That is, as to the hospital for epidemic diseases?

269. Yes; doctors say that canvas hospitals properly isolated are the best hospitals; and Captain Young told us that he had secured them sufficiently during the south-west monsoons?—Sometimes you get very heavy squalls, and heavy showers of rain, and it is rather difficult. I had to isolate cases of small-pox. On one occasion it was confluent small-pox. I had very good large sheep-pens, so I put them in there, and used carbolic acid, but there was a difficulty in getting the canvas well secured in some of the heavy squalls.

270. Have you anything to suggest?—Not unless some deck hospital could be had, the

same as we get in the ships in the Liverpool Atlantic trade. There are always two hospitals for those; there is a hospital below, and another one in case of any epidemic amongst the emigrants. I do not know whether a small place could be separated off. Certainly in the north-east monsoon canvas hospitals would be preferable.

271. I think we will leave that, and I do not think I need ask you any question about the washing places. As to Regulation 17, referring to latrines, the number of seats seems to be insufficient. Do you agree with Captain Young that there should be four seats to every 100 passengers?—Yes, and water should be laid on to the latrines.

272. "The latrines shall be provided with not less than four seats for every 100 passengers." I think two is quite insufficient?—Yes; I think so too.

273. Now, with reference to the cooking ranges. I presume you do not require any fittings to the cooking ranges, but merely require that there shall be a couple of cooking ranges?—There are no fittings much required for them; just some iron bars cemented in bricks put up for the pilgrims.

274. There is a very long list in the opposite column which the India Office have suggested; if they cook their own food it is perfectly useless having that list, is it not?—Yes; a lot of them would not know how to use those things at all.

275. I think we may leave that. You agree that there must be two ranges, but that those fittings should not be insisted upon, or may be left to the authority?—I should think so.

276. Now Regulation 18, as to the heavy baggage?—That is one thing you have always some trouble with. Pilgrims always want to take their baggage and to keep it with them and near them. It takes up a lot of room on deck, and very often putting the baggage below, or trying to get it below, leads to some trouble with the pilgrims.

277. Captain Young told me that he always put the heavy baggage below so long as he had room below?—We always used to get it below as much as possible, and also took their arms away from them; but sometimes it causes a little trouble with them.

278. Do you suggest that Regulation 19 ought to be altered in any way?—No; I think it is much the better if you can get it from them and put it below—very much the better. There would be much more space on deck.

279. After all is said and done a general rule only can be made. We cannot possibly oblige the captains of ships after they get to sea to carry out any rule?—Quite so.

280. Have you any remark to make with reference to Regulation 20?—That is what I have always endeavoured to carry out as much as possible. That is why I like the iron deck on the between decks, because you can throw disinfecting powder down and keep it much cleaner, also on account of fire and smoking.

281. I suppose you would only use something in the nature of Condyl's fluid; carbolic acid powder or anything of that kind would corrode your deck, would it not?—We used some of that yellow kind of powder which was sent us in from Bombay. I do not suppose it would have been carbolic acid powder, but it was some disinfectant powder.

282. Sanitas?—It was something of that sort that we use to sprinkle on the decks.

283. You have nothing to say to that then?—No.

284. Regulation 21 is merely a fine, and I do not think we need go into the question of the fines generally. There is, however, one, Regulation No. 30, with reference to which Captain Young was anxious that we should make the owner of the ship pay as well as the master. What have you to say to that. He thinks that in many of the tramp class of vessels the master would not be able to get the owner to carry out what was necessary?—At Bombay the authorities would never allow the ship to leave if she had not got the proper hospital accommodation. They would never allow her to pass.

285. That is very likely; but we are considering generally vessels leaving all other places. Ought the owner to be fined as well as the master, or ought we to leave it as it is, simply that the master be fined 20%?—I have always been so placed that if I wanted things the company would carry them out.

286. Exactly; but then you have been in a big company?—I mean if I did not carry out the provisions of the Act at all I would be the one to blame.

287. I think we may leave that, then, if you have no suggestion to make. There is one other thing which is not in the list that I should like to ask you about, and that is the quarantine regulations. First of all, what are the rules, so far as vessels leaving the Persian Gulf are concerned?—For vessels from the Persian Gulf, at Kamaran, 24 hours' observation was the rule at the time I was there, in 1885 and 1886, I think. The same from Zanzibar. But from Bombay we had 10 days' quarantine.

288. No matter whether you had a clean bill of health or not?—No matter at all. At Aden we stopped; all our pilgrims could land there and we were allowed to go on shore—they were all allowed to go on shore; but we were bound to have 10 days' quarantine at Kamaran. That is, they landed all the pilgrims on the small island, and of course we used to thoroughly clean the ship while they were landed there. Then they were encamped, and they had not good water there to drink, and not very good shelters for them, and the food supplies were not good and were very dear. The quarantine was really 10 days including

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289. On what account?—The island was laid out in camps for the different vessels that came in. If the doctor of the camp supposed that there was any disease on board or among his pilgrims encamped, and that it was necessary to detain the ship, he could give them five days more quarantine.

290. Was that *bona fide*?—He had the power; he had the authority to do so.

291. What I want to know is, was that authority always exercised in a *bona fide*, manner?—I myself never had more than the ten-days quarantine, but I have heard it said that you could always get that five days off; that the doctor might throw out observations after the ship had been seven or eight days in quarantine; that it would be probable that he should have to detain the ship, and you would very likely get another five days' quarantine. That was generally supposed to mean that a collection of a few rupees or dollars to give him would be acceptable.

292. But you do not know that of your own knowledge?—I do not know that of myself.

293. You have never had to pay it?—No.

294. Do the pilgrims ever contract disease after being landed on the island?—It is only of course, a short run after that—30 hours run.

295. I mean while on the island?—I have heard from others—not from my own personal experience, but from other vessels—that perhaps some disease has shown itself after they have been on the island.

296. Cholera?—Cholera was not there at the time. There is always a little small-pox.

297. Do you think the quarters in the island are kept generally in a healthy condition?—No; I do not think they are good quarters for them at all, and I am sure the drinking water is not good. There is no condenser there for them.

298. When you leave India are your vessels of the British India Company registered in India or in this country?—I suppose they would be sure to be registered at home.

299. I know many of them are, and I presumed that they all were. I know some are registered at Glasgow?—The British India Company themselves do not go into the pilgrim traffic. They took the ship over that I was in for some reason, and they put one of their own captains in it, and I was in the ship for three years. Else they do not send their own vessels in the pilgrim traffic.

300. When you leave any of the Indian ports you have to execute a bond, do you not, which requires that you should call at Aden?—Yes; they are very particular in that.

301. You are obliged to call at Aden?—Yes.

302. No matter how long you are at Aden, and even if you have a clean bill of health from there, you still have to put in your 10 days' quarantine at the Kamaran Island?—Yes.

303. I suppose when you were at Aden there was no cholera hospital on shore?—No.

304. I see from recent information on the subject that they have now a cholera hospital on shore. Now there is a proposal by the Indian Government, I think, that if vessels reach Aden or the Kamaran Islands with cholera on board, they shall immediately return. What do you think of such a regulation as that?—Say it is a vessel from Bombay; should she return at once to Bombay?—With the cholera patients on board the ship?

305. With all the pilgrims on board?—But she would land her cholera patients.

306. Leave that on the one side; that is a matter of detail. I do not think she would land her cholera patients except at Aden now, perhaps; but do you think it is desirable under those circumstances that the ship should return? There have been cases, I think, on ships which have been obliged to return where the cholera has been very bad on board. Has such a case come under your observation?—No, I have never heard of that. I have heard of several deaths on board, but I have never had really more than two or three deaths from small-pox. Of course in such a case as you were referring to of cholera breaking out, then most certainly they would land all the passengers, I suppose, at Kamaran then, and put them under a thorough investigation and keep them there.

307. No doubt they would, but still the cholera might go on increasing. I forget now, there are one or two examples that I saw in reading the papers over. I know it is noted that there might be a row on board if the vessel attempted to put back under those circumstances?—I should think it is very likely that there would be.

308. Mr. Johnson.—You said that pilgrims from India carry their own food invariably, I think?—Yes.

309. Do they on the return journey from Jeddah also carry their own food; are they able to buy it at Jeddah?—Yes, they can get it there; they probably have to pay more for it, because it is all brought to Jeddah; but I have never known of supplying them from the ship. We have never done that; we have never made that provision at all.

310. Do they carry their food from the Straits Settlements, too. I believe they do, do they not?—They carry their own food just the same.

311. It seemed to me that on the return journey, if the ships were to provide the food they might be able to get it cheaper, if the passengers appreciated that, by getting it, as it were, wholesale, than the passengers would each buying their own?—I do not know, I am sure, how they would take to that way. The natives of India, many of them, if they go as first class passengers with you, do not take the food provided by the ship; they mostly bring their own. Only those, perhaps, who have come home to England will come and sit at the table.

312. The Straits regulations were not quite so stringent in some respects as the Indian, I think?—No, they were not. They used to go in well for the equipment and the ventilation and all that. They go in well for that, and also for the number of pilgrims that you are to carry. They do not allow you to carry many more; just about the same number.

313. In what respect do you think the Straits regulations were more lax than the Indian?—I never carried pilgrims from the Straits. I brought return pilgrims, so I did not go through that all the formwork. I had gone through that in Bombay before. I took return pilgrims only to the Straits. I should think they carry out very nearly the same rule, but the Straits Settlements do not come under India.

314. (Mr. Wollaston).—Do ships coming from Bushire touch at Aden?—I do not know that they are bound to call there, but I think they generally do call there.

315. Used you to call there; I understood you to say that you had been in the Bushire trade?—I have been up the Persian Gulf. On that occasion I did not take pilgrims from the Gulf. I took return pilgrims to the Gulf from Jeddah. But I think it is optional there. They do not go in for any of the Indian Passengers Acts up the Persian Gulf.

316. At any rate, you are not bound to call there?—No; I think there is no requirement.

317. Then about the clause prohibiting the carrying of more than 30 pilgrims. It has been asked of you whether they should or should not be increased to 50 or other number. Taking it for granted that the Turkish rules say 30—I am now alluding to the Red Sea Turkish waters—do you consider it imperative to make any alteration, bearing in mind that the change would make a difference between our rules and the Turkish rules, or do you consider that if Turkey says 30, we may say 30 in order to be similar to the Turkish rules. In short, do you deem it imperative to alter 30 to any other figure?—When Sir Digby Murray mentioned this first, I looked at it really more from a seaman's point of view about a ship: that there would be ample room for them on a good ship's deck with double awnings; that they would not be in any discomfort. That is the light I looked upon it; more from that point of view.

318. More from a seaman's point of view?—Yes; more in that way.

319. (Chairman).—The seaman's point of view is really the ship's point of view?—Yes.

320. (Mr. Wollaston). Then in regard to giving, as was put to you, 24 hours, or as was drafted by the Government of India, three days' notice as to the time of sailing, I will ask the same question of you as I asked Captain Young. How do you conceive, if there were a large number of pilgrims on board, the British Consul at Jeddah, and those to whom he delegated his powers, would be able practically to do all that he would like to do and would be expected to do within the 24 hours. As I gather, a ship comes, we will say now this moment; in walks a man from the ship, and he gives notice to me, the British Consul at the Consulate, and says, "This time 24 hours I am going to sail." How would I, within those 24 hours, be able to do all that I was expected, and ought properly to do?—That is for return pilgrims, of course.

321. Yes; that would be going from Jeddah to India?—I would give a limited time, of course. No doubt there is one thing, if the ship is from India with pilgrims, it would be all fitted, but if it is a ship that has come out and is just calling in to Jeddah on her outward voyage, she would require time for fitting; she certainly would require time. Many ships have just gone into Port Said with a cargo of coal and gone through the Canal in ballast, and gone into Jeddah to see if they could get some pilgrims. They would require time.

322. I gather from your statement now that if it were altered from three days to 24 hours, practically speaking, in some instances the authorities, the Consul and his Agents, could not possibly get done in 24 hours what they ought and would expect to get done?—They would be limited certainly to time. I do not think they would be able to do that.

323. (Chairman).—May I ask, are they required to do that? It is merely a notice on the part of the ship?—Yes; but when the master gives that notice, he is supposed to be all in readiness, supposed to be ready to take his pilgrims, or else he is not supposed to sail.

324. Mr. Wollaston).—Suppose a ship goes out and sends notice by telegraph to the British Consul at Jeddah to say to-morrow, at such an hour, the ship will call, and you will have 24 hours' notice that she is going on to India and taking pilgrims; do you deem that that 24 hours will be sufficient?—They have never gone in at Jeddah for being anything like so particular as they would be in Bombay in taking pilgrims. Of course she would have to get a few latrines, and she would require the deck galleys for the people.

325. What I want to bring out in your evidence is whether you think that if we alter the time of notice from three days to 24 hours, the authority, which is the British Consul, can do within the 24 hours what he is supposed to do and what under these regulations he would have to do, that is to say, inspect and look to the latrines and fittings and everything?—I do not think he would be able to do it.

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326. I think the answer you give is in the affirmative, that pilgrims coming from the Persian Gulf always bring their food, or is it only generally that they do so?—I have always understood that they bring their food always.

327. You alleged that the cargoes from the Persian Gulf are generally wheat; is that invariably the case?—Going to Jeddah and going from a Turkish port, Bussorah, for instance, naturally there is a great deal of wheat taken, and they often have a large quantity of wheat.

328. What I want to bring out is, that if, as I understand, there is wheat on board, the pilgrims could not starve?—That is so.

329. If there is not wheat on board, as Sir Digby Murray more than hinted, there might be a danger of lack of food?—Yes. There is no other cargo from there except wheat and dates, and a certain amount of wool. Certainly the great proportion of the cargo is wheat.

330. Does that carrying of wheat go on all the year round?—There is a great deal of it exported from there.

331. All the year round?—They send to Turkey as well; it also comes home in large quantities.

332. Then I quite understand all your line of ships and all respectable vessels are fitted with condensers; but bearing in mind that there are a number of ships in the pilgrim trade that are not respectable, are you of opinion that they are all fitted with condensers?—I have always supposed that a steamer could condense water when she wanted.

333. Pilgrim ships?—I certainly think they make it imperative in Bombay that pilgrim ships must condense water. I always understood it.

334. (Chairman.) Captain Young informed us yesterday that the vessel he commanded had no condenser; but I do not think that is material so long as he fills his ballast tanks with water?—No.

335. (Mr. Wallaston.) You talk about modern ships; but, as a matter of fact, the vast number of pilgrim ships are not modern ships, are they?—No.

336. They are old English P. and O. ships?—Yes, some are, of course, old P. and O. ships, but I have always understood they had to be able to condense.

337. As regards Regulation 6, respecting rations, do you consider this proper, and are the articles procurable at Jeddah—rice, flour, pulse, beans, onions, and so on?—Yes; if you have a native crew, a Mussulman crew, which is always a good thing for pilgrims. I always think it is the best crew. You would have a lot of such stores on board for your crew.

338. Now, about firewood; can you get anything in the way of firewood, or anything that takes its place, at Jeddah?—No; the amount you can get there is very limited, and if you have got no wood, you always would have coal.

339. That is from the ship's stores, not from what you get at Jeddah?—No; firewood and wood of any description are very scarce at Jeddah.

340. So that practically, as I gather, you say that if the Government were to lay down the regulation that firewood should be provided as applicable to Jeddah, it would be a dead letter?—I do not think you would get it; we always took in a certain amount of firewood, because it was supposed to be necessary in Bombay, but if we ran short, we always gave them coal.

341. For firewood it would be better to read fuel?—Yes. I always think that firewood sparks so, and the coal does not, so the wood is much more dangerous.

342. Then in the monsoon, with reference to awnings and erections for those pilgrims who go on deck, is that, according to your judgment, practicable in monsoons broadly speaking?—Yes; they can go on deck the greater part of the time, but of course the ships are well fitted with booby-hatches and are safe, and we often carry awnings in the south-west monsoon, slope them down the weather-side to the rail, and make a sort of tent. On the other side, the lee side, it does not matter much; but if the wind was on our bow, we used to carry our awnings in the south-west monsoon in that way. It is very little trouble.

343. The Government of India say that pilgrim ships should be principally propelled by steam; it is here that they "should be propelled by steam." What is your view on that point; should it be principally or solely?—The sailing vessels for pilgrims, I think, have been out some time.

344. I do not think you quite grasp the question. We admit it is to be steam, but is it to be solely steam, or principally steam?—Would you have nothing but steam, or is it to be steam and sails combined?—I do not quite understand.

345. (Chairman.) The question is really, whether auxiliary steam vessels are employed in the pilgrim trade. I have never heard of such a thing?—I have never heard of it.

346. (Mr. Wallaston.) Then, with regard to these temporary deck hospitals which are talked of, would they be practicable in monsoon time?—Do you mean the canvas ones?

347. Those that are to be put on deck. I gather that there are to be some temporary ones run up on the upper deck; would that be practicable in monsoon time?—On the two occasions I had to isolate them the heavy squalls that we got blew the canvas about, so that it was very difficult to properly secure it. Then there were the heavy rain showers, especially down the Straits of Malacca, where you get very heavy rain indeed; of course in the Indian Ocean you do not get quite so much.

348. Do I gather that, if the Government should lay down, as it is proposed, that the ships should put up these temporary things, they would not be altogether practicable in the monsoons?—Not always; but we always carried those canvas hospitals with us.

349. You had them ready for use, you mean?—Yes.

350. In the monsoon you would have to use some discretion, whether to rig them up or not?—You must get them in some sheltered place.

351. The words are "shall carry materials for the construction;" I suppose that means, shall use them if necessary as well as carry them. I had in my mind that we were imposing upon the shipowners that they should rig out temporary hospitals for the treatment of cases of cholera and dangerously infectious diseases, and I want to know whether in your experience you thought that was practicable in all conditions of weather?—I found it difficult. I would much have preferred a built hospital on deck—if we could have turned a deck cabin into a hospital for the time being.

352. (Chairman.) Only that might not be available?—No.

353. You would put that down on the chance of such a thing being available?—Yes.

354. (Mr. Wallaston.) Of course, if the Government were to lay down that there should be these temporary hospitals, and during the monsoon it were not practicable on all occasions, it would be rather hard on a shipowner to insist upon his doing what he could not do in those gales. I gather from your experience that it would not be practicable on all occasions?—That is so. I tried it with that very case I have referred to of the man who had confluent small-pox. He was delirious, and we had to confine him as well; but we could not keep the tent down well.

355. So that there are really practical difficulties in the way of a temporary hospital during a monsoon?—Yes.

356. (Mr. Warburton.) The term "materials" does not necessarily mean canvas. Cannot you carry, for instance, a wooden hospital ready made in pieces, which can be put up and taken down?—That might be done.

357. Could it not be carried in the shape of stores, to be put up in a case of necessity?—Yes.

358. (Chairman.) In most of these ships is there not a break of some kind under which the hospital could be erected?—Yes; there would be some place on the main deck. In the case of confluent small-pox I put the man on the very aft part of the poop, because I thought that was a case much better away from everyone.

359. Still the hospital could be erected under a break?—Yes; but a great many people are round there.

360. (Mr. Wallaston.) Then, with regard to the latrines; if there are to be, as is proposed, four for every 100 people, you must make some arrangement in regard to men and women. There should be two for men and two for women, I suppose, to each hundred. I assume that you must make a distinction between men's latrines and women's latrines, and that you must not have them side by side?—Although you might have them as much as possible separated for male and female, they do not always trouble about using them in that way.

361. Now, with regard to the cooking utensils which are suggested in the column opposite Regulation 18, I rather gather that you would not deem them necessary?—I suppose that is meant if the food is carried on board.

362. You see it is an extremely important matter. The Government of India propose a long list of things; and as you are a practical man, it would be very satisfactory to know your opinion. I rather gather from what you told Sir Digby, that you do not think the things on the list necessary?—Not under the circumstances that I have carried pilgrims. They have probably put this list down supposing the ship would supply the pilgrims with food; that is what I think it means.

363. Then, as to the question of putting the heavy baggage below: do you gather that there would be any serious practical difficulty in doing that. Would there be an outbreak, or any approach to an outbreak amongst the pilgrims if you separated them from their luggage—I am not alluding to the luggage on which they sleep, but to their heavy luggage?—We always used to put as much as possible down below; but I have certainly seen men clinging to their chests, and being hoisted up and lowered down into the hold with their baggage. I have seen that on one or two occasions; but then they are quiet afterwards. They did not know what it meant, as they had come a long way up the country.

364. They are satisfied afterwards, and there is only unpleasantness, and nothing more than unpleasantness, in it?—No; I do not think there would be anything more.

365. Then, with regard to cleaning the upper deck and polishing and holystoning, and doing a lot of things to it: would there be any practical difficulty with regard to moving the pilgrims. I believe they have a habit of squatting in the corners; do you conceive there would be a practical difficulty in cleaning up?—The pilgrims certainly do not like to be disturbed. We used to endeavour to coax them, and get them up, so that we could sweep

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under where they were. You certainly could not wash the deck every day: that would be impossible; but we used to do it twice a week at any rate, or three times a week.

366. Do you think it would be a fit regulation for the Government to put in, to make it compulsory upon a master that he is to do it?—No.

367. You would not think it fit?—I do not think so. They naturally do all they possibly can; but I do not think that they would be able to do it every day.

368. Then, with regard to fines: I do not quite know whether it comes within your province, but I asked Captain Young this question, namely, if fines are made heavy, is there any practical risk that this would increase the cost to the pilgrim of his passage money. I think I am right in saying that the pilgrim traffic is not considered generally remunerative?—It is not.

369. If we, the Government, increase the fines, would that practically mean that you, the shipping men, would increase the fares?—I should not think so myself.

370. Then, with regard to the matter about which Sir Digby asked you, that is putting ships back from Aden to India when they are filled with cholera, do you conceive it would be what I may call a practical political difficulty that if you put back and did not deliver your pilgrims for the Hedjaz, there would be likely to be an outbreak or a serious disturbance?—Almost certainly. I should be very sorry to have to put back with a number of men like that, because they are very fanatical.

371. As I take it, the idea is that if the ship is so hopelessly besieged with cholera as to render it practically a moral certainty that the pilgrims will never get further than Kamaran under those conditions, you should turn them back from Aden and send them to their homes, send them back to Bombay or wherever they came from; that is the theory?—Yes; I believe so.

372. Suppose Government have fair reason to suppose this vessel will never get beyond Kamaran, it is more kind and fitting to send her back at once. Of course, from a humane point of view, that may be so. But what I want to get from you is, what view the captain of a vessel would take if he had to announce to all his, say, 500 pilgrims, that they were going back, and would never get to Mecca?—He would be in a very bad case.

373. Exactly, and he would rather that the responsibility were thrown on the Turkish authorities at Kamaran?—Yes.

374. Would you rather go on to Kamaran and let the Turkish authorities act?—I think I would.

375. (Mr. Warburton.) Would it not be a very dangerous thing to keep them all on board an infected ship for the voyage home?—Yes, naturally; I think it would be better to go to Kamaran and land everyone.

376. (Mr. Wollaston.) If they went to Kamaran the onus would be on the Turkish authorities?—Yes.

377. If they were turned back from Aden it would be the British authorities which turned them back; that is the point, and it is an extremely important one?—Yes, that is so.

378. (Chairman.) I should like you to read through Regulation No. 3 as to the length of notice to the prescribed authority at the port of departure. I do not think that in answering Mr. Wollaston you quite understand the drift of it. It does not appear to me that there is any obligation in that regulation on the authority to clear the ship in any specific time; it only requires that the master is to give a notification of his proposed time of sailing?—The way that I took it was that a vessel on her voyage out, going into Jeddah to try and get some return pilgrims, would not be fitted up or equipped in any way before she got into that port.

379. But there is nothing whatever which says that she is to be cleared from that port in 24 hours, is there?—No.

380. The regulation merely says that the master should give that notification?—That is so.

381. (Mr. Wollaston.) What I am trying to bring out is this: the Indian Government put three days; does it not come to much the same thing if you alter the three days to 24 hours, and say to a master, "Well, you have given me 24 hours' notice, but the thing cannot possibly be done in 24 hours, and you must stay here for three days." Is that not practically doing the same thing in a different way?—Yes.

382. I believe they could all communicate by telegraph with Jeddah. Jeddah is in communication with all the European ports, I believe?—Yes.

383. So that they need not wait until their arrival at Jeddah in order to give the three days' notice?—That would be so.

The witness withdrew.

DR. JOHN PALMER GANNON called and examined.

Dr. J. P.
Gannon.

384. (Chairman.) You are the Sanitary Inspector of the Board of Trade for the port of London, I believe?—Yes.

Dr. J. P.
Gannon.

385. As you are aware, the Committee is considering the proposed regulations for the Muhammadan pilgrim traffic, and there are one or two questions which we wish to ask you with reference to the temporary hospital proposed to be put on the upper deck of the pilgrim ships, and the quantities of medical comforts and medicines to be supplied for the pilgrims. I believe you have seen the proposed regulations, and have read the remarks which have been made on those points by Mr. Holt and Dr. Nicholson?—Yes, I have.

386. Now, will you kindly tell us what you have to say with reference to Regulation No. 10, referring to medical officers, and the scale which follows?—As regards medical comforts, I think they might stand as they are. With reference to the drug scale, I quite agree with Dr. Nicholson that the disinfectants are excessive. I do not know whether it is a new scale, or whether it is a revised scale; but as it stands now, if they have 500 passengers they would carry 140 gallons of carbolic acid, which seems rather high. You will see it is 20 gallons per 100, and therefore for 500 passengers they would have 100 gallons. I do not know actually the length of the voyage, but I take it that it is not more under any circumstances than a six weeks' voyage.

387. (Mr. Wollaston.) Six weeks from where?—I should think that from the Straits Settlements is the farthest. Do you take any Muhammadans from China?

388. (Chairman.) I do not think there are any from China, but there are some from the Dutch Settlements, are there not?—Exactly, from Java.

389. (Mr. Wollaston.) The voyage from Bombay to Jeddah will take ten days—say eleven days?—Can you say what is the time from the Straits Settlements?

390. (Mr. Johnson.) It must be at least twice as long, and then there is ten days' delay at Kamaran?—Anyhow, the voyage would not be over six weeks. I think the disinfectants are excessive, and I wonder that they have not got in the list any sulphur for fumigation. I should have thought that would have been a very desirable thing.

391. (Chairman.) Have you drawn up any memorandum of the alterations which you think ought to be made?—No, I have not drawn up any memorandum.

392. I think you have got something to say with reference to vaccine?—Yes. I do not see how they are to do without vaccine; the only thing is you should get it fresh. I cannot understand why Dr. Nicholson says it is absolutely useless. I only conclude he says it is actually useless because it is not fresh, and therefore will not keep. For myself, I should have thought it necessary, and that they certainly should have some on board.

393. They certainly have small-pox on those boats; in fact, we have just heard evidence of that?—That makes it all the more necessary they should carry some lymph.

394. The only question is, would those pilgrims submit to be vaccinated?—I should have thought they would have been only too glad.

395. (Mr. Wollaston.) I think I can so far answer your question as to say that our experience in India is that vaccination is making huge strides. I cannot go beyond that?—It is making as great a stride if possible in India as it is in China.

396. Do you think vaccine lymph will not keep in hot weather?—That is the difficulty; but all the Orient ships take it, and they find it efficient.

397. Do they keep it in ice?—No; they simply take it in tubes; it is not a long voyage, and it is only necessary to get it fresh.

398. (Chairman.) How many people could you vaccinate from a tube?—That depends on whether the tube is full or only part full; the tubes are usually three parts full. I should think a tube would contain enough to vaccinate about four people.

399. Then the six tubes proposed in the list would be ample for the voyage?—In our Board of Trade scale we have two dozen tubes.

400. (Mr. Johnson.) Cannot you go on vaccinating from arm to arm?—Yes; but not from revaccinated cases. I do not know whether the ships take any children. Do children go as pilgrims?

401. (Mr. Wollaston.) Whether they take them so young as to be in the vaccine stage, do you mean? Practically they are sometimes born on board?—I thought it was only the adults who went on pilgrimage.

402. (Mr. Johnson.) Vaccination is by no means universal in the Straits Settlements or in Java; therefore some of them would be new cases, not revaccinated cases?—That makes all the greater reason why they should have lymph. I certainly think they ought to have it.

403. In regard to the lymph which is being sent out for the Colonies, they make a point of having it put into the ice chamber. Would all those ships have an ice chamber?—Very few indeed. I should think very few of Mr. Holt's boats would. Of course they would have an ice chest; but not what we in modern days call an ice chamber—not a refrigerating chamber.

404. (Chairman.) I should think the British India Company would?—They have not in all their boats.

405. (Mr. Johnson.) I know that a great deal of the lymph which goes out to the Colonies has been reported to be almost useless when it gets there, as the cases are not successful?—That, of course, is the difficulty.

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406. (Chairman.) Do you think there is anything in the scale that we can reduce?—I would certainly not reduce it except as regards the disinfectants.

407. You said something about sulphur for fumigation?—I suggested that they should have some sulphur for fumigation.

408. How much?—We have 5 lbs. for every 100 passengers in the Board of Trade scale, or you might put it at 1½ lbs. for every 1,000 cubic feet of space.

409. Now the disinfectants are to be reduced to what?—I think the fluid disinfectants might be reduced considerably. I would accept what Dr. Nicholson mentions, that is 5 gallons of fluid disinfectant per 100 passengers.

410. (Mr. Wollaston.) I do not know whether you are bearing in mind that, rightly or wrongly, carbolic acid is proposed under these regulations to be used for disinfecting the decks and so on. It is not only for what I should call purely medical purposes?—No; I understand that it is also for washing decks. Even then I think it is in excess.

411. You have really borne that in mind?—Yes; and I do think it is excessive for that purpose.

412. I thought at first you were looking at it from a purely medical point of view?—No; not at all. I know, of course, that they wash decks with it.

413. (Chairman.) You say 5 gallons per 100 passengers?—Yes; I am accepting Dr. Nicholson's quantity.

414. (Mr. Wollaston.) Excuse my ignorance, but when you mix it with water, do you mix it with five times its bulk or ten times its bulk?—It depends on the strength of the acid that you get; of course you do dilute it very much.

415. (Chairman.) Has it usually a deleterious effect on the iron deck?—I do not think so.

416. I should have thought it corroded it a bit?—I do not think so. I understand that the powder is supposed to have a deleterious effect on the closets, because it is rather apt to choke the pipes; and a great many ships prefer to take the fluid in consequence. It cakes round the pipes, I understand.

417. (Mr. Wollaston.) That is merely for the mechanical reason that being solid it cakes?—Yes.

418. Not because it is carbolic acid?—Not at all.

419. (Chairman.) Will you kindly write a memorandum for the use of the Committee stating your views generally on all these points?—Yes, I will.

420. (Mr. Wollaston.) Have you noticed what Dr. Nicholson says to the effect that all ships carry two chests, and that now we make them carry three; is that so?—Yes.

421. Do you support that?—I think I should reduce it as far as possible. I think it is a pity to make a ship carry three chests. It seems rather hard when there are a great many drugs duplicated in each chest. All chests would have castor oil, laudanum, linseed, and things of that kind.

422. Would it be possible to lay down some *modus operandi* so that where there is so much of one thing in one chest, there is no need to have any more of it in another chest?—I think that might be done; but then, of course, those chests would have to be properly inspected to ascertain that.

423. In an ordinary case you would have three chests containing the same thing three times over. Such a requirement would seem to me, if I may say so, to be indefensible?—Yes. It would be simply a matter of concurrence between the Hong-Kong people, say the Government, and the Board of Trade.

424. We are very anxious to hear what the medical testimony is on a matter of this importance. Is there anything further that you have to say?—I have had no experience of pilgrims, and I do not actually know what the requirements might be with regard to the treatment of them; but the scale seems to me to be a fair one, with the exception of those things I mentioned.

425. Is ophthalmia contagious?—Yes; undoubtedly it is. You constantly find it in schools. In the schools at Hanwell and at Norwood they have had several outbreaks of ophthalmia, but not recently, I think. You get it especially in India.

426. (Mr. Warburton.) And in Egypt?—Yes.

427. (Mr. Wollaston.) I know it is very prevalent in Egypt, but I always thought that in Egypt it was because of the glare of the sand?—No. I should rather say it is due to dirty habits and general insanitary surroundings, intensified by the sand which gets into their eyes.

428. (Chairman.) In drawing up the memorandum which you have promised to prepare for the Committee, will you kindly go into the question of the different scales, and let us know what you think about it?—I will.

429. There is one other subject I want to ask you about. It is dealt with in Regulation No. 15. What have you to say about the temporary hospital for dangerously infectious or contagious diseases?—I think I should be inclined to have that hospital as far aft in the ship as possible, and certainly on the weather deck, it must be on the weather deck. I think considering all the circumstances of the voyage, I would, if possible, have it all canvas.

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Canvas is a thing that you can extend from day to day, as the cases arise. If you have a wooden hospital, when you get the hospital full, you can do no more; you cannot extend it. Then, again, I think that with a canvas hospital you would get very much more ventilation, which is a very important thing.

430. We have had evidence to-day from Captain Franks, who has been a good deal in the trade, to say that he finds it utterly impossible to have a canvas hospital during the south-west monsoon. What would you say to that?—I should have thought that on the poop it would have been safe in the south-west monsoon. You are speaking of weather, of course, and not of rain?

431. Of course you do have heavy rain at the break of the monsoon, and very heavy rain in the Straits of Malacca, very often?—But that would only be possibly for four or five days.

432. I do not suppose you would have more than four or five days' rain?—All these ships vary so very much, that I think it is almost impossible to lay down a hard-and-fast rule as regards hospital construction; in fact, it is a very difficult matter. Then the amount of deck space has to be considered in these ships too. If you have a deck-house, I certainly should put the hospital on the lee side of the deck-house, making the deck-house the side of the hospital.

433. Many of these steamships have breaks, and they might be able to put the hospital under a break?—Yes; they have breaks. All the Orient boats have a place aft, which they call a turtle back, and which they might utilise very well indeed in that way.

434. They have it, but their vessels differ so much?—That is what I say, if a vessel has a poop, why you can put it on the poop, or you can put it on the deck below.

435. (Mr. Wollaston.) Some of these vessels, speaking from an Indian point of view, are but little removed from mere coasting steamers?—Precisely so. I should say two-thirds of them.

436. There comes the difficulty. If the Government of India lay down these regulations, I am tempted to think whether they will not be simply imposing conditions which are not practicable?—Quite so; and, as a gentleman has said, possibly throw them into the hands of the foreigners, as the very next step.

437. (Chairman.) I do not think there is the slightest chance of that, because foreigners will have to conform to these regulations also, for no vessel would be allowed to sail from an Indian port, or from the Straits Settlements, except under the same conditions as our own ships?—They ought not to be allowed to do so, certainly.

438. (Mr. Wollaston.) In sailing from an Indian port we should be all right?—Yes, you would. If you do not have canvas, I do not see that you can have anything else but wood.

439. (Chairman.) I think, from what you have said, we had better leave the second clause of Regulation 15, as to the temporary hospital, as it stands; it would require so many different modifications for the different ships, that I think we had better leave it to the authority?—I may add, as regards wood, that if canvas is likely to be blown away, wood would be likely to be blown away too; why should it not be? It would not be a very substantial structure, and it would be put up in the same way.

440. (Mr. Wollaston.) Is one justified in assuming that a hospital, whether temporary or permanent, must be on the upper deck?—In infectious diseases undoubtedly; you could not put it below.

441. You could not?—No, it must, of natural necessity, be on the weather deck.

442. (Mr. Johnson.) If there is to be a qualified medical officer on all these boats, is it necessary or usual to go into details as to the quantity of drugs and so on?—We always do under the English Act; we have always done so.

443. (Mr. Wollaston.) Speaking for India, if you do not insist upon a scale the Indian proprietors will not put a single drug on board; will they?—No.

444. (Chairman.) I think we have a very scanty scale as compared with the Board of Trade scale here; what is your opinion?—The Board of Trade scale is a very liberal scale; if it errs in anything it is too ample.

445. (Mr. Wollaston.) I believe you have had no eastern experience?—I have not.

446. Are drugs procurable at Jeddah?—I should think so.

447. You would?—I should imagine so, at a price.

448. I should not think so at all?—Well, they are procurable at Aden, and a few simple ones might be bought, I should think, at Jeddah.

449. That is a different matter?—There are many steamers calling at Jeddah from time to time, are there not?

450. Yes?—But in the pilgrim season only, I take it.

451. All the year round?—I do not know whether the Parsees have stores there; they have at Aden for the steamers that put in there.

452. It is a point we must try and find out, because it is rather important. If we are to lay down that they are to have all these things, and if they cannot get them at Jeddah, that would mean that they must bring them from Europe?—I take it that these ships

Dr. J. P. Gannon. would be inspected at the port of departure, either at Java or at Bombay, or at Calcutta, as the case might be.

23 Mar. 1893. 453. I am talking of the back voyage from Jeddah outwards; we are all right from India going to Jeddah?—I beg your pardon; I was only landing them at Jeddah; I was not returning them from Jeddah. The only question would be, to have sufficient for the return voyage. I doubt whether they would be able to get any but simple drugs at Jeddah; I am sure they would not.

454. (Chairman.) It is not always a return voyage for the ships, because many of the vessels who carry these pilgrims back from Jeddah to the Persian Gulf, and so forth, have not started from India at all?—Then where would those ships be inspected?

455. At Jeddah?—Who would inspect them?

456. (Mr. Wollaston.) That is one of the points to be considered; theoretically the British Consul would; but of course that means that he would select his officers?—Of course; the British Consul would be quite at sea, as regards the medicine chest and its contents, whether all the things were there or not. Would it be possible to seal the medicine chest?

457. Speaking now, as I do speak, from the Indian point of view only, I assume that if any complaints were made, or if cases broke out, and there was no medicine on board, when the ship got to British Indian waters, like Bombay, it would be discovered, and the master would be asked, "Where is your medicine chest?" and if he could not produce it, then he would get into trouble?—The mere fact of knowing that he would be fined would render him not likely to be without it.

458. I should imagine the British Consul at Jeddah would not know the medicine chest from an ordinary box?—He might see the bottles, but beyond that I do think he would be capable of inspecting it. The only thing is whether the doctor would give a certificate that the medicine chest is correct.

The witness withdrew.

Adjourned.

THIRD DAY.

Board of Trade, Whitehall Gardens, Wednesday, 29th March 1893.

PRESENT:

SIR DIGBY MURRAY, BART., IN THE CHAIR.

Mr. A. N. WOLLASTON, C.I.E.

Mr. J. W. WARBURTON.

Mr. G. W. JOHNSON.

Mr. ERNEST G. MOGGIDGE, Secretary.

Mr. WILLIAM PURNELL NEWMAN called and examined.

459. (Chairman.) Have you seen the draft of the proposed regulations relating to the Muhammadan pilgrim traffic?—I saw Captain Wilson some year or two ago about it, and in one of the papers he has put down some of the remarks that I made under the names of Jones, Price & Co. Jones, Price & Co. are really the brokers of the Persian Steamship Company, which I represent.

460. Is there anything that you particularly want to call our attention to?—I think the main thing is for the comfort of the people, and certainly for the convenience of the shipowners, that the steamers should be allowed to carry a larger number than mentioned in the draft regulations before being classed as a pilgrim steamer.

461. I do not quite follow what you mean by that?—You propose there, that steamers should be able to carry up to 30 pilgrims before they are classed as pilgrim steamers.

462. We have altered that to 50, but that is merely for consideration?—I suggested to Captain Wilson that it should be 5 per cent. of the tonnage, because an arbitrary number really means nothing. You may have a steamer carrying 500 or 600 tons that may carry 50, or you may have one, as a great many steamers now do, carrying 3,500 tons, where a totally different rule should apply.

463. Do you mean to say that she should be allowed to carry 5 per cent. of the number of passengers for which a steamship is measured?—No; I should suggest five pilgrims to the 100 tons at the very least.

464. Take a steamer of 2,000 tons, which is comparatively a small boat at the present day; according to your suggestion she would be permitted to carry 100 pilgrims without coming under the regulations?—Yes; and the pilgrims would be very much better off than on a steamer of the same size carrying 500 under the most stringent regulations. They would get plenty of room, and plenty of water. It is deck space that they want after all, because they never go below or rarely ever.

465. We have been told they are constantly below except in very fine weather, and that

the difficulty is to get them upon deck from below, so as to clean the between-decks?—If they once get down, there may be some difficulty in getting them up; but certainly I think anyone who knew much of it would tell you that you could not get them off the deck as a rule. They get a place on deck, put their baggage there, and sit on top of it.

466. On the upper deck?—Yes, and there they stop; and it is very much the best place for them.

467. Have you travelled in pilgrim ships yourself?—I have, twice. On two occasions we had them, when I happened to be on board.

468. After all is said and done, this Committee have got to determine what reasonable regulations they can recommend, and I am very much afraid that, if we were to go to the extent that you are now recommending us to do, those regulations would never be accepted. You are quite well aware that the difference between a short ship and a ship clearing under the Passengers Acts in the United Kingdom is that the passengers in the short ship are only 50 in number. Above that number brings the ship under the Passengers Acts; but with 50 she may clear as short ship. It was with reference to this that Captain Wilson, I think, recommended that it should be 50; but a gentleman we had under examination the other day proposed that the limit should be 100. Take a vessel of 3,000 tons, and I daresay there are many vessels in the trade of 3,000 tons, are there not?—Not 3,000 tons register. I am speaking now of the Persian Gulf more than anything else. The largest of those carry about 3,500 tons, I think; the register would be about two-thirds of that. The register of the largest of them would be about 2,400 tons.

469. And 5 per cent. of that would be about 120 passengers?—Yes. I am sure those boats would carry 120 pilgrims with much more safety and much more comfort than they would carry 500 or 600 under the most stringent regulations.

470. Let me suggest to you that that also operates in a measure against a portion of these suggested regulations, which requires that there should be a doctor for every 100 passengers?—Yes, it does.

471. If a ship carrying 100 or 120 passengers is not to be considered a pilgrim ship, then the rest of these regulations will not apply?—No; you would not want a doctor.

472. I am much afraid we cannot entertain that view; however, I have no doubt the Committee will very carefully consider it?—I am quite sure the passengers would be better off in the ship I am mentioning with a small number of passengers like that, than in a much larger one under these regulations. These people do not want to be doctored beyond what can be done by the Captain and officers.

473. I am very glad to hear this evidence, and we will carefully consider it before we draw up our final report. Have you anything further to say?—When I saw Captain Wilson I told him that I thought 5 per cent. should be the limit. I think that the size of the ship would regulate the number whatever it may be taken at; because, really when you consider the comfort and the safety of the people, the main object is plenty of room for them on deck. They get more water and they are not crowded; and in the event of accident to the steamer, might be put into the boats and rafts, which would be impossible if a full complement of pilgrims were on board; for the comfort and safety every inducement should be given to get them carried in small numbers.

474. Why do they get more water?—There is no lack of it as a rule. If you had got 500 or 600 or 700 of them on board a ship of this size, and you came under the rules, the water would become limited, whereas, as a rule, in a steamer there is plenty of water for 100.

475. Do any of your ships have condensers?—Yes, all.

476. All of them?—I think so.

477. We had evidence, I think, from Captain Young, who commanded one of your ships at one time, to the effect that there was no condenser on the ship he was in?—That was the first ship we had.

478. Can you tell me what is the minimum capacity of the condensers on board your ships?—I should not like to say. I should think they would make from 500 to 1,000 gallons a day. It depends upon whether you take 24 hours or 12. I think, with reference to the condenser, that before you reduce the quantity of water, the condenser should perhaps be capable of making, say, a gallon a day for each person on board.

479. It would be rather difficult to have such a rule as that, because the condenser could not be altered at the last moment, could it?—No.

480. I made inquiries in London, and I got our Principal Officer, Captain Wilson, to inquire amongst the surveyors, and they told me they never found any ships in the passenger trade which had less condensing power than 1,000 gallons for the 24 hours?—I think that would be right.

481. Therefore, I thought that if we put the 1,000 gallons as the minimum, that probably would be about right. I do not mean to say that the surveyors would not pass a ship with less condensing power, but what I mean to say is that, as a matter of fact, the ships are not fitted with a less condensing power than 1,000 gallons. Your ships take a large quantity of water in their ballast tanks, I am told?—We do, generally, when leaving the Persian Gulf, give them plenty. Going from Suez we sometimes fill up one of the ballast tanks with fresh water from there.

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482. In leaving the Persian Gulf your ships proceed straight, do they not, to Kamaran Island?—We have to go to Kamaran now, and do 24 hours' observation there.
483. Were you not obliged to do so before?—No.
484. And you have 24 hours' observation only?—Only.
485. Do you know anything about the India trade, and what the steamships do coming from India?—I think they have longer, but I am not quite certain.
486. I am told that it is from 10 to 15 days, even if they call at Aden, and leave Aden with a clean bill of health?—It is 10 days, I believe.
487. Which may be increased to 15 we are told—unless an alteration has been made?—I have not heard about the 15, but why I am pretty certain that it is 10, is because we have a steamer now running between Suez and Jeddah, and there was a proposal that passengers should remain in Kamaran, and that we should carry them on from Kamaran to Jeddah. The Holt steamers bring over many to Kamaran from Singapore and the Straits, and they were to leave them there, and we to carry them on, but it fell through.
488. What observation is there on the vessels coming from the Straits, do you know?—They have ten days.
489. They have ten days also as well as the vessels coming from India?—I believe so but you must get that from somebody who is certain.
490. Do the pilgrims furnish their own food, or do you supply them with food?—They always furnish their own food.
491. What arrangements do you have so far as cooking is concerned; what do you supply?—Generally a couple of rough cabooses are put up. It is merely a shed bricked out, or something of that sort, and a few bars on it, a few bricks. It is a very primitive business.
492. They bring their own cooking utensils, do they not?—Yes.
493. Entirely?—Yes; but then they do very little cooking.
494. What do they live on?—They bring some fish, generally cooked, and some dates and some fruit, or something of that sort. We only have them on board about eight or ten days. They bring some rice too.
495. Do you not think that in case of a breakdown there ought to be, on the part of the ship, some spare provisions on board?—I do. I think it would be a very good plan to have a ton or two of rice on board, and I do not think anybody would make any objection to that.
496. I think it certainly would be very desirable?—That is what I think. I do not think any shipowner would object to it, especially if it is made international; that is the trouble that British shipowners are in, that it should all be made international.
497. The difficulty, of course, is how to make it international?—You can only do that by the aid of the Turkish Government; they can do it.
498. That will be for the consideration of the Foreign Office after we have reported?—The British shipowners object to anything if it is not made international; they will not care much what it is as long as it is international.
499. Is that your opinion?—I do not think they will object to that. I think you can make it international by getting the Turks to empower their quarantine officers at Jeddah to see that the regulations are carried out. If you get the Turks to endorse the regulations that you make, then they practically become international, because they neither let them land nor embark till they comply with the regulations.
500. Do you think all ships ought to be compelled to carry awnings?—Certainly.
501. Do you think that when passengers are carried in the 'tween-decks, the upper deck, if of iron, should always be sheathed with wood?—If you do that, you cut a good many ships out. You do not interfere with ours, I am glad to say, because ours are sheathed, but you would interfere with a good many ships which carry pilgrims. As far as we are concerned, we should be very glad of it, because, as I have said, our boats are sheathed, and it would make it better for us; but I think Gray, Dawes & Co., or one of their people, said you will have to make the regulations very simple, or else the people will give it up altogether, or they will go overland, or they will go in the native boats again. They cannot pay a large sum of money. I think I told Captain Wilson that the average passage is about £3; it is even less than that now.
502. (Mr. Wollaston.) Where are you taking it from?—From the Persian Gulf, and it is about the same thing back again.
503. (Chairman.) What is the extreme number of passengers that you carry on one ship from the Persian Gulf to Jeddah?—I should think we have as many as 500 or 600.
504. Not more than that?—I do not think so. I think we have had as many as 700 from Jeddah to Tangiers.
505. Do you agree with Mr. Holt's recommendation that all these ships should have booby-hatches when proceeding from Jeddah during the south-west monsoon?—I think Mr. Holt wants them going across to Singapore, but we do not want them for going across to the Persian Gulf. Why I say they want them going to Singapore, is that it is a different thing going

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across the monsoon to what it is running against it. When we go from Jeddah into the Persian Gulf there is a fair wind, and it does not interfere with us very much. The cost of a booby-hatch is very little, and no one will object to that I am quite sure.

506. (Mr. Wollaston.) It is a mere matter of expense in any ship, to rig up a booby-hatch?—Yes.

507. (Chairman.) All the hatches in these ships are not fitted for a booby-hatch, are they?—They could be very roughly made; I do not think they would have any difficulty in fitting them.

508. Then you would have to fit it on to a portion of the hatch?—Yes.

509. You would not fit it to the whole hatch, as a booby-hatch is ordinarily fitted?—They would not do that. As you are aware, nearly all the hatches are divided fore and aft. They would keep one half of the hatches on, and then fit this booby-hatch on the other half.

510. And do you think there would be no difficulty in the way of that?—No.

511. Now, as to the ventilation: I presume that in many of these ships ventilators, if properly fitted, would necessitate structural alteration?—Not so much now. Your gentlemen are very anxious to have a ventilation at the end of each compartment as it is.

512. No doubt; there ought to be a good large ventilating shaft at the ends of each compartment besides such other ventilation as the number of passengers may render necessary?—It will be a very awkward thing to provide for any other ventilation beyond the ventilators.

513. That is, beyond the ventilation which is already fitted in the ship?—Yes.

514. I think it must be left to the local authority of the place to see that the ventilation is sufficient, for it would be impossible to recommend that the ventilation should be insufficient?—Of course.

515. (Mr. Wollaston.) Would not the shipowners require an intimation of what would be considered insufficient?—I have made a note as to whether the ships could not be inspected before they left England. Of course, if it is a French boat, it could be inspected at Marseilles, or wherever it went from.

516. (Chairman.) There would be no difficulty, I should think, in inspecting the vessels, provided the owner made a declaration as to how many passengers the between-decks were measured for?—I should suggest that they were measured before leaving home; as I said before, either in England or in France, wherever they go from. They should be measured to ascertain that each compartment of the between-decks was competent to carry a certain number.

517. There is no difficulty in doing that, providing the Board of Trade agree to do it, and I should not think they would throw any difficulty in the way of it?—My experience of Turkish officials, and of the trouble they can give you, is this: the less English shipowners have to do with Turkish officials at Jeddah or anywhere else, the better pleased they are.

518. (Mr. Warburton.) Would there be a difficulty in the case of a vessel which was suddenly employed for the purpose of conveying pilgrims?—She must be measured out there.

519. (Chairman.) I do not think that you are suggesting that all ships should be measured here, but merely that the shipowners could have their ships measured here if they liked?—Yes; the same as they do for the canal certificate.

520. It would be a little extra work for the Board of Trade staff, but I do not think the Board of Trade would object to that; it is very unlikely that they would?—It would prevent any bother out there as to whether this ship is fit for it or that ship is not fit for it.

521. Then there is another rule which is embodied in the Turkish regulations at this present moment, that ships having a cargo of coal shall not carry passengers; do you think that is a proper regulation?—I am going to be very frank about this. We do carry coal; if you said we were not to carry coal it would interfere with us a good deal, so that my opinion is perhaps a little bit prejudiced there.

522. We like to get all the information we can, whether it is prejudiced or not; we should like to have it. What do you mean by carrying coal?—I should say if a ship is carrying coal she has a full cargo of coal.

523. What do you mean in your own case?—In our own case we have bunker coal, and we have perhaps 500 or 600 tons that we take to the Persian Gulf; we either sell it there or use it. We very often land it there and bring it away again for our own ships' use.

524. (Mr. Wollaston.) It is not used for your engines, is it?—We have a certain amount of coal for the engines, but in addition to that, we very often take out other coal that we either sell there or leave there, and embark it again if we should happen to be short of coal.

525. (Chairman.) I suppose you will admit that a vessel being laden with coal increases the danger, so far as the passengers are concerned?—As to fire, do you mean?

526. Yes; you may have spontaneous combustion?—I do not think that the chances of combustion are more likely when you have got 1,000 tons on board, 500 of which are in the hold, than when you have only 500 in the bunkers. The fires that I have generally heard of

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on board the steamers are in the bunkers nine times out of ten, I think. There is, of course, more risk of spontaneous combustion with 500 tons in the holds and 500 in the bunkers, than with 500 in the bunkers only. The risk is, however, very small if the holds are ventilated after the coal has been shipped 20 days, as is always the case in vessels going from England.

527. All cases of fires, and in fact of every accident which happens to ships all over the world, come before me, and that I find that they always occur in the bunkers?—Not always.

528. Generally bunker coal is sufficiently far away from the cargo to prevent its communicating fire to the cargo, and the ship being lost through fire. When fire occurs in the bunkers, as a general rule they are able to put it out?—Yes, very often.

529. But that would not be the case if it were carried in the hold of the ship?—No; but they would run out from there.

530. Possibly, provided there was room to get it out; I am obliged to you for your opinion on that subject?—I think that a limited quantity might be carried with very little danger, and certainly coal is very much healthier for the passengers than a good many other articles that might be mentioned.

531. What would you call a limited quantity?—How should I limit it?

532. How would you define a limited quantity?—It must be in proportion to the registered tonnage, if there is to be any limit at all; it is rather an awkward thing to do.

533. What proportion would you suggest in reference to the registered tonnage?—I should think they might certainly carry half. I wanted to say one thing about the condensers. You propose to reduce the condensers to two-sevenths of the total quantity required.

534. (Chairman.) That is not my proposal; that is the proposal of the India Office. I propose half provided that the ships have a condenser capable of condensing 1,000 gallons in 24 hours. That, I think, leaves a little margin, because if they found that they were getting short of water in the tanks they would condense before they required it.

535. (Mr. Wollaston.) The object of these regulations which were drafted by the Indian Government is to bring pilgrim ships, if I may use the phrase, within the grip of the law; if your proposal were adopted of having a percentage, and you were permitted to carry so many pilgrims per ton, is it not a fact that any shipowner could always evade the law, if he wished to do so, to a certain extent, by putting on ships of a tonnage which would leave them beyond, or rather would not bring them within the pale?—They could not put on a different ship for any special trade. They would have to run the ships in the ordinary trade. The ordinary ships must run in the trade that they are generally in.

536. I will put it in a little different way. Let us take two shipowners; one who has a certain sized ship and one who has a ship of a smaller size. One might be in the grip of the law and the other not?—Yes; but I think the pilgrims would be much more comfortable in the ship which was not in the grip of the law than in the one that was in it.

537. How would that be. If they were not within the grip of the law, apart from any Turkish regulations, they could do whatever they liked?—It would really mean this, that the majority of the shipowners, if they could carry a considerable number without coming under the denomination of pilgrim ships, would carry that number and be satisfied with it. If they had to come under the Pilgrim Act, they would then pack them as full as they could. I contend that the passengers in the ships which did not come under the rule would be very much more comfortable than those which did come under the rule.

538. That is, of course, assuming that you are dealing with an honest firm, but can this always be taken for granted? Are there not firms registered in India whose one sole object is to carry the pilgrims, get the money, and evade the law?—It would not pay them to do it if they only carried it in the limited number that I have suggested. They can only make their money out of it by carrying a large number. Those cargo ships which have plenty of room could carry a limited number without making any provision at all for them; and as far as the comfort of the pilgrims is concerned, I am certain that those are the best boats that they can go in. Though I said I was prejudiced about the coal, I am not very much prejudiced on this ground.

539. Of course, talking of Jeddah, there you are in Ottoman waters. Now, how do you propose to evade the Ottoman rules; the proposed Ottoman rule is that 30 passengers make a pilgrim ship; do you propose to evade that rule?—I do not think your regulations are worth a button, to speak plainly, as long as you do not get the Ottoman Government to consent to them.

540. (Mr. Johnson.) On page 2 of the regulations Mr. Holt suggests that the number should be 5 per cent. on the net registered tonnage of the ship, and he states that that is a definition at present adopted by the Turkish regulations?—I should think he is right.

541. (Mr. Wollaston.) That is the present rule. I was referring to the new Turkish regulations. I suppose you agree that when in Ottoman waters you must comply with what the Turkish Government lay down?—Yes.

542. That is, whether the number be 30 or 5 per cent. on the tonnage, practically the shipowner must conform?—Yes.

543. I do not know whether I quite rightly understood you to say that all ships coming into the Red Sea from the Indian side, no matter whether they come from the Persian Gulf, or from India, or from the Straits Settlements, or from anywhere else, are all subject to the same detention rules and guarantee rules at Kamaran?—No; vessels coming from Turkish Arabia on that side have not the same period of observation. It is only 24 hours, whereas from India they have 10 days at present, I believe.

544. That is only because ports in India are supposed to be infected?—That may be so. At present they do not consider that Turkish Arabia is infected, and we only have 24 hours observation.

545. That is what I mean; there is no different regulation?—No; I do not think there is.

546. It merely happens that a port is clean or that it is not clean?—That is it, I think.

547. Then you talk about international arrangements. You may not be aware that this is not possible. For instance, the Netherlands Government will not agree, and therefore it is impossible to make it international, though of course you might say that does not concern you?—It would concern us very much if all the boats were put under the Dutch flag. Of course it would affect Mr. Holt a good deal more than it would us.

548. However, I suppose what you mean by international is that regulations drawn up for application at Jeddah should apply to every Government and every nationality?—Certainly.

549. As no ship can go into Jeddah which does not comply with the Turkish rules, I presume you consider English regulations must conform thereto?—If you can get the Turkish Government to endorse the regulations that you draw up that really would make them international, because all vessels must comply with them.

550. If the Government lay down regulations such as are here sketched out do you consider there is or there is not a practical point in the argument that the shipowners might increase the amount that the pilgrims pay, and thereby drive the latter to other ways of getting to Jeddah?—Yes, there is.

551. You mean that it would be practically likely, because theoretically, of course, it is likely?—Now some of them, if steamers are not at Jeddah convenient to take them back to the northern parts of Persia, get across the desert, and others that are going to nearer ports, to Jeddah, Hodeida, Aden, and Makollah, go down in the native dhows if they cannot get down at a reasonable rate—a cheap rate.

552. You are talking of the return journey, are you not?—Yes.

553. Does that apply to the journey from Persia?—I think it would. In fact I imagine that most of them from Makollah do go to Jeddah in dhows, for we never call there for them. It is a little different going to and from Jeddah. I do not know that the Board of Trade can alter it; but going to Jeddah they go in much smaller numbers, as a rule, than going from Jeddah. They drift up there for several months, but the moment the feast is over they are all in a hurry to get away again. That is where the point that I asked you to consider just now would come in—that when they are going in small numbers ships should not be hampered at all; let them take them.

554. You are talking now of going to Jeddah?—Yes, where there is only a small number. That would apply mostly to going to Jeddah. Then I think the restriction should certainly be of the very simplest. From Jeddah, if you have got 500 or 600 or 700 on board, you certainly want, as every shipowner would admit, more elaborate preparations for carrying them.

555. Do your ships call at Aden?—Generally.

556. But they are not compelled to do so?—That is so.

557. (Chairman.) Do they get a clean bill of health at Aden, or do they not?—I do not think we go into Aden, as a rule, if we have got many on board. We avoid any trouble by avoiding Aden.

558. At any rate, it is a fact that you are not compelled to?—That is so.

559. It is within your own discretion?—In going from one Turkish port to another, we are not compelled to comply with the Indian Passenger Act at all.

560. (Mr. Wollaston.) Then with reference to the remarks you were making about French ships, the British Government can do nothing in regard to such vessels. Of course when they get to Jeddah Turkish rules are in force. Then as to coal, you say you have been in the habit of taking coal on board to a certain extent?—Yes.

561. I believe I am right in stating that the Turkish law is, that you are not allowed to do so?—Yes.

562. Is it a fair question to ask you how you evade the Turkish law?—We do not ask our agent in Jeddah about it.

563. You run at your peril?—Yes.

564. (Chairman.) There is not much peril about it?—No.

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566. You have nothing to do with what I call the bulk of the Turkish and Syrian pilgrims?—No.

567. Do you happen to know how they go; I am alluding of course to those that journey by water and not by land?—You allude to those that come from Constantinople?

568. Yes, and from Syria?—A good many of them come down in steamers. The Turkish Government are supposed to own some steamers—I hardly know what they are, but they have got a department, I think, and it is almost like the Board of Trade here owning steamers.

569. And they take them right through to Jeddah?—They take them right through. A good many others find their way down to Port Said and through Egypt, and then embark at Suez.

570. (Chairman.) Do they embark at Suez?—Yes.

571. In what? In the Khedivial steamers generally.

572. (Mr. Wollaston.) What is your view in regard to a proposal that three days' notice is to be given to the consular authority at Jeddah that they are going to embark pilgrims?—I think it is too long certainly, looking at it theoretically. Practically I dare say we are generally there three days. Some one has suggested that the agent when he knew the steamer was coming should be allowed to give notice of it without the steamer being there. That is in one of the notes on your Departmental paper.

573. I did not gather that there was any question about the steamers being there?—There is a note on one of the papers, I think, to that effect.

574. (Mr. Johnson.) About giving telegraphic notice, you mean?—Yes.

575. (Mr. Wollaston.) Not I fancy that the steamer is to be there when the notice is given?—As it reads now in the draft, the steamer shall be there.

576. (Chairman.) It reads in the draft I have before me: "The master of a pilgrim ship shall, not less than 24 hours before the proposed time of embarking pilgrims, give notice to the prescribed authority at the port of departure that the ship is to carry pilgrims, and of her destination, and of the proposed time of sailing, but the master may give notice by telegraph through his agents prior to arrival."

577. (Mr. Wollaston.) I presume it was passing in your mind that wherever the master was the ship would be?—Yes, but it would be covered by the agent doing it. I think then that clause would cover it very well.

578. The point I am aiming at is the length of the notice?—It does not matter whether they have three days' notice or six, as long as the agent can do it. He knows the ship is coming over. Certainly three days would be better than six, because it might be a ship from Suez, and then they could only give three days' notice conveniently.

579. You do not consider three days unreasonable?—I do not, if it can be done by the agent.

580. Do you know Jeddah personally?—Yes, I have been there.

581. On the paper there is a scale of daily rations prescribed for adult pilgrim passengers from Indian ports, beginning with rice, flour, pulse, and so on. Assuming that a similar regulation was laid down as applicable to Jeddah, would it be possible to comply with it,—that is to say, would these things be all procurable at Jeddah—practically procurable, that is—notably firewood?—We can get firewood there.

582. You can get firewood there?—Yes, I think you could. If ships were going there they would look out and take it if they could not get it, because they could get firewood cheaper in India, I take it, than in Jeddah.

583. You are assuming, in making that remark, that all ships which start to take pilgrims from Jeddah to India and to the Straits, and elsewhere, start from Europe with the avowed intention of taking pilgrims at Jeddah?—Yes.

584. Are there not ships which practically turn the moment to account, and are not fitted out in England with the deliberate intention of taking pilgrims, but which find themselves there, after the Hajj, and then take a few hundred pilgrims?—Very few go there without an object in view. Some steamers may take a cargo of rice there, intending to take pilgrims back again, but there is no trade to cause a steamer to call at Jeddah generally, except for pilgrims. They take, as I say, few cargoes of rice up there from Calcutta during the year. We take wheat and grain from the Persian Gulf.

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586. It is not practically so?—I do not think it is in large numbers. The feeding never comes into our calculation at all because we do not feed them, and I do not think anybody else does. I never heard of any ship finding them food.

587. They take their own?—Yes.

588. (Mr. Johnson.) The Straits rule on that subject is very simple, and it seems to me very good: "A ship is to have on board at least two pounds of rice a day for each adult for the computed length of the voyage, for use in case of accident, although the passengers agree to provide their own food." That rule is much simpler than this elaborate scale provided by the India Office. Two pounds of rice would cover all these things, as it would prevent starvation?—I think so, but the rule you read would give a good deal more than two tons of rice, or three tons, I think.

589. (Chairman.) Say there were 500 people on board, that would be 1,000 pounds per diem?—That would be nearly a ton for every two days. Take the computed average from Singapore to Jeddah; it is probably 20 days, or more than that. If a ship broke down they would not go to Jeddah; they would go to Aden, or somewhere near, and so the length of the voyage would have nothing to do with it.

590. The way ships are found nowadays, so far as sails are concerned, very few would get into port at all, unless they were towed in?—An accident in a pilgrim ship is a very unpleasant thing to contemplate.

591. We always require that in passenger steam-ships there should be a certain reserve of provisions for a certain definite number of days, and I think there is no doubt that in the case of pilgrim ships there ought to be such a reserve?—I think so too.

592. The only question is what the reserve is to be?—That is it.

593. Now what is your opinion; I think it ought to be in proportion to the number of passengers carried; do you?—Yes.

594. You can hardly say two tons of rice, because that is indefinite?—I quite agree with you; let it be in proportion to the number of passengers carried.

595. (Mr. Wollaston.) So much a passenger per day is what the Government of India say?—The cost of putting two or three tons of rice on board a ship would not be very great, and I do not think anybody would make very much objection to that.

596. Speaking from your own experience, do you conceive that the Indian Government would be justified in making no provision whatever for feeding pilgrims, on the ground that it is the universal custom that they feed themselves?—I think you would be perfectly justified in seeing that they had the food before they embarked—that is, if you thought fit.

597. Then would the Government say, "If they had not the food, you must provide it"?—No; do not allow them to embark if they have not the food.

598. I think I gathered that it is your experience that it is the universal custom that they feed themselves?—I do not say there are no exceptions, but that that is a largely universal custom. I never heard of any ship where they fed them; but at the same time I should not like to say there was none.

599. Still, you go to the extent that you never heard of it?—I never heard of any ship finding them with food. I think a good many years ago—you at the Board of Trade know more about it perhaps than I do—the passengers from America fed themselves, and the Government saw that they had the food on board.

600. (Chairman.) Not that I am aware of?—I think it was so.

601. I have known the American trade since 1856?—I knew something of it before then.

602. (Mr. Wollaston.) Are you a naval man?—Yes, I was at sea 20 years.

603. (Chairman.) I was at sea some 30 years. I was running in a mail line as long ago as 1856 between New York and Liverpool, and I never heard of the steerage passengers supplying their own food?—I think if you will go back a few years longer you will find that in sailing ships many of them carried their own food, and the Board of Trade of that day saw that they had something.

604. (Mr. Wollaston.) Now, about the monsoon. Of course at certain times, notably for the next few years, the pilgrim traffic is within the monsoon?—Yes.

605. With reference to these regulations about hospitals on deck, and the passengers being invited to be on deck as much as possible, do they, in your opinion, or do they, not apply in monsoon time. Practically, is monsoon time a trouble and vexation to you, or is it a mere little squall?—I have never been there in monsoon time. I have been in the north eastern monsoon with them, when we have only a small number; we have never had any trouble with them, and I have never heard of any trouble with them. The only time I have ever heard of any trouble with them is in bringing them through into the Mediterranean. Some 15 years ago, when they got them through into the Mediterranean in the winter time, the weather was a serious question. Some of them got very badly knocked about.

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606. That was going to Tunis and Algiers?—Yes.

607. Of course these draft regulations which were drawn up by the Government of India are applicable to all seasons, and as the pilgrim traffic changes every 16 years from summer to winter and from winter to summer, it is rather an important point what would be the effect of that in regard to the weather. I can understand that during fine weather these regulations are practicable; but what would be the case in bad weather? The ships that take them back in large numbers from Jeddah, as a rule, are light ships, and the monsoon does not affect them to the same extent that it does a laden ship going from India.

608. Some of the gentlemen who have been consulted say that it would be very unfair for the Government to be too stringent in regard to overcrowding. Orientals rush in at the last moment in their happy way of getting in how they can and where they can, and really until the master begins to settle down at sea, and sees how he is, he does not quite know who is on board and who is not. Do you deem that a fine would be fair, or that it would not be fair?—This is what I said to Captain Wilson: "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." I have seen them in Jeddah, and I know what it is. We had a ship there, and they tried to count them on board, and they found over a hundred who had no tickets either. The great source of safety for these people would be to have them examined before they go on board—carefully examined, and sent off in some order through the quarantine authorities. They should not allow any boat to go off except with an order and with a regulated number in, and their tickets should be examined on shore. That is the way in which you can prevent sickness coming on board a ship.

609. But all the tests of that nature, in your view, should be done on shore?—I think so. I would do it again on board the ship. Let the ship's people do it over again then. But it is impossible to regulate these people as they go on board. Our ships have got six or eight sailors and three or four officers, and what can they do? It is simply impossible to check it.

610. How would it meet your views as a shipowner if the Government were to impose a penalty for overcrowding, and so on, but leave it open to you to give reasonable evidence that you did everything that fairly could be done, and that there is a certain element of chance which it is impossible to avoid?—I do not think it would be unfair.

611. (Chairman.) Experience has shown that such a regulation would have no real force. If you have no precise rule at all it seems to me that you are opening a very large door?—I agree with you. If the thing is properly regulated on shore, more than the right number cannot go on board.

612. (Mr. Wollaston.) Is that so?—It is so, certainly, at Jeddah. The Turkish authorities there have a quarantine office, and they can see that every pilgrim goes through that quarantine door, and he goes into a room where his ticket can be looked at, and where his tongue can be looked at, and if there is anything the matter with him they can put him on one side; or if he has not got a ticket, they can put him on one side.

613. Excuse me for interrupting you, but you are now talking of what the Turkish authorities would do?—Yes. I take it that any rules that you draw up must be by arrangement with the Turkish authorities in order to do any good.

614. I quite agree with you there; but what I mean is that if pilgrims are going through a Turkish office on to a Turkish steamer, the authorities may not unnaturally assist in any regulations; but if these Hedjaz fellows are going through a Turkish office with the view of ultimately going on to an English ship, I do not suppose that the Turkish authorities would in any way help you?—I think they would.

615. Would they?—I think so. They take a great deal of care now, or they profess to take a good deal of care, to see that only the proper number embark.

616. (Chairman.) There would be no difficulty, would there, in having one of your own officers at the door of the quarantine office?—I do not think so; we could get the agent or a man to be there. I do not think there would be any difficulty in that. It can be checked so much easier where you can get a dozen or two of soldiers or policemen, or something of that sort, than it is possible to do at the ship's side, where they are absolutely helpless; they take them on board in bags and boxes, and you have no idea how they get on board.

617. (Mr. Wollaston.) Would there be any hardship in the Government saying that there must not be more than a certain number on board, and if, as is contended, a master cannot check those on the ship, he must take pains to check them out of the ship on land, sending men on shore, and doing what is fit and proper?—The evidence that we cannot check it is this: We have to carry a great many that we never get paid for, and in many cases have to pay the canal dues on them. If it was in our power to check it, we should do so for the sake of the money we get, and certainly for the sake of escaping the canal dues. If we get 100 on board, or 50 on board more than pay, when we get to the canal the authorities bring a staff on board, and on every one we have got to pay the canal dues whether they pay their passage money or not. You can have no better proof than that that the shipowner cannot control it.

618. Are you talking of going from Algiers and Tunis eastwards?—I am talking of going from Jeddah; it is from Jeddah where the rush is, not to Jeddah. Mr. W. P.
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619. I am now talking of taking passengers to Jeddah from the Persian Gulf, and so on. Have you any experience of what happens when cholera breaks out; have you ever turned tail and taken them back? What happens, because of course you cannot get beyond Kamaran?—We have never had any trouble of the sort.

620. You have never had cholera?—No.

621. (Chairman.) With reference to Regulation 3 as to the notice to be given before the proposed time for embarking pilgrims, it was originally proposed that it should be not less than three days, but we propose now that it should be 24 hours. I do not want to alter it from three days unless in the opinion of the shipowners it is necessary; but it appeared to me that 24 hours' notice was a reasonable time for the authorities. It does not oblige them to do everything within the 24 hours. Do you think that the shipowners would not object to the notice being three days instead of 24 hours?—I do not think it matters very much.

622. Where would they wire from?—From Suez or Aden, or Bombay; they could wire that they were coming up.

623. Do you think that they could easily wire three days beforehand?—If it were "not less than" three days, they might wire a fortnight beforehand if they were going from Bombay. If a ship was going from Bombay to Jeddah to take in pilgrims, when he left the bay, the master would wire to his agent that he was coming there and that he expected to take in pilgrims about a certain date, and it would be the agent's duty a few days before he expected the ship to give the notice.

624. Do you think the authority there would accept such a notice as that, because that is rather indefinite?—Yes, I think so.

625. I should be very much inclined to think that they would decline to take such a notice as that, because after all the *raison d'être* of the notice is to give the authority time to prepare to make the measurements, and to do whatever is necessary?—If the ship was measured in Bombay that would do away with the necessity of measuring at Jeddah.

626. Yes, if she was measured either in Bombay or in England, provided that the certificate was good?—If you could embody that in the regulations it would be a decided advance.

627. It is in the regulations?—That they can be measured in England?

628. It does not say where. It says, "If the master produces a certificate of measurement granted by any competent authority,"—that is the way it reads,—“such certificate may at the discretion of the prescribed authority be taken as evidence of the space available for passengers on the ship.”—You may measure them, but we have always the pleasure of paying over again for measuring them at Jeddah. You simply say “may”.

629. These rules, mind you, are not in force yet?—Who is the prescribed authority?

630. The Consul at Jeddah?—You do not provide that; that is one of the questions I was going to submit to you.

631. This is merely under consideration; it is not in its final form at the present moment. What I want to get from you is this: do you think the shipowners as a body will not object to the three days' notice?—Is the ship to be in Jeddah three days?

632. No, there is not a word about her being in Jeddah three days; the question is simply giving the notice to the authority?—I do not think they will object to three days' notice being given, if it can be given by an agent.

633. By telegram?—Yes.

634. In answer to Mr. Wollaston, you said that if our regulations were made too stringent the pilgrims would be able to travel back to Persia in the country buggalows; how can that be, for, according to the Ottoman regulations and these proposed regulations, only steamers are to carry pilgrims?—I do not think your regulations provide that they are only to go in steamers, do they?

635. Yes, and the Turkish regulations do so also.—Well, these people, as a rule, are very poor, and if you make us find them all a saloon passage, it will be impossible for them to take it.

636. I do not think there is any question of a saloon passage. With all due deference to you, I do not think that anything that is contained in these regulations will alter the cost of the passage one pice.—I am sure it must. If these regulations are to be carried out, we shall be put to all sorts of expense. Here is a list of medicines that we are to put on board for every 100 passengers.

637. That has not been threshed out yet.—You certainly do not want the same for the second 100 as you do for the first.

638. (Mr. Wollaston.) The chief thing, I fancy, where our regulations would touch you would be in the matter of space. As it is now, space has not been increased, but there are proposals that this should be done, and I presume that it is a truism that if you give more room you must increase the passage money?—Yes. It really cuts this way, as far as we are concerned: until the last few years there has never been a foot of room provided for them

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29 Mar. 1893. below; they have simply gone as deck passengers. There was the deck, and they might find the softest plank. There was no room at all for them below. The moment you say we are to give them 9 superficial feet below, which, in a ship with 7 feet between-decks, means 63 feet, you are going to shut out a ton and a half of cargo; and before we get a pice of profit out of the pilgrim, we have got to allow for that ton and a half of cargo. So that if we took him before for £2, for us to be in the same position, we should have to charge him that £2 plus the freight on a ton and a half of cargo.

639. (*Chairman.*) Mr. Holt, in his remarks, says distinctly that they all ought to be carried below during the south-west monsoon, which appears to be the principal time of their going back from Jeddah at the present moment?—It is at present.

640. (*Mr. Wollaston.*) And for the next few years, but after that it will not be so for a time?—That is so. Of course the Holts have a much longer passage to make than we have, and a worse passage than we have—very much worse.

641. Where do they go to—to Singapore and that way?—They go to Singapore.

642. (*Chairman.*) Do they not go to the Dutch Settlements principally?—A good many of them.

The witness withdrew.

Adjourned to Tuesday, 11th April, at 2 o'clock.

FOURTH DAY.

Board of Trade, Whitehall Gardens, Tuesday, 11th April 1893.

PRESENT:

SIR DIGBY MURRAY, BART., IN THE CHAIR.

Mr. M. L. Davies.
11 April 1893. Mr. A. N. WOLLASTON, C.I.E.
Mr. J. W. WARBURTON.

Mr. G. W. JOHNSON.

Mr. ERNEST G. MOGGRIDGE, *Secretary.*

Mr. MAURICE LLEWELYN DAVIES, called and examined.

643. (*Chairman.*) You are a representative of Messrs. Alfred Holt & Co., of Liverpool, I believe?—Yes; the Ocean Steamship Company of Liverpool is the name of the company.

644. You have been kind enough to come up to give us evidence as to what your opinion may be of the proposed regulations relating to the Muhammadan pilgrim traffic. Would you be kind enough to go through the regulations one by one and tell us on which of them you have any proposals to make?—I dare say you have a letter that we sent you last August which expressed the views of the company, and suggested certain modifications in the draft regulations which you then sent to us, and a certain number of modifications we suggested have been, I see, incorporated. The alterations which are made in the present draft regulations, as compared with those proposed by the Indian Government, which you originally sent to us, appear to be to some extent taken from our letter.

645. To some extent certainly I have followed the recommendations that you have made. Have you a copy of the proposed regulations before you?—Yes.

646. Now, may I ask you to kindly go through the regulations from the commencement. You must not suppose that they are agreed to at present. They are simply drafted for the consideration of the Committee. The first alteration of any importance which is proposed is in Regulation 2, which now says: "The term Passengers in the following regulations means other than saloon passengers travelling in pilgrim ships, whether they are pilgrims or not, and any ship carrying more than 50 such passengers shall be deemed to be a pilgrim ship;" it was originally 30. Have you anything to say about the numbers?—Yes; we should like to suggest that the rules should be assimilated to the present regulation of the Turkish Sanitary Board (Article 5 of the Constantinople regulations), which is that a pilgrim ship is a ship carrying more than five passengers to every 100 net register tons.

647. But you see under those circumstances you would get out of the condition that a ship carrying 100 passengers must carry a doctor. Would that not be so?—Yes; apparently.

648. To that would you tack on the provision, "Provided always that if the number of passengers exceeds 100, a doctor should be carried"?—Would not that follow from the regulation in paragraph 10 respecting the doctor?

649. I do not think it would?—I see that it would not quite, because the regulation says "a pilgrim ship".

650. And she would not be a pilgrim ship?—No.

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11 April 1893. 651. I very much doubt whether the proviso that she was to carry a doctor would under those circumstances have any weight if she were not a pilgrim ship?—Would it not do to say that every pilgrim ship shall carry a medical officer? Would that not be reasonable enough? They would have to be very large vessels to carry 100 under those conditions; only the most recent and the largest of our ships certainly would carry more than 100 under that 5 per cent. regulation.

652. Are not some of your ships of 3,000 net register tons?—No; not quite.

653. Could they carry 150?—I do not think there are any which can carry 150. I think 115 is the largest number that we can take under the regulations. The net tonnage is not quite 3,000 tons with any of our ships.

654. We will take a note of what you say on the subject; but it would so materially alter the Indian, the Colonial, and other regulations that I should think it very doubtful whether the Committee would feel that they were able to recommend such a change.—It has always been the case under these Turkish regulations that our ships have been able with much less formality and difficulty to take these pilgrims when they have been under the 5 per cent. They have been exempted from the call at Kamaran, which is much the most onerous of the Turkish regulations.

655. You mean when bound from the Straits Settlements to Jeddah?—Yes.

656. The next regulation deals with the question of notice to the prescribed authority at the port of departure; what is your opinion as to the notice which ought to be given?—The regulation in its present form does not meet with any objection at all from us as far as we can see. The 24 hours' notice which may be given through the agent appears to us to be quite a reasonable provision.

657. How long, as a rule, would be the detention of the ship after arrival before she can be cleared with the pilgrims?—Fully 24 hours.

658. Not more than that?—No; at least when I say not more, I mean under ordinary circumstances it would not be more.

659. Do you think there is any objection to its being a three days' notice so long as the master may give notice by telegraph?—Power to give notice by telegraph certainly would remove our principal objection to the length of notice, but three days is rather too long, because the voyage from Suez to Jeddah—of course I am thinking of the outward voyage—is less than that period. It would appear sufficient if notice were given when the vessel leaves the Suez Canal.

660. The next regulation is as to what shall be done after the notice, and if the master produces a certificate of measurement; that you have nothing to say about, I presume?—No.

661. Then as to the seaworthiness of the ship, etc., which is dealt with by Regulation 5(a), have you anything to say upon that?—It happens that the provision providing for "proper ventilating shafts at the extreme forward and after ends of each compartment in which pilgrims are carried" would, if enforced upon our ships, be rather onerous, because they have what I believe is considered the best method of ventilation. They have long openings on each side of the deck-house over the between-decks; that is to say, at each side under the shelter of the deck-house there is an opening—I do not know whether it would be called precisely a shaft—going straight down to the between-decks. The advantage of that is that it is so very well sheltered on the lee side in consequence of the shelter of the deck-house that you can always have it open on one side or the other. That does give quite sufficient and adequate ventilation to the between-decks.

662. Is that carried sufficiently far each way to ventilate the extreme forward and after ends of the compartment, because that is more material than almost anything else so far as ventilation is concerned?—We should not have it merely in the middle, do you mean?

663. Yes; we find that it is at the two ends of the compartment that the ventilation is most necessary.—I see; still I imagine that a great deal of air does get in through such ventilators as those.

664. But it is stagnant in the ends of the ship if you do not provide ventilation at the extreme ends. Is there anything else you wish to say on Regulation 5(a)?—There is this clause, "In the case of vessels leaving the ports of the Hedjaz for ports in the East Indies or the Straits during the south-west monsoon that there is a properly constructed booby hatch." Ought that not to apply to vessels going the other way? In the course of time the pilgrim season works round, it goes the whole length of the year, and it is just as important. I imagine that there should be booby hatches in the case of ships going from the Straits or India to the Red Sea; if anything it is worse that way, I imagine, in the south-west monsoon.

665. I think that is a very proper suggestion; I think it is desirable. Then Regulation 5(b), as to food, fuel, and pure water, what have you to say upon that?—There is nothing to note on that.

666. As to the provisions on board your ships, do the passengers always supply their own food?—They do. That is the regular rule with the Straits pilgrims.

667. Therefore with you it is merely a question of water?—Yes.

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668. Now, with reference to the water, I presume that all your ships are fitted with condensers?—Yes, they are.

11 April 1893. 669. What is the smallest amount which any of your ships condense in the 24 hours?—I cannot say precisely what the figure is, but I believe they are capable of supplying completely without tanks the largest number of pilgrims that the ships have ever carried.

670. What is that number?—It would be something over 900.

671. We find so far as the passenger trade is concerned, that in all ships the minimum quantity is a thousand gallons in the 24 hours?—So I imagine it is.

672. But they run up to very much more than that. Do you think that the restriction as it is at present worded would be too arbitrary?—Leaving still half an imperial gallon per diem?

673. I am perfectly certain that there must be at least half the water supplied in tanks, but I am asking if you think that the requirement as regards the condenser is too arbitrary?—No, I do not think so at all.

674. Then with reference to the scale opposite Regulation 6, that is merely put in for reference. I suppose you have nothing to say about it if you do not use it?—I do not think that would apply to us.

675. Then Regulation 7 as to the master posting in a conspicuous part of the ship notices, indicating the destination of the ship, etc., I rather think that you objected to it, or that Mr. Alfred Holt did, but I am afraid that is something which we cannot get over.—Hardly, I suppose; I think, however, that we only objected to it along with one or two other clauses on the general ground of their being rather cumbrous and difficult provisions to work. I do not think I could give any specific objection to that clause. I do not see that it is impossible. The notices would be in English, I presume—that would be the only language that the master would know, and the language that would be best known to most of the passengers, I think.

676. I do not think that matters; it says "in a language or languages understood by them"; it depends of course on what that language is?—Yes.

677. Then Regulation 8?—The only point in Regulation 8 is whether the provisions that the prescribed authority should first satisfy himself that the numbers on the statement handed to him by the master are correct might not involve too great delay and detention to the vessels if, for instance, it were necessary for him after all the pilgrims were on board to go through the process of counting the number. It would be a very serious matter if it were necessary to do that.

678. We have had evidence here to the effect that it is very easy to count them on shore; for instance, at Jeddah it would be very easy for them to walk through—I forget whether we were told the quarantine station or the Customs House—one at a time, and to tally them as they pass through?—I believe the Turkish authorities do count them as they go on board, and I presume the idea would be that the prescribed authority—the English authority—would do the same and would be alongside at the same time; it does not mean that he would have them all up on deck afterwards, and the ship be detained for that.

679. It is left entirely to him. Then as to the remainder of the regulation, what have you to say?—The only point would be with regard to the question of disembarkation during the voyage. In some instances there are passengers disembarked at places where there is no prescribed authority. I presume the clause would not be taken to apply at places like that, such, for instance, as places on the Arabian coast like Makolah, and one or two places in that neighbourhood which we have occasionally landed passengers at. It would be impossible to get the alterations in the statement countersigned by any British authority at those places, because there is no such person in existence.

680. As far as I read the second paragraph of Regulation 8 it simply means that the master is to make the statement and to hand it to the prescribed authority of whatever port he arrived at. Of course you cannot lay down rules binding a person to do something which is impossible?—It would only apply to a port at which there was some British Consul or other prescribed authority.

681. Yes?—So I understood.

682. Then the next paragraph; what have you to say upon that?—The same applies to that. The statement would be handed in at the port where there was a prescribed authority.

683. Then Regulation 9?—I think there are no remarks to be made about Regulation 9.

684. With reference to that may I ask whether your ships ever call at Aden?—No.

685. They never do?—It is so very rare that you may practically say never.

686. How long, as a rule, are they under observation at the Kamaran Islands?—Five days.

687. Five days?—Yes.

688. I wonder why that varies from the rule as to Indian ships; are they under observation for five days whether they have a clean bill of health on leaving the Straits or not?—Yes.

689. Always under observation?—I am not prepared to say absolutely five days, but that is about the time.

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690. Under observation?—The pilgrims are landed, yes.

691. Supposing there was a rule that vessels leaving Aden with a clean bill of health were not required to be detained at the Kamaran Islands, would that be any inducement to your ships to call at Aden?—If it were made also to apply to Perim it would be of the very greatest service and there could be no regulation which would be a greater benefit to us. Our ships frequently call at Perim, and in any case they might do so for the purpose of getting the clean bill of health. I presume that if such a regulation was made it might be made to apply equally to Perim, and if by any means of that character the detention at Kamaran could be avoided, there would be nothing that we should be more delighted with.

692. Who is the authority at Perim?—It is a British station. There is a Government health officer there.

693. I think it is very well worth consideration whether there might not be an alternative given to Perim against Aden, but of course I do not yet know what our opinion might be. Have you anything further to say on this?—There are large numbers of ships that do not naturally go to Aden for coal; they call at Perim for coal instead of at Aden. It is always the case with our line, and it is very largely the case with other lines, Indian lines too. I presume that the regulation requiring ships to call at Kamaran is a regulation of the Turkish Government, and if they could be prevailed upon to modify or to drop that detention at Kamaran it would be a greater benefit to our ships and to every regular liner than to ships of the tramp class; for one thing it makes our wages bill a good deal higher, and that is a serious matter; and another thing is that shippers do not like their valuable cargoes being detained at Kamaran in the way they are at present. That has long been a great difficulty with us.

694. Have you anything to say with reference to Regulation 10, which requires that the ship shall have a medical officer when carrying more than 100 passengers?—I should like to suggest that the medical officer should be required to be a fully qualified British surgeon. I understand that in some cases in the Levant there is no great difficulty in getting hold of ill-qualified men who are loafing about there and who may get from consular authorities or other people some sort of a qualification which is very inferior in value to the ordinary British qualification. When they once obtain this qualification from one of the minor consular authorities in the Levant it would be difficult for the prescribed authority, or Her Majesty's Government, or whoever the authority is that gives this special license to go on a pilgrim ship, to refuse, without knowing more about the authority which issued the original license.

695. Take the case of a large number of these tramps which carry pilgrims backwards from the holy ports to India, or to the Straits Settlements, or to the Persian Gulf, or anywhere else, would it always be possible for them to get a regular British practitioner at the holy ports at the last moment?—No, but would it not be desirable that they should be provided with one beforehand? The requirement would probably be well known.

696. I do not think that would be possible as far as the tramps are concerned, because I do not think they always do know when they are going to take pilgrims?—Still it is very desirable that they should have a proper doctor on board, and the regulation would be nugatory if any one they picked up would do for the purpose.

697. Should it be "a duly qualified medical man"?—If a British qualification was insisted upon it appears to me that you could very largely dispense with the rather difficult question of these medical comforts and the medical chest that should be carried. A fully qualified British surgeon should be required to have the requisite medicines and medical stores for the purpose, and the responsibility could be largely thrown upon him if he were a duly qualified British surgeon. We sent to the Board of Trade with our original letter, a memorandum by Dr. Nicholson, who is the medical superintendent of our company. He is on shore, but he has been in India, and has a great knowledge of Eastern diseases and similar subjects. He prepared a memorandum on the subject of this scale.

698. I have read it carefully, and we have also referred it to Dr. Gannon, who has given evidence before us, but Dr. Nicholson has confined his remarks to the scale and has not suggested any alternative scale?—I showed him the scale with the note in the margin, "On this take medical evidence," and he drew up at once a suggestion for an alternative scale. I do not know whether it would be regular for me to hand that scale in, but if it is I should be very glad to do so.

699. Certainly; we are only too glad to have every information.—Of course I do not express any opinion on it. This is what Dr. Nicholson drew up:—

"REMARKS ON THE SCALE OF MEDICINES proposed (Regulation 10).

"If a scale of medicines be considered necessary, that given in the draft requires emendation, as it does not bear any trace of practical experience. For instance:—

"An infusion pot to be carried.—For what purpose? There is not in the scale a single drug that could be infused.

"Bleeding lancets, one set.—What surgeon ever bleeds now? If he did perchance require to do so, he has his pocket case of instruments.

"The infusion pot, the bleeding lancet, the penknife, etc., are relics of some old Indian scale of 50 years ago for troops proceeding by sea.

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"Quinine 2 oz. (for each 100 passengers) made into 2-grain pills.—A ship likely to carry 600 passengers would have 10 oz. of quinine made into 2,180 pills.

"Bland's compound iron pills.—For 600 passengers, 1,200 pills.

"Now no pilgrim would take one of those pills, and they would cost about 8s.

"Vaccine lymph, fresh, 6 tubes.—For 600 passengers, 30 tubes.

"If pilgrims will not take pills they will still more strongly object to vaccination. Last year a case of small-pox having occurred in one of the ships, a zealous port surgeon refused *pratique* until he had vaccinated all the pilgrims. He came off in his boat, and, notwithstanding the captain's warnings, proceeded to operation. Before he had vaccinated two pilgrims there was a rush, and the port officer and his followers suddenly found themselves in the bottom of their boat. And it must be remembered that the licensing official may consider the lymph not fresh unless it has been procured locally at an exorbitant price.

"If a scale of medical stores be considered necessary, I would recommend that only essentials should be required; for the ship, having a surgeon, certainly carries a sufficient medicine chest, and only the medicines, etc., required for treating epidemic disease should be required.

"I would propose the following:—

"Scale of medical stores for each complete 100 passengers:—

"Castor oil	1 lb.
"Laudanum or chlorodyne	1 oz.
"Boric acid	$\frac{1}{2}$ oz.
"Permanganate crystals	1 oz.
"Carbolic acid, crude	4 gallons.
"Sulphur	4 lbs.
"Quinine	$\frac{1}{2}$ oz.
"Nitro	$\frac{1}{2}$ oz.
"Iodoform	$\frac{1}{2}$ oz.
"Vaseline or simple ointment	2 oz.

"I believe this to be amply sufficient.

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

700. May I ask whether Dr. Nicholson has himself had very much experience in pilgrim ships?—Not as surgeon on board pilgrim ships, but he has appointed the surgeons to all our ships for a number of years now. He has the entire control of the medical department of the company, and he has quite a unique knowledge of the whole subject from the information he has received and gathered from the surgeons' logs, and from the information he has received from the surgeons of the ships. He has got the whole thing at his fingers' ends.

701. Do your ships all carry surgeons from Liverpool?—All, for the round voyage.

702. Do you not think you could possibly supply us with one who could give evidence?—I will ask Dr. Nicholson on that point. I have not the slightest doubt he could send one of the surgeons who would be arriving now by one of our ships which has been carrying pilgrims.

703. When he comes up he should be prepared to recommend to the Committee what he thinks is desirable so far as the medical scale and the medical comforts are concerned.—Would you prefer that to having Dr. Nicholson himself, he having been on shore?

704. We should greatly prefer a man who had personal experience with the pilgrims?—I will make a note of that.

705. Now Regulation 11: "A pilgrim ship shall be propelled by steam and must not be laden with coal." Do you think that is right?—Certainly, I think that is right.

706. I know that we are likely to receive some evidence in which that will be very strongly combatted. The term "laden with coal" is perhaps a little indefinite, and I should like to get this precisely from you. Do you think that a ship carrying pilgrims should not be permitted to carry any coal whatever but what is put on board for the ship's use?—I believe it is very unusual for ships to carry a part cargo of coal. If they are taking any coal as cargo it is much more usual to have the whole cargo of coal. Perhaps it would be fairer to say ships on which the whole cargo consists of coal should not be allowed to carry pilgrims. But I do not think, as a matter of practice, that it would be a very important distinction, because I think all the ships which take coal take out whole cargoes.

707. Then Regulation 12, I presume you have nothing to say upon that, because of course every ship must conform to the Constantinople Board of Health regulations?—That is so.

708. Have you anything to say to Regulation 13, dealing with space?—The regulation providing that children shall have the same superficial and cubic space as adults should, I

think, specify whether it includes children under three who are passengers who go free of charge. Would it not be possible to put in an exception providing that children under three should not have space?

709. Possibly; I will make a note of it. I should like to call your attention particularly to the last paragraph of the regulation. "Pilgrims are to be carried on one deck only, i.e., to the last paragraph of the regulation. "Pilgrims are to be carried on one deck only, i.e., the deck next below the upper deck, which latter deck must either be of wood, or else, if of iron, must be sheathed with wood and caulked." Do you agree that pilgrims are to be carried on one deck only?—Yes; except that the regulation should certainly not veto pilgrims being carried in deck-houses as well as in the between-decks.

710. It has been represented to us that sometimes small numbers of pilgrims are returning from the holy ports whom it would be very desirable to carry on deck?—I understood the provision only to veto being carried below the between-decks—being carried in an orlop deck.

711. No, it means that they shall be carried—on one deck only, that is to say, in the between-decks. That was my principal reason for proposing to alter Regulation 2, which was from 30 to 50. You want, I think, to alter that regulation so as to make it in proportion to the registered tonnage?—Yes.

712. I made the proposed alteration from 30 to 50 to enable small numbers of pilgrims leaving the holy ports to be carried on deck without obliging them to be carried in the between-decks, so that this regulation really is worth consideration, and I should like to have your exact views on it?—I should hardly have thought that the regulation could, exactly as it stands, bear that interpretation, because the first paragraph of the same regulation distinctly lays down that there must be 9 superficial feet and 54 cubic feet of space in the between-decks for every passenger, and it does not appear to me that the subsequent paragraph could be read as contradicting that, or as overruling that.

713. It does not, it only confirms it; it merely says that the pilgrims are to be carried on that deck,—that is to say, in the between-decks.—The whole regulation would require modification if that was to be altered, because the first clause would have to be modified, would it not?

714. I am only trying now to obtain your opinion with reference to it. As I have pointed out, I propose to the Committee that we should alter the number in Regulation 2 from 30 to 50 so as to allow of a moderate number being carried on deck without the vessel becoming a pilgrim ship. What I am anxious to get from you at the present moment is, whether you agree to Regulation 13 as it stands,—that is to say, for ships which are pilgrim ships, not for the short ships?—It appears to me that as regards the traffic, which I am more particularly thinking about,—that is to say, the traffic between the Straits and Jeddah,—it is desirable that all pilgrim ships should have space either in a deck-house or in the between-decks. I think it is only fair for such a distance, and considering the season of the year at which they are liable to go, and at which they are at present going, that there should be space below for all pilgrims. But there is a point to which I intended to call attention at some period which I may mention now; it is that no such regulation has ever been enforced hitherto with regard to the pilgrims going to Jeddah from the Mediterranean ports and the North African ports.

715. I think we must treat that separately; I do not know whether you are prepared to give any evidence with reference to ships from those ports?—We do carry pilgrims from them.

716. You call at those ports, I think?—Yes. The trade is nothing like so large as it is from the other ports, and we are not interested in it to nearly the same extent, but we have for the last few years carried pilgrims from Tangiers to Jeddah.

717. I think we had better leave that point till we have finished the one we are on, and then we will ask you to tell us what you have to say with reference to the Mediterranean ports?—If you please. With regard to the Straits and Jeddah trade only, Regulation 13 appears to me to be what is required.

718. This really is the Indian regulation slightly modified further on,—that is to say, Regulation 14 is slightly modified; will you read that, please, and tell me whether you agree to that?—Yes, I do.

719. Then Regulation 15, as to the permanent hospital, I suppose you have nothing to object to there?—The only thing is that our ships have very large, or comparatively large, deck-houses, which have been fitted up for second-class passengers, in which we have been accustomed to take pilgrims of a better class who have paid a special rate of passage. Under this provision it might be desirable to give up these deck-houses as hospitals; that might be the best arrangement to carry out the provisions of the regulations. It has occurred to me that it would be fair in that case that the superficial and cubic spaces given up in the deck-house to the hospital should be deducted from the space for the between-decks pilgrims.

720. I doubt that; you may make a voyage, for instance, and none of those pilgrims may be ill, and therefore you would be overcrowding your between-decks merely on the possibility of some of them being ill and being put in those deck-houses?—Yes, that is so; but, on the other hand, if several of the pilgrims were to be ill and were to be moved up, then their space would be left below.

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Mr. M. L. Davies. 721. You see that is problematical; I am afraid we cannot consider that. Then what do you say about the temporary hospital? In what way do you put temporary hospitals on board your ships; can you tell me?—We always have done it by putting the sick passengers into the boats.

722. Into the boats?—Yes; and we are strongly of opinion that that is the best way. It is the best way of isolating them, and it is also the best and most comfortable way for the pilgrims themselves. It is so very much easier to get proper ventilation in that way. We put a spar along and then an awning which does not fit right down on the boat, but allows the air to pass through underneath.

723. During the south-west monsoon, is that sufficient to protect them from the weather?—Of course it might be necessary to put up special screens to protect them from the weather, and they might be put on the lee side during the monsoon.

724. In the bad weather in the south-west monsoon such an awning as that would be likely to be blown away?—Yes, it would be necessary no doubt to take special precautions then, but usually that is found to be the best way of dealing with them.

725. Therefore you would approve of the regulation as to the temporary hospital being left in the general way in which it is here; we did think of making the regulation more precise, but found some difficulty in doing it?—I am not quite sure that the regulation as it stands would permit such an arrangement as I have been mentioning. I think we should prefer to have the clause modified somewhat.

726. In what way?—“Each ship shall also carry materials for the construction of a separate temporary hospital upon its upper deck.” That seems to imply that special materials must be carried in addition to the ordinary ship's provision of boats. Could that be modified and put rather more vaguely, say, “The ship shall have arrangements which are considered satisfactory by the prescribed authority for dealing with cases of infectious disorders.” As it stands, the regulation would prevent the practice which we have followed and which we believe to be the best.

727. Thank you. I will make a note of that. Now with reference to Regulation 16: I am told that they never wash, but I do not think that we could very well strike that article out?—Might I suggest that tubs of sea water on the deck, to which they could get access, would be the most convenient, and would be better than the hand pumps. I do not quite know what the idea of hand pumps is, but I suppose it means that there should be a hose put over down to the sea, and that the water should be drawn up on to the deck, but with the ships under way there might be a difficulty, I think, in getting the mouth of the tubes under the water.

728. I quite agree with you that it wants modification in some way.—I believe what they like is not to have separate washing-places at any particular end of the ship or elsewhere, but to have water within easy reach, which they can get and take in their own buckets, and wash themselves at their own places in the between-deck—so I am told.

729. Should we say something in this way: “And arrangements must be made to ensure their having a sufficient supply of water”?—Yes, I think that would be quite satisfactory.

730. Now Regulation 17, dealing with the latrines. We had two seats in the original suggestion, but I think you cannot have less than four seats per 100. One for 25 passengers seems to me very small?—I suppose everybody can form an opinion about that. For myself, I should be rather inclined to think that two for the 100 would be enough.

730a. One for 50 people? My experience on board ocean-going steamers does not lead me to think that one for 50 people would be enough?—I believe that some of the pilgrims use them, and that others do not. It is just a matter of taste with them whether they do or not.

731. Then they must make a mess all over the deck?—They have their own little buckets that they use, and then they throw it overboard, especially the women.

732. I doubt whether the Committee would be inclined to recommend that there should be less than four per 100?—It certainly is very necessary that there should be some.

733. Now Regulation 18; is that sufficiently widely worded?—Yes, but we should prefer to strike out the scale.

734. That is what we have done at present; whether we will strike that out finally I do not know, but at present it is struck out.—Our men always bring their cooking apparatus with them, and it would be quite superfluous for us to provide according to this scale of cooking appliances. They bring their own little tin pots and cook in them. They ought to have galleys for cooking on.

735. Regulation 18 says: “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”?—I see no objection to that at all as it stands.

736. That last clause I think superfluous, for I feel perfectly certain that we cannot ensure any such regulations being carried out on board ships. Now as to Regulation 19,

which refers to heavy luggage. That was one point which Mr. Holt, or whoever represented him, made considerable difficulty about. We have been told that these people will carry the heavy luggage with them. Do you see any objection to Regulation 19 as it stands?—Yes, the principal objection is that the pilgrims will not part with their luggage on the boat. It has been represented to us very strongly by several of the masters who have carried pilgrims frequently that they will have the luggage with them; they distrust the ship's people or the arrangements, and they will not be parted from their luggage, as they do not know whether they will ever see it again. They like to have it where they are, in the between-decks, and to lie and sleep on their luggage.

737. I know they do, but in many ships we have found that they strike below. Would you put it in this way: “The heavy baggage of the passenger shall, if required, be registered, numbered, and deposited in the hold of the ship”?—I do not see any objection to that, if the registration and numbering were left out. I think there would be very little required to be put into the hold, but I see no objection to the passengers, if they wish it, having their luggage put below. I do not think it would mean that very much space would be occupied if it was to be only at the wish of the passengers.

738. So far all the evidence has rather tended to show that it is not necessary to register and number them?—Then I should be inclined to suggest that the registration and numbering might be omitted, but there would be no objection, I think, to the passengers, if they required it, having their luggage put into the hold.

739. Do you mean that they should require it?—Yes, that the passenger should.

740. I was wondering whether we could not modify that a little further and say: “The heavy baggage of the passengers shall, if necessary, be deposited in the hold of the ship”?—Yes.

741. Otherwise it leaves it entirely to the *ipse dixit* of the passenger himself?—I think that would be a very good alteration, “shall, if necessary, be deposited;” that would mean if the between decks were to be unduly crowded up with it.

742. Then the India Office have suggested the addition of these words, “but shall not be allowed to crowd the between-decks space with their boxes or packages.” I see no objection to putting that in; it only refers to the passengers, and it perhaps gives the officers a better opportunity of saying, this heavy luggage must be struck in the hold below?—I see no particular objection to that; the only difficulty is the general one, that the rigorous enforcement of these regulations might mean that the rates of passage must be put up. Of course we have to look at this pilgrim business from the point of view of freights. If it means that we can take so much less paying cargo in the lower hold of the ship, it would mean that we should have to put up the rates for passengers necessarily.

743. No doubt; but as it is worded, it does not make any obligation on the ship to put it in the lower hold?—As it stood previous to your alteration, certainly.

744. As it stood before, I quite agree?—But with the alterations you propose, I do not see any objection to it.

745. Would you kindly read Regulation 20?—I see no objection to Regulation 20.

746. Now, with regard to the fines, do you see any objection to the regulations dealing with the fines?—With regard to Regulation 21, and the same applies to one or two of the other regulations, it might prevent hardship if it were more explicitly stated that the action of the master must be wilful and intentional. For instance, “If a pilgrim ship departs or proceeds on a voyage from any port in the Hedjaz, without the permission of the authority whose permission is required,” the master shall be fined; now, in case of bad weather suddenly coming on, I believe at Jeddah it is absolutely necessary to go straight away to sea; you have no choice, and you have no time to communicate with the shore. I think the word “wilfully,” or some similar phrase, should be inserted.

747. All I can say is that my experience of the word “wilfully” which we have got in the Merchant Shipping Acts is that it makes the section absolutely nugatory; when we try to prosecute under it, our solicitor informs us that it is perfectly hopeless?—Because you cannot prove motive?

748. We cannot prove that it was done wilfully—that is the great difficulty. The moment you try to qualify anything you destroy the effect of it?—Do you not think there is something in the point that it might work harshly in some cases if the master has no option for the safety of the ship but to proceed without his papers? Jeddah Roads is a very nasty place indeed.

749. I am sure we cannot put in that word “wilfully”?—Would you say, “without proper excuse, the burden of proof of which shall be on the master.” There is a similar clause to that in one of the other regulations—I think in Regulation 23.

750. We possibly could put in a qualification there; I will put down the word “unless” so that we may consider it. Have you anything to say with regard to any of the other fines?—Regulation 23 provides that the fine may be awarded in whole or in part in compensation to the passenger injured, by being deprived of the food, fuel, and water prescribed. The question is whether that might not possibly tend to promote conspiracy amongst the passengers. It does not appear very probable, but it would rather lay itself open to that.

Mr. M. L. Davies. Suppose a prosecution to take place, and it thus became generally known among the pilgrims that they could obtain 2*l.*, or something less, by prosecuting the master, it seems rather 11 April 1893. opening the way for conspiracy.

751. Do you think a single pilgrim that you carry will ever know what the regulations are under which he is carried?—I am supposing that the regulation has been once put in force. I believe the pilgrims are not wholly ignorant and incapable of understanding what is going on. Suppose this fine was to be enforced in a particular case, it would become known among the general body of pilgrims at once what the provisions were.

752. You must remember this, that even according to your own showing you never supply food, therefore it is merely a case of fuel and water, as far as you are concerned?—But I am speaking on the general question; other shipowners have to provide food.

753. No; so far as we have learnt at present they do not?—Are there not any to whom this would apply?

754. None, as far as we have been able to find out?—I was not aware of that.

755. I had overlooked the clause in Regulation 6, requiring that there should be sufficient rice on board to provide for the pilgrims in case of any accident to the machinery. Do you not think that it is a very necessary thing that there should be a sort of stand-by of food on board of these ships in case of accident?—Certainly, that would be most desirable, I think.

756. Now, have you anything more to say with reference to the fines?—There was one point that we mentioned in our letter with reference to Regulation 27 dealing with the number of passengers on board a pilgrim ship. I believe that without any blame being imputable to the people of the ship, in some cases it has proved almost impossible to prevent the pilgrims smuggling on board without knowledge of the master. Of course it is a thing that the master would avoid by all means if he possibly could. It is a most irritating and exasperating thing to have to carry these men without any passage money. If the regulation could be modified in some manner to imply that the master must knowingly and wilfully take the larger number it might do.

757. "Wilfully;" there is the same objection to that word again. We were told, I think by another witness that if this was made imperative there would be no very great difficulty in counting the passengers as they proceed on board the ship?—It is rather quick work, I believe, at Jeddah; there is a number of boats crowding round the ship. Of course it is the business of the master to see that he has only the proper number of passengers on board, but still, I believe, without much blame to him it may happen that they get smuggled on board.

758. I am afraid we must let that stand; you see if we were to modify it, then they might have any number of people on board a ship. Once it becomes penal, I do not rank the intelligence of your company and of your masters so low as to believe that they will not be able to find means to prevent it?—We shall try to make them do so, but I think it might possibly lead to hardship.

759. Have you anything further to say on the fines?—In regard to Regulation 28, referring to landing at a port other than the port at which the passenger may have contracted to land, as it stands that would appear to make the master liable to a fine if he landed his pilgrims at Kamaran Island, as we are compelled to do, or elsewhere, in accordance with special quarantine or other local regulations. Could a clause be inserted after "perils of the sea," so as to make the last part read "or unless the landing is made necessary by the perils of the sea, quarantine or other Local Government regulations, or other unavoidable accident?"

760. I see no objection to "quarantine," although I do not think it is necessary?—Really quarantine is the only thing that has any real significance.

761. I do not think that is really necessary; if we compel a man to do something we can not fine him for doing it afterwards?—No, but then he is compelled to land at Kamaran by the Turkish authority.

762. Have you anything further to say?—Regulation 30 reads, "If a pilgrim ship has not the hospital accommodation required by Article 15 of these Regulations the master shall be punished by a fine which may extend to 20*l.* And then Regulation 31 imposes a fine if the master permits the space on deck to be crowded up with cargo and does not provide the latrines and cooking ranges. Is that not rather the business of the prescribed authority before clearing the ship? Ought not the master to escape responsibility if the prescribed authority at the port of departure has passed his ship as having the requisite hospital accommodation and as having the requisite prices and galleys? Ought that not to be sufficient, and the master's responsibility thereupon to end?

763. I am not inclined to agree with you, because not only is the hospital accommodation to be passed at the port at which the ship clears, but it is to be kept as hospital accommodation during the voyage; in the same way as to the space on the upper deck, that space has not only to be clear when the pilgrims go on board the ship, but it has to be kept clear. I do not think that there is any probability of that leading to any hardship?—No; I do not think that is a very important point.

764. Is there anything further?—I have nothing further to say with respect to the regulations, but there are two more general points that I should like to mention. One is with reference to the subject you mentioned of the shorter-distance pilgrim voyages, and as

to whether it might not be possible to allow pilgrims to be carried on deck. I believe that has always been the case with pilgrims from the Mediterranean ports and the North African ports. They have always been carried on deck, and the only space that has been regularly reserved below deck for them has been for their luggage and for their food, which should, of course, be protected from the water. The effect of the regulations as they stand, applying as they do to "British ships trading between foreign ports where Her Majesty has extra territorial jurisdiction and ports of the holy places in the Hedjaz," would be to totally alter the conditions under which pilgrims are at present carried from the Mediterranean ports,—that is, if this between-deck space was insisted upon. The result would be that our ships would no longer be able to engage in the trade. I suppose the French ships would carry the pilgrims, they being exempted from the regulations, but at all events I do not think it would be possible for English liners to reserve the space for those pilgrims in accordance with the regulations, and I do not see how the tramps could carry the pilgrims, because I believe those vessels are loaded with coal.

765. Then what you propose is that these regulations shall not affect ships which are trading from the Mediterranean ports?—From the North African and the Mediterranean ports, because Mediterranean ports would not include Tangiers.

766. North African ports of course would be Mediterranean ports?—Tangiers is just outside the Mediterranean, but I dare say it would be understood as included in the Mediterranean.

767. Have you any information to give us with reference to these pilgrims from Mediterranean ports?—No, I do not think I have any special information to give. The whole thing has always been a smaller and less formal affair together than the carriage of pilgrims between the Straits and, I suppose, India and Jeddah. There have been much fewer by each vessel and they have as a rule been quite satisfied with places on deck if their luggage is put below the hatches and protected against the sea. The same applies with even greater force to pilgrims carried from the Suez Canal to Jeddah. Of course it is a very short and a very easy fine-weather voyage down the Red Sea from Suez to Jeddah. I am not quite certain whether these regulations as they stand do apply to ships carrying pilgrims between Egypt and Yembo and Jeddah.

768. Are you referring to the Turkish regulations?—No.

769. These proposed regulations of ours do not apply at all at present?—I beg your pardon. I should have said whether they would apply. I presume that "foreign ports where Her Majesty has extra-territorial jurisdiction" does include Egypt.

770. What is the largest number of pilgrims which you have carried from the African ports?—Between 300 and 400.

771. As many as that?—Yes, I believe so, though it is rare to get so many as that.

772. And during what season of the year?—We have only carried during the last year or two, but it has been in the early summer.

773. Therefore there was no difficulty about carrying them on deck?—There was not.

774. You can carry as many as 300 or 400 on deck?—Yes. If necessary we give them space in the deck-house, and if there is space below we accommodate them below. Very often we are able to keep a little space.

775. Have you anything to say about the water at Jeddah? Is it possible to obtain reasonably good water there for the pilgrims?—I believe that the water is at famine prices there during the whole of the pilgrimage. The water is so scarce in the whole of the Holy Land that the prices go up fabulously during the pilgrimage.

776. How do you manage on your ships then?—We take the water out.

777. And I suppose condense during the passage?—And condense during the passage to fill up—yes.

778. (Mr. Wollaston.) Speaking generally, do you consider it a practical danger that if the Government makes unduly stringent regulations such procedure would be likely to send up the price of the passage to the pilgrims?—I think it is all a question of degree as far as I can judge. I do not think that the effect of the regulations as they stand would be to do so. Unless the particular regulation affecting the luggage being put in the lower hold meant a very large additional space in the ship being taken up by the pilgrims' luggage, in addition to the space in the between-decks, I should be decidedly inclined to answer "no" to that question.

779. If we make these stringent regulations do you view it as a practical possibility that the trade would go to foreign flags?—As far as I can judge, I do not think that is very likely. I do not think the regulations, looked at in the mass, are so stringent as to drive British ships out of the trade. There is nothing about them that we consider really unreasonable if the slight modifications we have suggested are incorporated.

780. Have you experience which would enable you to say whether rice is procurable at Jeddah?—I am informed that rice is procurable at Jeddah at a very extravagant price, and not always at that. Might I draw your attention to one point to which we attach very great importance and which we mentioned in our letter to the Board of Trade, but I notice that the provision is not incorporated in the draft regulations. We think that it would be an immense

Mr. M. L. Davies. advantage in every way if it could be provided that the pilgrims should not be carried in any one vessel in greater numbers than 400 or 500, say 500, but it does not much matter about the particular figure.

11 April 1893. 781. (*Chairman.*) From anywhere?—Yes, that there should be a general limitation in the number of pilgrims carried. That appears to us to be almost the most important point for making the whole matter easy to deal with and for the comfort and safety of the passengers. All difficulties and dangers increase enormously when the numbers are increased above a moderate figure.

782. No doubt; but I think in your letter to us you said that that rule would not work so far as concerned the passengers who were being carried from the Straits?—The difficulty is that it is desirable, as far as possible, to avoid the call at Kamaran. That is the real and the sole difficulty. We are most anxious to have as few vessels as possible during the season calling at Kamaran, and for that reason we have been in the habit of putting a large number of pilgrims in as few ships as possible coming from Singapore to Jeddah; but if by any means detention at Kamaran could be avoided, as you suggested earlier in the afternoon might be possible with the ships having a clean bill of health from Aden or Perim, that difficulty would disappear, and even if it did not disappear I think we should be inclined to say we would be willing to forego that advantage. We would be willing to submit to having only 500 in each ship if that were to be included in the regulations in both directions.

783. I am very much afraid that this committee could not consider the making of such a regulation without first of all communicating with the Indian Government; that would be a very serious departure from the present practice; would it not?—Yes.

784. (*Mr. Wollaston.*) Do I understand you to say that it is your wish that it should be made illegal for any ship to carry more than, say, 500 pilgrims?—Yes.

785. Is there not this one obvious disadvantage, *viz.*, that if a firm charter a ship to go from Jeddah to India, and are only allowed to take 500 pilgrims when the ship can carry, say, 1,000, they must charge double fares for those 500 in order to get the same money?—The effect of any such change would undoubtedly be rather to give the pilgrims to the liners which are passing Jeddah anyhow, and can reserve a limited amount of space. There would be no objection to that, I think, from the point of view of the pilgrims; in fact, I think it would be desirable rather to give the trade to the liners. But it certainly would make it more expensive for the tramp steamers to carry the pilgrims. I do not think it would have the result of raising the rates. It would only prevent ships of that class from going, but the liners would still be able to take the pilgrims at the present rates.

786. (*Chairman.*) Therefore it is something in the interest of the liners that you are proposing?—Of course it may be regarded in that light, but it is also in the interests of the pilgrims.

787. (*Mr. Wollaston.*) *Speaking for the Indian Government, it would be impossible?—Of course we do not know about the Indian traffic; but if the Committee could give consideration to the suggestion, we should be glad.

788. (*Chairman.*) We will certainly consider it; but I am quite certain that we could not propose that without knowing what the views of the Indian Government on the matter were, because that would probably endanger the acceptance of the whole of our other regulations?—We certainly think such a change is desirable.

The witness withdrew.

Mr. WILLIAM STAPLEDON called and examined.

Mr. W. Stapledon. 789. (*Chairman.*) I believe you are the agent for the Ocean Steamship Company at Port Said?—Yes, that is so.

790. You have heard Mr. Davies's evidence. Have you anything to add to what he has said?—No; I do not think of anything at the moment, but I should be glad to answer any questions that may be put to me.

791. (*Mr. Wollaston.*) Have you been at Jeddah?—Yes.

792. Then I should like to ask you some few questions. Referring to Regulation 6, you will see that opposite there is a scale of daily rations prescribed for adult pilgrim passengers from Indian ports—rice, flour, pulse, and so on. Are all those obtainable at Jeddah?—They are obtainable at Jeddah at certain times, but not always; and when they are obtainable, it is at a very extortionate price; so much so, that perhaps I may say that Mr. Holt always puts large quantities of rice—tons of it—voluntarily on board his ships in case the pilgrims do not bring sufficient rice with them, or in case of a breakdown or anything of that sort on the voyage. That is independent of any regulation at all. That is done quite voluntarily. I myself have put on board at Port Said as much as one or two tons of rice at Mr. Holt's expense.

793. (*Chairman.*) The pilgrims always bring their own food; do they not?—They always supply their own food. That rice is put on board in case of any accident.

794. As a stand-by?—Yes. A ship may break down and be a fortnight longer on the road, and these poor fellows have not got enough for that.

795. (*Mr. Wollaston.*) Is firewood procurable at Jeddah?—Yes.

796. At moderate prices?—No; very heavy indeed.

797. Are you in a position to state whether there are many ships that find themselves at Jeddah during the pilgrim time which take pilgrims back to the east, not regular liners like your own ships?—Yes, there are ships that come down from Bombay; they will bring down rough cargos, and if they see a chance of carrying pilgrims to the Straits or to Bombay, they will take them. Those are the ships where all the misery, if I may use the term, occurs with the pilgrims; they do not care two straws as long as they can get a number of pilgrims and take them away. They are owned by native merchants; and if anything goes wrong on the voyage, it is difficult to obtain any redress.

798. With regard to the regulation as to notice, the proposal, as originally made, was that the master of a pilgrim ship should give not less than three days' notice of the proposed time of sailing to the British Consular authority at the port of departure; if that were altered to 24 hours, would the British Consul and his subordinates at Jeddah be able to get the proper inspection and so on done?—In 24 hours? Yes. But am I right in understanding that it would be done by the British Consul, because at the present time the British Consul has nothing at all to do with it. The Turkish sanitary authorities do all this business in Jeddah; they give the certificates and do the measurements, and pass the pilgrims and everything; the British Consul has nothing whatever to do with it, and never sees them?

799. I think the question you raise is one we cannot answer; that is a question for the future?—I am merely saying what is done at the present time; all those things are done by the Turkish sanitary authority now. If 24 hours' notice was given by telegraph, say, from Suez, that would be ample time to get everything that was necessary.

800. I was alluding to those ships which do not come from Suez, but which start from Jeddah?—If you make a distinction between those ships and the regular liners that would be well enough; but it would be very hard to fine the regular liners by a loss of three days for the sake of those outside ships. That is where the difficulty comes in.

801. I am assuming from what you say that you are of opinion that taking the ships which start from Jeddah three days would be required to get them in proper condition for carrying pilgrims?—I should not like to say that it would be required, but it is very probable that it would. If you were to put the liners in the position that they would have to stop three days in Jeddah for a general survey and inspection they would not do it, and they would have to give the trade up.

802. (*Chairman.*) After all, the regulation is only that the notice is required to be given 24 hours beforehand. If it becomes absolutely necessary to detain a ship longer for measurements and fittings, it would be quite open to the authorities to detain her?—I might tell you at the present time the way the thing is worked with our steamers in Jeddah, for, of course, I know nothing of any other steamers. Our ships go in in the afternoon—they always go in in the afternoon, because they get the sun behind them—and they get cleared that afternoon; the next day all the pilgrims go on board, and the following morning the ship goes to sea. Now if a notice of three days is required, there would be three days' clear detention, which would become a very serious matter for a line.

803. (*Mr. Wollaston.*) Are you in a position to state whether or not imprisonment for an offence is practicable in Jeddah?—I should be very doubtful. The prisons in Jeddah are not the sort of places to put Europeans in. Would you allow me to make a remark upon a question asked of Mr. Davies about ships having to clear at Jeddah. The captain ought not to be fined in the exceptional circumstances referred to by Mr. Davies. Could the regulation be worded somewhat in this way: "Or driven away from the roadstead by stress of weather?"

804. (*Chairman.*) I think that would do. I will make a note of it and we will consider it afterwards?—That seems to be a clear way of putting it.

The witness withdrew.

Adjourned to to-morrow at 2 o'clock.

FIFTH DAY.

Board of Trade, Whitehall Gardens, Wednesday, 12th April 1893.

PRESENT:

SIR DIGBY MURRAY, BART., IN THE CHAIR.

Mr. A. N. WOLLASTON, C.I.E.
Mr. J. W. WARBURTON.

Mr. G. W. JOHNSON.
Mr. ERNEST G. MOGGRIDGE, Secretary.

Mr. HENRY STRACHAN KENNEDY called and examined.

805. (*Chairman.*) You are a representative of the firm of Gellatly, Hankey, Sewell, and Company, are you not?—Yes.

Mr. H. S. Kennedy.
12 April 1893.

Mr. H. S.
Kennedy.

12 April 1893.

806. Have you looked through the rough draft of the proposed regulations?—Yes.

807. Will you take them one by one, and let the Committee know what your opinion may be, commencing with No. 2, "The term 'Passengers' in the following regulations means other than saloon passengers travelling in pilgrim ship, whether they are pilgrims or not, and any ship carrying more than 50 such passengers shall be deemed to be a pilgrimship;" in the draft from the Government of India the figure is 30. What have you to say upon that regulation?—Our usual rule has been the 50; that is, if we have anything over 50 pilgrims.

808. Where do you get that rule from?—That has been a rule which has been followed at Jeddah for some time; whether it is custom, or whether there is any authority for it, I do not know.

809. I think the Turkish authority says a percentage with reference to the net tonnage of the ship; does it not?—Possibly; but the custom has been that we have taken up to 50 without there being any formality.

810. I am asking you whether you think that 50 would be a proper number?—I should think 50 would be the better number. Of course so much depends on the steamer herself. We have steamers on which it would be safe to take 100 on deck; on the other hand, we have steamers on which I do not think I should care to put any on deck.

811. Do you not carry them on deck from the North African ports?—Yes, in the summer weather, because it is a fine passage. We have many different types of boats that go through the canal, and with some of the steamers we do not put pilgrims on board at all—boats which have an open rail and no deck protections.

812. Do you think that there ought to be any prohibition against carrying pilgrims on vessels which have merely open rails on the upper deck?—My own feeling is that so much depends upon the steamer herself that it is really a question of survey.

813. It is very difficult to draw a line in that way?—It is very difficult.

814. Of course a very large steamship with open rails might carry her passengers perfectly comfortably?—Perfectly safely, and perfectly comfortably.

815. On the other hand, a smaller vessel would not be able to do so?—That would be so. I am not instancing the open rail as being in itself an objection, but it is the fact that some steamers are better able to carry 50 pilgrims than others are to carry 30.

816. How many pilgrims do you carry as a rule during the summer on deck from the North African ports?—Of course I am speaking of our custom; we leave room down below, so that that is also available in case of need.

817. As a shelter?—As a shelter.

818. Can you tell me in what proportion to the number carried you leave room down below?—That I cannot tell you; I cannot give you the exact figures. There is a certain space as a rule left in No. 2 hold, that is, blocked off from the cargo; and there it is for anything that may be required. Of course, as you know, the Haj date alters every year; now it is regularly a summer trip, and the Mediterranean as a rule in the summer is almost like the Thames, I was going to say.

819. Not quite, I know it pretty well?—Not quite; but still we have never had any trouble, and we have never had anything happen with those pilgrims.

820. I may as well ask the question now, although I did not intend to have opened this till later on. We were told in evidence yesterday that it would be very undesirable not to permit vessels trading from North Africa and the Mediterranean ports to carry all their pilgrims on the upper deck?—The boats that we have, Holt's boats and the Persian Gulf Company's boats, are perfectly safe for people on the upper deck; but what I have in my own mind is that we are not the only tonnage that goes in for pilgrims. You may have some other steamers which occasionally would call there if the pilgrims are available.

821. Can you suggest any regulation?—I should think that if the authority at Tangiers comes on board the ship—

822. What is the authority there?—It is a kind of medical survey, I think; at any rate there are surveyors who come on board and inspect the ship.

823. Who are the surveyors—acting under whom?—I suppose that they act under a Consular authority, or under an international authority. At any rate, our agent tells us that the ship has been inspected. It may be the agents of the Sultan of Morocco who come.

824. Are the surveyors Europeans?—That I do not know; but some authority comes on board and looks at the vessel.

825. I think it is very necessary we should have that information; how could we obtain it?—I could ask our agent about it.*

826. Then you think there ought to be no hard-and-fast rule either that they should be permitted to be carried on the upper deck or that provision should be made for them below?—I think there ought not to be.

* The witness subsequently corrected this evidence by a letter in which he stated that he found that no survey was made at Tangiers.

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827. It is your opinion that it should be left entirely to the authority at Tangiers?—It is my opinion that it should be left entirely to the authority at Tangiers to survey the steamer and to deal with the steamer as she comes along.

828. Will you now direct your attention to Regulation 3, relating to the notice to be given at the port of departure: what, in your opinion, ought the length of the notice to be; how many hours' notice ought the ship to give, do you think?—I think it ought to be the least possible notice which would enable the authority to survey the steamer or to look at her. In the case of some of these ports there is a great difficulty in communicating from one to the other; and with a steamer which goes along and calls at various places every 24 hours, there is, of course, so much more expense.

829. But the notice, of course, does not involve the survey?—No. I was thinking that a ship very often goes to Tangiers, Tunis, Tripoli, and some of the smaller ports in between. If at one of these places there is a sufficiency of pilgrims, she does not call at the others; on the other hand, supposing she were going from Tangiers to Tunis and had to wait 24 hours at Tunis, and then 24 hours at Tripoli, and then 24 hours, perhaps, at some of these intermediate places, that would obviously add so much more to the expense of carrying the pilgrims.

830. Is there any way of telegraphing?—In some of the ports there is not. The telegraph is, of course, being opened up more and more every year, but I do not know even the names of some of the places which are roadsteads in the Mediterranean; I know the steamers drop in, but there is no telegraphic communication.

831. But there must be some notice given?—I should think that less than 24 hours, if it could be arranged so, would be preferable.

832. The Indian Government suggested that the notice at Jeddah should be three days?—But that could hardly be practicable at Jeddah, unless, as I suggested to Captain Wilson, it was given from Aden or from Suez. The Indian Government talk about Jeddah, but they do not mention Yembo. There are as many pilgrims go back from Yembo as there are from Jeddah. At Yembo there is no cable at all, and the steamer herself going up carries the notice that she is bound there.

833. (Mr. Warburton.) There is no consular authority at Yembo?—I do not think there is anybody at all at Yembo, as far as I have ever heard. We send men from our office with the boat to do whatever is necessary.

834. (Chairman.) What is the authority at Yembo?—It would be a Turkish authority, if there be any.

835. Is there any authority; that is what I want to get at?—I fancy there are some soldiers there with a commandant, but I do not think there is anybody else.

836. I have been told that everything is very slackly conducted at Yembo, but I do not know whether that is the case or not?—I do not think there is any European authority there except the Turkish commandant. With our Yembo business everything is done at Jeddah, and the steamer then proceeds to Yembo.

837. Then we could take it as your opinion that less than 24 hours' notice should be accepted if possible?—If possible.

838. Now Regulation 4 (1); that I presume you agree to?—Yes.

839. And 4 (2) I presume you also agree to?—Yes.

840. Now Regulation 5, take (a) first; do you think that there is anything too stringent in (a), or that there is anything that we have omitted which ought to be put in?—I take it that the reference to the boats would mean that if a steamer had not boats enough to carry 400 passengers she would then be said to have boats enough to carry 300.

841. The question of the boats is one which I have steered clear of defining more exactly, and I think it is one that must be left to the authority. If we, for instance, were to recommend that the Life Saving Appliances Act was to be complied with so far as pilgrims are concerned, I am afraid that our report would simply fall to the ground?—It would not be possible to work it.

842. Shipowners would not go to the expense?—It simply would not be possible to work it.

843. Virtually it would either have to fall to the ground, or else the pilgrim traffic would be put a stop to, so I think that must be left to the authority. Have you anything else to say on this regulation?—I do not see anything to object to in (a); but (b), requiring that the food, fuel, and pure water should be sufficient to supply the passengers during the voyage, would simply alter the trade altogether.

844. I do not think you have read the proviso which comes after it. Please read that and then say whether there is anything that you object to?—I see a great difficulty. I think, but that I take it is not a part of the inquiry. As far as the owners are concerned—as far as we are concerned—we see no objection to the regulation as it stands.

845. Who are you suggesting would object to it?—You say "provided that if the prescribed authority is satisfied that a passenger has brought on board for his own use food of sufficient quantity for the voyage." Now the voyage would also include a probable detention in quarantine; but these pilgrims, as far as I am advised, do not provide themselves with a superabundance of food.

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846. Is it not a fact that the pilgrims going to Jeddah as a rule carry sufficient to take them back again?—Yes a man very often provides sufficient to take him back; but he stays longer in Mecca perhaps, or he may be longer in Jeddah than he expected. He certainly, as far as my advices go, has enough food for the voyage back, but he does not make provision for a long detention in quarantine.

847. Do you mean going?—I mean in coming back.

848. There would be no detention in quarantine going back, would there?—We have had it, for instance you have to do ten days quarantine at Suez, generally coming back.

849. (Mr. Wollaston.) You mean coming back to Europe?—Yes. Your regulations I take it would apply equally to a steamer going up the Red Sea as to a steamer going down. If we go to the Persian Gulf we have first of all to do ten days quarantine at Kamaran before we start for the Gulf. You see the Persian Gulf is Turkey, and they make us do the same quarantine whether we are going to Suez, which is practically Turkey, or to the Persian Gulf.

850. (Chairman.) The Persian Gulf is not Turkey surely?—One of the ports is in Turkey, and so we come under the Turkish regulations.

851. But still I think you must admit that there must be sufficient food on board for the pilgrims?—To feed the pilgrims distinctly; there must be sufficient food for that, but I take it that the food would be available in quarantine, that is, would be procurable.

852. Of that you ought to be able to inform us; have you ever had to purchase food at Kamaran?—Never; but at Tor there is no doubt it is obtainable. What I am more thinking about is the difficulty once these pilgrims are embarked, for I take it that the examination would take place on board?

853. That is for the prescribed authority; we cannot state that here?—The pilgrim would not have any opportunity of getting any more food when he was once on board the ship, and then, having paid his passage, it would come down upon the owner to make up the difference.

854. Certainly the pilgrim cannot be allowed to starve?—I quite agree with you that the man cannot be allowed to starve.

855. Surely that does not alter the present practice, because that must be the case now if you take pilgrims back you cannot let them starve on board the ship?—We always put rice on board our ships; we always put a certain reserve to give to the pilgrims.

856. That we are coming to; there must be a stand-by, of course?—Yes, but it would be a different matter if we were to have an authority who is to come and regulate that for us.

857. I am afraid I do not see how to vary that because there must be some regulation surely. Will you turn to the next regulation, No. 6, relating to the scale on which food and fuel are to be supplied; you will see that there is a proviso that there should be sufficient rice on board. What is sufficient is a matter for consideration further on, I think, for we have not arrived at that yet; but what do you say to that?—Practically, we do it at present.

858. Then water; I suppose most of the ships that you employ have condensers?—Yes they all have condensers.

859. Do you think it is too large a requirement to say that the condenser must condense 1,000 gallons in 24 hours?—I am not sure what is the size of our condensers.

860. I made some inquiries on that point; I know that in some of the ships in the trade they condense as much as 4,000, but our principal officer in London tells us that in passenger ships they never find the condensers able to condense less than 1,000 gallons in 24 hours?—I should take his authority.

861. The regulation does not say that there is to be a condenser on board, but simply that if there is a condenser capable of condensing 1,000 gallons in 24 hours then only one-half of the water need be carried in tanks?—It is quite right that there should be a proper amount of water for the pilgrims—that is quite essential.

862. Then you have no objection to make to that?—None at all.

863. Then with reference to the scale of daily rations in the column opposite the regulation; if you do not ration the people you have no evidence to offer upon it?—None.

864. I see that in addition to the other things which are required, each adult passenger is required to have 1 lb. of rice daily. Now in case of a vessel breaking down, what quantity of rice do you think ought to be served out to each passenger; in other words, supposing that the supply of food runs short, what ought the reserve to be?—That is a matter I am hardly competent to form an opinion about, and I would rather refer it to some of our purser, who have to deal with question of that kind.

865. I think it is quite clear that it must be in excess of a pound; the question is whether it ought to be as much as 2 lbs.?—No doubt they ought to have a sufficiency.

866. Now take Regulation 7, requiring that notices indicating the destination of the ship, etc., should be posted up; have you any objection to urge to it?—I am afraid that we should have some difficulty in getting the various languages of all the pilgrims that our boats take. Some of our pilgrims come from as far as Afghanistan in parties.

867. You can see there is a qualification. The regulation says "as far as may be". I presume that with that qualification you would have no objection to it?—None. Mr. H. S. Kennedy. 12 April 1893.

868. Now what have you to say about Regulation 8, requiring the master to sign statements specifying the number of the passengers, etc.?—I think that with our recent experience in Jeddah the master would find this rather a difficult thing to do. He could give a list of his tickets, but then it is a common practice for us to carry 50 or 60 pilgrims more than we get paid for.

869. From where?—From Jeddah.

870. We are told that these pilgrims pass through the quarantine station there, and that there is a door in the quarantine station opening towards the ship; surely it would be possible to arrange matters so that every passenger passing through that door should be tallied?—Is this supposed to be at Jeddah?

871. Yes at Jeddah?—I think it was close upon 100 that we had the pleasure of paying the canal dues on and that we never got paid passenger fares for in the last voyage of the *Adora* through the canal. I am told that the boats surround the ship in Jeddah harbour and board her wherever they can, and that the pilgrims who get on board help up the others who ought not to get on board, in fact that the ship is very often regularly mobbed in the embarkation.

872. By the boats coming alongside?—Yes, and I believe that is also the case in the Persian Gulf. I have a note here from Mr. Paul, of Messrs. Gray, Dawes & Company. He has asked me to state that during the lading there ought to be some authority to supervise the pilgrims coming on board, and that there ought to be a better system of embarkation than at present. The pilgrims fight to get on board, and the master and crew are perfectly powerless owing to the numbers which come alongside. Very often the pilgrims are hurt. That relates to embarking in the Gulf, but the same thing takes place at Jeddah. The master could make a list of the tickets.

873. Can you suggest any way in which the regulation ought to be modified?—I think the prescribed authority might make the list—but that would hardly do either.

874. Who supplies the pilgrims with the tickets?—The pilgrims would go to our office or rather their agents would, because all his pilgrims are booked through brokers, and it is very rarely that they come direct. There is one man, the head of a family or a man they pay, who books their passage for them, and then he distributes the tickets which he gets from us. The counterfoils of these tickets are given to the captain, and then he gives them in to be checked, and that is how we found out that in the case of the *Adora* we had actually paid canal dues on a considerable number more than we were paid fares for. We inquired into it, because, of course, it was bad enough to lose our fares without having also to pay the canal dues on these pilgrims, and we were told that it was utterly impossible to prevent the pilgrims smuggling themselves on board, owing to the large number which were embarked, and one pilgrim being very much like another, they got mixed and it was quite impossible to check them.

875. Is there any way do you think of insisting that the counterfoils of the tickets shall be produced by the master?—I think that could be done, or we could have our tickets made with an extra counterfoil, which could be given up.

876. In what way could the prescribed authority of the next place be perfectly certain that the master had acted *bona fide* and that the counterfoils were given up—that a portion of them, for instance, were not kept back? If the master carried passengers in excess of the numbers that he was entitled to carry, he would not be at all inclined to give up the counterfoils showing that he had an excess of passengers on board, would he?—No, but I suppose he might be given a bill of health with the number on, which he would be bound to produce.

877. It does not seem to me that that quite follows. Will you kindly consider that and communicate to the Secretary what you have to suggest in lieu of Regulation 8?—Yes.

878. Now take Regulation 9. It appears to me that looking at that regulation with reference to what we have just been saying, if it is found on the arrival of a pilgrim ship that there are people on board in excess of those for which a clean bill of health has been given, it may end in the ship being placed in quarantine?—Yes. I have no reason to doubt the correctness of my information about the scenes which take place at the embarkation at Jeddah. It is quite certain that we do not wish to carry these men for nothing.

879. That I can quite understand?—That the captain acted in good faith is shown by this, that he himself brought the facts to our notice.

880. That of course we can thoroughly understand; but the question is, how to provide a safeguard against a ship knowingly taking more pilgrims than she is measured for. However, we will pass on, and perhaps you will kindly think the whole matter out, and let us hear what you have to say upon it?—Yes, I will.

881. Now, going to Regulation 10, have you anything to say about the medical men?—We always carry a medical man.

882. By whom is he licensed?—Most of our steamers which are carrying pilgrims have an English medical officer on board, but it has happened that in bringing return pilgrims an Englishman has not been available, and then we have taken a doctor licensed in India.

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883. Can you always get a doctor licensed in India?—I have never known us not to be able to get one.

884. (Mr. Wollaston.) Are you talking of Jeddah?—We have taken a doctor at Jeddah, and we have also taken a doctor licensed in India, at Bombay itself, when there has been no Englishmen available.

885. (Chairman.) Would that doctor be a native or a half-caste?—No doubt he would be either a native or a half-caste.

886. The Regulation 11, "A pilgrim ship shall be propelled by steam, and must not be laden with coal." What have you to say with reference to that?—Mr. Paul asked me to suggest that coal should be confined to the lower holds, Messrs. Gray, Dawes & Company wanted me to state that their boats going to the Gulf very often have coal in the lower hold just at the time that the return pilgrims are proceeding, and that this regulation might bar those boats taking pilgrims.

887. Some of these boats carry a very large amount of coal in the lower hold, do they not?—Not the boats employed in the Gulf trade.

888. But if you make a regulation, it must be a regulation for all?—Yes. Of course a steamer fully laden with coal, as colliers are, would not be fit to carry pilgrims.

889. She could not carry them, because she would not have space in the between decks?—Some of these modern boats would have a little between deck space available. They would have a small compartment available, but it would hardly be fit for carrying pilgrims. With the steamers going up the Gulf it is different, because they have all their between decks, and very likely one or two holds besides, with nothing in.

890. I cannot express an opinion until the Committee confer upon all these subjects, but I should be very doubtful if they would be willing to pass coal laden in the lower hold throughout the ship; I think if any proposal is made with reference to the coal, it ought to be a more moderate one than that?—I put forward what Messrs. Gray, Dawes, & Company say.

891. Some of the ship-owners are quite in favour of no coal being carried. I think you have told me yourself some of your ships carry small amounts of coal for the Indian Government occasionally?—Yes. The British India S.S. *Multra*, which is going away next week, has, I think, got 500 tons in.

892. What is her tonnage?—Her tonnage is about 6,000 carrying.

893. It is a very small quantity, and it is a big ship?—Yes, but if she were a Gulf steamer her tonnage might be 2,000, and she would have the same quantity in her.

894. I cannot help thinking that that is a question which I must ask you and Messrs. Gray, Dawes & Company to consider afresh, and let the Committee know what they think about it?—It is a difficult question with the Gulf, because the coal just goes out at the time when the pilgrims are going, and only goes in small parcels.

895. Then if it only goes in small parcels, you can make a very much more moderate request than you are making to the Committee at the present moment; I think that to ask that the lower hold should be entirely full of coal is something that we could hardly entertain. Of course I am speaking without prejudice, because I do not know what we may decide?—I think I had better get the quantities that one of these boats would carry in the lower holds, and also what space is available in the between decks, so that there might be a comparison made.

896. I must confess, as far as I am personally concerned, that I do not think pilgrims should be carried right over coal. I think that would be a very dangerous thing to sanction. You are of course aware that the Turkish regulations require that coal shall not be carried?—Yes.

897. What is your experience of those regulations?—I have never heard any question raised. As a matter of fact the *Multra*, which I instanced just now, could not, under the Turkish regulations carry pilgrims, but she could carry first-class passengers.

898. But have you any doubt that she will carry pilgrims?—As a matter of fact, the British India Company never carry pilgrims. I do not know whether they have any scruples about it, but they never carry them.

899. (Mr. Wollaston.) The pilgrim season has not yet, I believe, begun this year?—No; they do not carry them from India.

900. (Chairman.) I will skip Regulation 12, because that is a matter of course. What have you to say to Regulation 13?—As to the requirements that pilgrims are to be carried on one deck only, we have now ships which have two between decks.

901. Pardon me. I must take exception to your nomenclature?—You know what I mean.

902. I know what you mean?—One looks upon an orlop deck—I believe they call it an orlop deck—as rather a dark place without much ventilation, and so on; but we have vessels where the orlop deck is the finer deck of the two.

903. I think we need not go into that, for I am perfectly certain we could not entertain that question?—If one of your surveyors would have a look at the *Adowa*, which is the boat I have in my mind, I think he would affirm all that I am saying; in point of fact, one of

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the Atlantic companies are now in treaty for her to carry emigrants down to the Plate on two decks.

904. That is quite a different service?—Well, it is very warm down the Plate.

905. At times; you do cross the line of course, and you get tropical weather, but it is not like the Red Sea?—It is the deck that was originally built for carrying pilgrims in on that vessel.

906. I may say that this is a regulation of the Indian Government, and I think that you would have to produce something more to induce us to alter it as you suggest. I think that one, or two, or three exceptions would hardly induce this Committee to go in for something entirely contrary to the present regulations?—I think, when those regulations were drawn up, that there were no boats of the type of the *Adowa* going to India. The *Adowa*, was specially built for the pilgrim trade, and she is different to the type of boat which was running there. Her orlop deck has more side lights in it than her between deck.

907. It was very strongly impressed upon us yesterday in evidence that the number of pilgrims on board a steam ship should be limited to 500. Now you are going rather the other way about, for if you carried in two decks, you would absolutely be doubling the number that can be carried in a particular vessel?—I think each ship ought to be surveyed, and limited to the number that is fit to go on board her. There are other ships somewhat similar, as I instanced the other day to you when we were talking privately. There are those old Cunard boats with the troop deck, as they call it; it is a magnificent deck, well ventilated and lighted, and better fitted for carrying people than the between decks. When we were running one of those boats to the Plate the people on board used to go down to that deck, because they said it was cooler.

908. That, I think, is very likely under some circumstances. How many people did you carry on board the ship you were last mentioning?—The *Calabria*?

909. Yes?—We had 1,200 emigrants.

910. That would be a tremendous lot of pilgrims to carry?—Yes; I do not think we should ever have as many pilgrims as that. Those were Belgian, German, and French emigrants.

911. Will you go on to Regulation 14 please?—Our steamers have, of course, the clear and connected space on deck.

912. But you see this regulation is a variation from what was proposed by the Indian Government. They wished that the entire deck should be reserved, but it was pointed out, I think by Mr. Holt, amongst others, that where a very small number of pilgrims was carried, say 60, ten over the number that we are proposing in Regulation 2, it would be extremely hard to require the whole of the upper deck to be reserved for 60 pilgrims?—Just so.

913. Therefore, what we are now proposing is merely that a clear and connected space of sufficient size should be reserved; does that meet with your views?—Quite.

914. Take now Regulation 15, relating to the hospital; there is one thing that strikes me with reference to that regulation as at present drawn, and that is that we are compelling the ship to have a hospital with six bunks in it, whereas there could be no reason whatever why that should not be subdivided, if they are using the cabins as a hospital, as long as they have the superficial deck area and the cubic feet of air space for each person carried?—I think it would be an improvement to have that.

915. I think I must make a note of that; now what do you say as to the temporary hospital?—We prefer to leave that to the captain on board to use the cabins as the hospital, and simply separate the sick in that way.

916. I am rather talking of the temporary hospital, not of the permanent hospital?—It is such a small matter that really I see no objection to it.

917. But you would want to isolate these passengers from all the others?—Yes, with our vessels it has been possible to do it, because one cabin has been used for the slightly sick and one for those that are worse. I believe that they put the people who are very ill in the poop.

918. Do you not carry first-class passengers?—Not with pilgrims.

919. Even as pilgrims?—Not as pilgrims.

920. Many ships do, do they not?—I know, but those are generally people to India.

921. Are there many pilgrims who themselves pay for first-class accommodation?—We do not engage them as first-class passengers, we make no distinction. I have no doubt that there may be first-class people in going to India, but we ourselves in Jeddah simply make one fare right away through.

922. You think possibly this ought to be worded a little more generally; would you say that arrangements for dealing with contagious diseases must be made to the satisfaction of the authority?—Quite so; arrangements must be made.

923. Have you anything to say about the washing which is the subject of Regulation 16?—I have an observation here from Mr. Paul to the effect that the people would not use the washing places. Our feeling is that it is a small thing.

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924. Our evidence has been a little contradictory, because we have heard, I think, from one witness that they would be used, and that the pilgrims occasionally drew their own water for the purpose; but I think we could not strike that out as it is proposed by the Indian Government, and I think it is a very small matter as far as the ship is concerned. What is your opinion?—It is a small matter.

925. Then in the next regulation you will see that we have increased the latrines to four seats for every 100 passengers, which seems to me little enough?—It is little enough; and that is a small matter again.

926. Then with reference to the cabiooses (Regulation 18)?—My advisers are that these people bring their own ranges with them.

927. Not their ranges, surely, their own cooking utensils?—Yes; and that they make their fires on the deck. They have something they bring on board for the purpose. I was only asking one of the captains to-day whether I was accurate in that idea, and he told me that I was quite.

928. I believe they do it if they are permitted?—On the upper deck they have these fire-pots or whatever they are, and though our ships have emigrant galleys and native galleys too, they will not use them.

929. Have you any objection to the way in which Regulation 18 is worded at present?—My only objection is to the difficulty of fitting up the cooking ranges. Very often we have a telegram from Jeddah that a vessel is wanted there as quickly as she can be got there for pilgrims for the Straits, say, and we have to send a boat through, which is perhaps at Port Said or anywhere near, and would not be able to get a cooking range.

930. Those are very rough kinds of things, are they not; they are just a few boards knocked up and covered in?—I had more in my mind the ranges that we have in our native galleys, which are fitted up with iron and zinc and properly fitted in; but if it is only that, instead of having these open fires, the pilgrims are to have two things which are to be bigger. I should say at once that we would do so.

931. It is quite clear that you must give them facilities of some kind for cooking?—Yes.

932. Now go on to Regulation 19, dealing with the heavy luggage?—Upon that Mr. Paul remarks that the pilgrims do not like parting with their luggage and that they prefer to keep as near to it as they can.

933. That would not take very largely away from the cubical space in the between decks, would it?—I do not think they would bring any vast amount with them, but that is a difficulty which has been put before me, that the people themselves will not part with it. As far as the ship is concerned, we should not have any objection to deal with their luggage the same as we deal with the luggage of any other passengers that we have.

934. I think we have slightly altered the regulation just for the purposes of consideration in consequence of the evidence of the representative of Mr. Alfred Holt, and that it now reads in this way: "The heavy luggage of the passengers shall, if necessary, be deposited in the hold of the ship and delivered to them on arrival at their destination." What do you think of that?—I think that would be an improvement.

935. I suppose it would be a very difficult thing to take their baggage away from them if they resisted and said they would not have it taken away?—I am afraid so.

936. What do you say to Regulation 20?—That is the course which is followed in our ships.

937. And therefore you have no objection to that?—I have no objection to that.

938. Now Regulation 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 these regulations, the master shall for every passenger carried in the ship be punished with fine, which may extend to 10/." What is your opinion on that?—You see it very often happens that these boats are chartered, and the charterer may say to the captain that he is to depart from Yembo, and that he has fulfilled all the regulations.

939. I should think that you would very soon get rid of a master who took that on the *ipse dixit* of some native charterer?—We had the *Tartar* chartered once by a firm of natives, in Bombay, as far as I remember. They went to Jeddah, and they chartered us to go to Tripoli and Tangiers, and they engaged pilgrims in Jeddah for Beyrout, Smyrna, and Tunis. The captain had his own charter and he was going away to Tunis and Tangiers. Fortunately before the vessel left Port Said, he got information on board as to the tickets which had been issued. We got the authorities off, and we had representations made to the pilgrims and they were landed. Now that master would hardly have been responsible for the tickets that this charterer had issued for ports which the steamer was not going to.

940. I really think that the ship ought to be responsible, and if the master is taken in by your agents or by the people who charter the ship, the master should be primarily responsible and the owners afterwards?—But how could we be responsible for a charterer on shore setting to work in that way. A captain is on board his ship and he is superintending the pilgrims embarking, and you have the charterer on shore making all these arrangements. To some extent the master is distinctly in the charterer's hands.

941. You will pardon me for saying that if we were to take that into consideration we should virtually destroy all responsibility whatever; the same kind of argument would apply to everything. We must make somebody responsible?—Could it not be "the master or charterer?"

942. I do not see any objection to that, that is to say, *Prima facie*, for, of course, it will have to be considered afterwards?—Of course. The point I wish to bring out is, that very often so many of these boats are chartered, and the charterers do acts which they are not authorised to do by their charter, and then they would simply leave the owner and the master to be liable for the whole of those acts.

943. Do you think you would ever be able to recover from the charterer if you make him responsible?—From some of them; but with some it would be very doubtful—excessively doubtful. In this case of the *Tartar*, fortunately by finding it out in time, we did recover.

944. (Mr. Johnson.) Is this relevant to Regulation 21?—You see the master there is to be liable for every passenger.

945. Yes, the master is to be liable if he starts without permission?—What I suggest is that it should be the master or charterer.

946. But the charterer has nothing to do with the time that the steamer starts?—We have one of our steamers now chartered on a time charter to a highly respectable firm in Singapore, and the master is bound to obey the orders of that time charterer.

947. (Chairman.) No doubt he is?—He is bound to obey those orders. At the present moment he is carrying pilgrims to Singapore. Therefore I suggest that it should be the "master or charterer."

948. (Mr. Wollaston.) The master not being a free agent?—He is not a free agent.

949. (Chairman.) In consequence of the representations of Mr. Alfred Holt's agent we have put in this proviso: "Unless driven away from the roadstead by stress of weather"?—Just so.

950. Now will you be kind enough to run your eye over the rest of the fines, and see whether there is anything which you wish to call our attention to?—Regulation 23, I take it, follows the others with regard to providing the food for the pilgrims?

951. There is a proviso at the end of it: "Provided always that this shall not apply to passengers who supply their own food." Have you anything further to say?—I think Regulation 27 should run, "If the master has knowingly on board."

952. That would be useless; we might as well strike it out?—What are we to do when, as I say, our ship is taken charge of?

953. I am afraid if there is no penalty, the master and those who are responsible for the ship will not take the necessary care to exclude these people?—I think that in the practical working they would.

954. Besides which, as you know, it has been represented at different times to the different public departments that these ships do knowingly carry pilgrims largely in excess of the number for which they are measured. If we strike out all penalties of that kind, then we leave it entirely open to the master and shipowner to carry as many people as they please?—I have not heard of anything of that kind of late years.

955. I am afraid that if you have a statutory requirement without a penalty you might just as well not have the requirement at all?—When the unfortunate captain is in Jeddah, and the vessel is boarded by these people, and they cannot be got rid of, what is he to do?

956. Really the question is whether we are to have any statutory penalty, as far as these regulations are concerned, or not, and I must say it is no use having a regulation unless there is some penalty for disobeying it?—You do not think it would do if it read—"If the master knowingly."

957. Will you allow me to refer you to the Merchant Shipping Act of 1876; you must know as well as I do what the result has been of putting that word in there?—Yes.

958. Would you agree to the first paragraph of Regulation 27 if the words "be liable to" were inserted?—Yes. With regard to the second paragraph, I suggest that it should run, "and recover the cost of so forwarding them from the owner, charterer, or master."

959. Now Regulation 28; with those words "be liable to" in would you agree to that—in fact, you might read those words in all the regulations as to fines?—Yes.

960. Of course we are not agreeing that those words should remain in; we have simply made a note of them in order to consider the point?—I understand.

961. Have you anything further to say about Regulation 28?—No, not with the words "be liable to" added.

962. Then have you anything to say about Regulation 29?—I noticed that the burden of proving these things is to be on the master; the only thing to my mind is, who is going to bring the accusation?

963. I do not think it is necessary for us to go into the question as to who should make the accusation?—It is with regard to the burden of proving.

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964. It is extremely easy for the master to prove. He has the officers on board the ship and the doctor, and there is no difficulty whatever in his proving that he has supplied the pilgrims with water, fuel, or anything else?—The only thing is that it puts him to the expense of doing that, and that it may cause the possible detention of the steamer.

965. Why does it put him to any expense?—Supposing we are landing pilgrims at Singapore, we are only there a few hours—about five or six hours—and a pilgrim might come and say that the captain had not done this, or that he had done that, and the Board of Trade officer or his representative, might ask him to prove that the captain had or had not done this or that, but he might say, "No, I am not going to prove that; it is for the captain to prove it."

966. Will you allow me to point out that that is the easiest thing in the world; all that the master has to do is to enter in his official log book that these people have had the fuel, water, and everything else that is required?—Every day.

967. And have that signed by the doctor and chief officer of the ship, and then he can produce it at any moment?—Yes, but still at Singapore it might keep us.

968-9. I do not even think it is necessary for him to do it every day; he might enter it the day before arriving?—Having to take the log book on shore might keep us 12 hours.

970. You must have an official log book on board the ship, and surely an entry of that kind is quite sufficient for all the purposes; I do not see any difficulty whatever in that. I am not at all certain that it may not be possible to put into these regulations that an entry in the official log book might be accepted because that is taken as proof in almost any court, provided direct evidence is not available?—Yes. In Australia, in order to defend one case, we had to take our captain from Sydney right back to Melbourne, and if that is done with English emigrants, what would the case be with natives.

971. You are speaking now with reference to which regulation?—Regulation 29.

972. I will put the words "official log" against Regulation 23, but I think it need only come at the end; that is really quite sufficient proof, when the entry is duly signed?—Yes. I should like Regulation 30 to read, "the master or charterer."

973. I will put in this word "charterer" at your instigation, for future consideration; but I am very much afraid that the charterer is a man of straw, and that putting in that word "charterer" might possibly exonerate the master without getting anybody else that you can punish?—Not exactly, because in a great many ships I am afraid Gellatly's would be the charterers. We ourselves charter a good many steamers to carry pilgrims. As I say, we have the *Ocampo* now on time charter, and the time charterer is running in the pilgrim trade. Of course it is his look out that the hospital accommodation should be provided.

974. What guarantee have you that you can recover your money from the charterer?—He is a very respectable man.

975-6. That particular man may be; but generally speaking?—I should not care to take some charterers' signature for very much—practically.

977. That being the case, you are suggesting to us that we should put in the word "charterer," which virtually will relieve the master from all responsibility?—I think it is very possible then that in making these charters owners will look out and get some of the money and hold it in hand, and so take care that the thing is done.

978. Now I think you are arguing against yourself?—Not in the practical working of the business.

979. I think you are arguing against yourself, because I think, under those circumstances, it ought not to be the charterer at all but the owner; then, as you say, the owner will take care that he has a little money in hand from the charterer to meet this. We shall have to carefully consider this hereafter, but we will make a note of it for the time being. Now Regulation 31; you cannot well introduce the charterer into that?—No.

980. Do you agree with Regulation 31?—I see no objection to it.

981. What do you say to Regulation 32?—Could it read, "If a master of a pilgrim ship knowingly receives on board any person," etc.?—If, after the sanitary authority warned the master that such and such a person is suffering, he took him on board, I think he ought to be fined; but I do not see how the master is to know.

982. I do not see any objection to modifying that if you like. After all it is only altering two or three words, and even supposing it is surplusage, why not alter it to make it perfectly clear?—I say "knowingly" receives on board.

983. I do not know about "knowingly;" I object to that word?—I mean as long as you carry out the idea, you understand.

984. Now, Regulation 33: I confess I think that that is surplusage, for I think we have fines for every possible offence, but you have no objection to that, I suppose?—No.

985. Do you agree with Regulation 34?—Yes.

986. And Regulation 35?—I should like to know who the prescribed authority is.

987. I am afraid we do not know ourselves at this present moment; that is another thing we should have to inquire into by-and-by?—There are some authorities I should have a distinct objection to.

988. Who is the authority at Jeddah?—I think they are international; there is a Greek Doctor and a Turkish Commandant, and of course a British Consul, and there are various other Consuls there.

989. Who really is the authority at this present moment who deals with this trade?—He is a medical officer.

990. And it is all done under him?—Yes. With the exception of our men there and the British Consul, I do not think there is any Englishman in Jeddah: they are mostly Greeks, Levantines, Maltese, and Jews.

991. We were informed yesterday that it was really the servants of the Constantinople Board of Health who pass these people at Jeddah, and that the British Consul had nothing to do with it?—He has nothing to do with it.

992. And does not interfere?—He does not interfere; the doctor comes on board as a rule. With the return pilgrimages, which we have most to do with, the doctor comes on board the ships and surveys them, and says, "You can carry so many pilgrims," and gives a certificate and we take so many pilgrims if we can get them, and go away. That is the course which is followed. I must certainly say that they have not over-measured the ships that we have had to do with in carrying these pilgrims.

993. You think that they have given the pilgrims the full quantity of space?—They have; but then of course there are other steamers besides ours. As a matter of fact, our captains, so I am told, instead of trying to get as many pilgrims as they can, rather go on the other tack and want as few as they can.

994. Are you taking of your masters?—Yes. The pilgrim trade is not by any means a popular trade.

995. That I can quite understand. Now, independently of the draft regulations, there are some questions that I should like to put to you. With reference to quarantine, from what ports do your vessels generally trade?—We are taking pilgrims now to Jeddah from Tangiers, Tunis and along that coast.

996. That is the North African coasts?—Yes.

997. I suppose you have no trouble with quarantine from those ports?—None.

998. From what other places do you take pilgrims?—Coming down from the Persian Gulf to Jeddah there are boats that we are interested in with Messrs. Gray, Dawes & Company.

999. I fancy you have very little trouble, as far as quarantine goes, from the Persian Gulf?—As a rule we have to do quarantine at Kamaran.

1000. For how long?—Ten days we have had to do; it varies from five to ten days.

1001. From the Persian Gulf?—Yes. Sometimes we manage to get through without quarantine; but as a rule quarantine is put on, and we have had from five to ten days quarantine there. Then we have pilgrim steamers consigned to us, and we are interested in the Bombay (Indian) pilgrimage. We also have to do quarantine at Kamaran with these boats.

1002. Is the quarantine from the Indian ports always the same, or does it depend on the health at the ports?—As a rule it is a fixed quarantine, and it does not matter whether the people are perfectly well or not, or what is the state of health at the ports. There is the quarantine, and you have to do it.

1003. Even if they have a clean bill of health from the Indian ports?—Even if they have a clean bill of health. We also come down from Singapore. I have got the *Ocampo* now on her way. She has done five days' quarantine at Kamaran.

1004. Quite independently of the bill of health?—Yes, quite.

1005. I suppose all your ships from India call at Aden?—That I cannot speak positively to, but I fancy they do. They certainly do in going back to India call at Aden, but I fancy that they also call at Aden coming down.

1006. And a clean bill of health from Aden would not be recognised at the Kamaran Islands, would it?—I do not think so. Our practical experience is that we go to Kamaran and do our quarantine.

1007. Would it be more convenient for you to call at Perim than at Aden?—When we pass Perim in the dark we call at Aden, and when we pass Aden in the dark we call at Perim. There is just that difference between the two ports.

1008. You call at either one or the other?—Yes.

1009. There are, I believe, regular medical authorities at Perim, are there not?—I think there is a doctor in charge of the coal station, but I do not think there is any other medical authority than that. You see it is so close to Aden. It comes under the Indian Government.

1010. What I rather want to arrive at is whether, if a vessel put into Perim with cholera on board, there are any sanitary regulations there, and whether she would have to perform quarantine?—I do not think so, as a matter of fact. She might be coaled in quarantine; perhaps

Mr. H. S. Kennedy. there might be that, but at any rate she would coal and go on, and I do not think there would be any detention.

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1011. I suppose it would be very satisfactory to you as well as to other shipowners if it could be arranged that a clean bill of health from either Aden or Perim should be recognised by the Turkish authorities?—Distinctly; if they had done that in the case of the *Ocampo* she would have saved five days' detention.

1012. Are you of opinion that the regulations which may be proper for vessels bound from ports eastward of the Red Sea to the holy ports, and from the holy ports to other places eastward of the Red Sea, are equally applicable to vessels plying in the North African and Mediterranean pilgrim trades?—I think that they could be with easier regulations. I mean easier as far as regards the shipowner for boats coming through the canal from North Africa.

1013. You think that the regulations might be modified so far as the North African ports are concerned?—Yes.

1014. Have you considered in what way they might be modified?—I think that a boat which is fitted to carry so many pilgrims to India or across to Singapore ought to be able to carry a good many more pilgrims to North Africa.

1015. Do you mean to say that you would reduce the deck area and the cubical space for each passenger?—We could hardly do with less deck space, because at present 5 feet is all that is allowed.

1016. I think that is little enough?—It is little enough.

1017. (Mr. Johnson.) Nine feet is allowed between decks?—I was thinking more of the upper deck; you cannot reduce the 5 feet.

1018. (Chairman.) No, I think not. If I remember right, 4 feet was proposed by the Indian Government, but I think 5 feet is little enough?—I think so too. In the Mediterranean these men live on the upper deck a good deal. I do not think that the regulations for the short voyage to the Mediterranean should be as stringent generally as those for the longer passage. In the one case you are going a long sea passage of 20 days and in the other you may say you are hardly ever out of sight of land.

1019. (Mr. Warburton.) You mentioned that in taking pilgrims from Tangiers and North Africa you keep a certain amount of space in the hold?—We do.

1020. What is that for; is it for sleeping?—We keep it there for sleeping or for bad weather.

1021. They do not habitual sleep there?—No. All our boats that go into Tangiers are fitted with awnings, and, as a rule, I think the pilgrims all live upon the upper deck. We have that place down below, so that in case of need it is there to be used.

1022. Would that not be in opposition to the regulation? On the upper deck?—We do something in excess of the regulation if the regulation is that it is only to be on the upper deck.

1023. Do you take many pilgrims back on the return journey?—Yes, we take a good number, more specially to the Straits and to the Gulf. We generally put about 600 or 700 in a steamer; somebody mentioned 500, but that is the usual number from Jeddah. To Singapore we generally have 600 to 700 in a boat which would be about 2,200 tons gross register.

1024. (Mr. Johnson.) You were speaking about the way in which your steamers are mobbed at Jeddah, but we were told the other day that everybody had to pass through a quarantine station—they had to go through a wicket-gate, and be passed, I presume, by the medical officer?—No doubt.

1025. And that they must be passed before they can get into any one of these little boats which mob the steamer?—Our steamers in Jeddah lie in the outer anchorage very often. I do not know what the difference is, but there is an inner harbour there, and an outer anchorage. Supposing, for instance, everybody was to embark at a place like Gravesend, there would be the shore and piers that the boats could come off from. These pilgrims do not walk on board; they all have to come off in boats.

1026. I mean before they can get into any boat whatever they have to be medically passed?—I should rather like to ask some of the people who have been at Jeddah upon that point.

1027. Otherwise the medical examination is altogether useless?—Yes. That varies from the information I have had. I question if there are any possible means of avoiding the difficulty except by having a guard of soldiers, or something of that sort, laid round the ships. Besides, you often have four or five steamers loading at the same time. Then I think that more than one boat-load could go away. I expect these men are passed, whether they are going to Turkey or to Persia. For instance, there are not so many pilgrims passed for the *Adova*, or any other particular steamer, but there are so many pilgrims passed for anywhere that they may happen to be going to.

1028. It is to your interest to prevent these people who have not paid for their passage coming on board?—Distinctly.

Mr. H. S. Kennedy. 12 April 1893. 1029. If your agent, and the agents of the other steamers which were in the harbour at the time, were standing at this gate through which the men are passed by the medical officer, and were to have the right to see the tickets, it seems to me that you would have the power amongst you of stopping the men from crowding into the harbour?—Yes; but I expect what they do is to pass these men irrespective of the tickets, or of their having any tickets at all; they are simply pilgrims, and they are running through the gate and then embarking in the boats and going where they please.

1030. I mean if you had power to see the tickets at this gate, then you could prevent this mobbing?—Just so.

1031. And then you would have power to comply with the requirements as to numbers?—Mr. Paul is very strongly of the opinion that something ought to be done on shore which would be what you are suggesting. The only thing that you have to take into consideration is that Jeddah is not India, and is a most fanatical place—I mean to say that down there we are looked upon as being very low in the scale by a gentleman who has just come back from Mecca. That is where the difficulty comes in.

1032. (Chairman.) It seems to me that it would be useless to ask for the tickets of these people after they come out of the gate, but that the tickets ought to be shown before the pilgrims are examined by the medical officer?—Yes.

1033. If they were shown before the pilgrims were examined by the medical officer then you would have an effective check, because he would not pass any man who had not a ticket?—That would be so.

1034. (Mr. Wollaston.) How would you compel those natives to go to this place to be inspected?—The Turkish soldiery would be the only means of doing that.

1035. (Mr. Johnson.) We were told the other day that they were inspected?—I think that what I have been told is very accurate, because I have had it, not from one or two or three people, that those men do come alongside, and their boats are pushed off. We cannot land any cargo whatever at Jeddah during the pilgrim time. All the boats are occupied in carrying pilgrims, and you cannot get a cargo boat; it is absolutely impossible to get one.

1036. (Chairman.) Does that not tend to show that the whole medical inspection is a pure farce?—I was told to try and impress upon this Committee that where the reform was wanted was on shore; that it was not in carrying the pilgrims. That once they were on board the steamers, everything in the fashion that the pilgrims will allow went properly, but the difficulty is before the pilgrims are embarked, and during the embarkation, and that ought to be looked into. But then other people also state that it ought to be understood that the pilgrim is a very truculent gentleman; that he is not a man who can be patted on the back and told to go here or to go there; that he has got a will of his own. There is one other thing if I might say it. These regulations, if they come in, ought certainly to be international.

1037. If they are adopted by the Turkish Government, will not that practically make them international?—I would rather have them international.

1038. (Mr. Johnson.) In regard to the Mediterranean voyages, you thought the regulations might be more lax; that, I presume, would apply specially to Regulation 13. Would not the case be met by allowing the Mediterranean ships to carry passengers on the upper deck or in the between decks, and also allowing the space to be measured in the two decks together?—Do you mean that they should be carried in the between decks and the orlop deck?

1039. Not the orlop deck, the upper deck. You say that you do as a matter of fact carry them a great deal on the upper deck?—Yes.

1040. (Chairman.) I think you could not read it in that way, because you must not have the number for the upper deck plus the number for the between deck, else you would have too many?—There is one thing else that Mr. Paul asked me to suggest, and that was that as the trades are so different, he thought it would be better if separate regulations could be drawn up for the separate trades.

1041. But then, you see, there would be no harmony between the one and the other. It is not proposed that we should draw up regulations which should be imperative upon all the different trades; that would be for the consideration of the Indian Government, the Colonial Office, and the Foreign Office after we have considered what regulations are reasonable?—Quite so.

1042. (Mr. Wollaston.) I have no doubt you have observed that the original proposals are headed, "Regulations proposed by the Government of India." They are intended to apply as between Jeddah and India. Do I gather from your evidence that you would consider it difficult or practically impossible to make any regulations that would apply universally?—I do not think it would be impossible, but I think it is very difficult. This year our return pilgrims going back to India will go back, I suppose, in August, and I do not think you have the very best of weather going across the Indian Ocean in August, do you?

1043. (Chairman.) It is the south-west monsoon then?—It is heavy weather.

1044. It is not of course so heavy as at the burst of the monsoon in June, but still you have the south-west monsoon?—Yes, and every year it is getting nearer and nearer to the

Mr. H. S. Kennedy. south-west monsoon. On the other hand, it is getting finer weather in the Mediterranean. It is very difficult to make regulations which shall apply, for instance, to a heavy Atlantic passage and to a coasting voyage to Edinburgh, because that is what it practically amounts to.

1045. (Mr. Wollaston.) Speaking in general terms, do you consider that the proposals made would be available in monsoon time as well as not in monsoon time?—At the first burst of the monsoon I think it would be a matter of consideration about the pilgrims being allowed on deck, and such points; but that is more a practical question, and you almost want some man who has carried the people across to give you an answer to that.

1046. (Chairman.) You cannot make a regulation for that; that must be left to the master of the ship?—Yes.

1047. Those regulations require that the passengers shall only be carried in the between-decks, and in heavy weather the master would not allow them up?—No.

1048. (Mr. Wollaston.) What I wanted to ascertain from you was whether we were laying down any regulations here which in the first burst of the monsoon could not practically be carried out?—I think I should like to consult one of our captains who has had experience of it, before answering that question.

1049. Will you kindly take a note of that point?—Yes. Coming from Singapore in June I think they will have rather heavy weather.

1050. (Chairman.) Yes; because in all probability the south-west monsoon would burst in June. It generally bursts some time in June?—Yes.

1051. Still what can you do? That merely affects the ship, and there is nothing else that it affects?—That is so.

1052. (Mr. Wollaston.) Are you yourself familiar with Jeddah?—I have never been there myself, but we have a lot of people in the office who have been.

1053. I assume there is no such thing as a surveyor in Jeddah?—The surveyor, I think, is the medical authority we have been speaking about.

1054. And he merely looks at the ship from a medical point of view?—He looks at it from a medical point of view. He is a representative of the international regulations that they have—the Turkish regulations.

1055. You made the remark that we have said a great deal about Jeddah, but that we have apparently overlooked Yembo. Speaking from an Indian point of view, are there any pilgrims who come back from Yembo to India?—I fancy there are. The Indian pilgrim, as a rule, goes to Medina first and then to Mecca; the man who goes Mecca-Medina comes back from Yembo as a rule. A lot of Indian pilgrims, I think, are at Yembo. Of course a good deal depends upon whether there is any direct tonnage or not. Very often they come down from Yembo to Jeddah in a dhow, or come overland and then embark; but I cannot remember now that you mention it, any steamer going direct from Yembo to India.

1056. Yembo is a port for what I should call the European pilgrims; that is those who come from the European side of Jeddah?—Yes; but it is not only that, it is what we term the Second Haj. A lot of people who arrive late at Mecca and happen not to have been to Medina before they come to Mecca, go to Medina, and Yembo is the port for Medina, and then they embark for the East. We take them to Singapore and to the Persian Gulf.

1057. The number of persons who go as pilgrims to Medina as compared with those going to Mecca is not very large, because the one visit is obligatory and the other voluntary?—Yes; it is only the richer pilgrims who go down to Medina.

1058. And therefore comparatively few. The bulk of the pilgrims, after they have been to Mecca, return en masse to the East?—Yes.

1059. That is to say, they come in a rush?—They come in a rush, and then there is a break, and then there is another rush, and then they come in fifties or sixties—in dribbles.

1060. The first rush is the heaviest?—Yes; then they return to Bombay and to Calcutta, as far as India is concerned.

1061. Have you any idea as to the proportion of pilgrims carried by what are technically called tramp vessels and by regular liners?—It is rather difficult to answer, because one does not get the return from the regular liners. I think I could give you a rough list of the tonnage there was in Jeddah last year. I think we had two steamers for Singapore last year, as far as I remember.

1062. (Chairman.) I think it would be rather difficult to get that information; would it not?—If it is not destroyed, I have a list every year in the office of the steamers which carried pilgrims. Up to the beginning of March this year there were 11,000 pilgrims of all nationalities who had arrived at Jeddah.

1063. (Mr. Wollaston.) Can you give the annual average?—That, I think, I can give you. This year will be a heavy year, because it falls on the Muhammadan Sunday, that is, on a Friday.

1064. Have you interpreters on board your ship?—No; we do not carry them officially.

1065. You have merely natives, Lascars and so on?—Yes. Of course most of our captains are linguists, so far as understanding Hindustani and pigeon English.

1066. Then with regard to coal; what arrangements do the Turkish authorities have for enforcing their regulations in regard to coal, and other points?—I am not able to give you any information on that. As I say, there is a survey held on board the steamers, and the steamers are pronounced fit.

1067. That is at Jeddah?—Yes, at Jeddah, in going away with pilgrims. The boats that we have always had during that survey have, as a matter of fact, not had coal on board, and have been sometimes empty, and had nothing at all in them—simply their own bunker coal. I was only emphasizing the fact that, according to the regulation, a British India steamer going East, and carrying first class passengers, could carry troops; but according to the Turkish regulations, could not carry pilgrims.

1068. I gather from your remarks with regard to the culinary and other appliances mentioned in Regulation 18, that you would not consider it necessary to have them specified?—I do not think it should be necessary.

1069. With regard to Regulation 6, as amended, should you consider that the rations there prescribed are practically what a pilgrim brings on board?—I was told that what the pilgrims brought was rice and dried fish principally.

1070. In regard to ships putting back—I am now alluding to ships coming from India to Jeddah, and getting to Aden with heavy cholera on board—have you any opinion as to whether it would be wise or unwise to compel those ships to return to India and take the pilgrims back with them?—Of course my knowledge about cholera is simply hearsay; but I have always understood that when a pilgrim ship goes to sea, given a proper medical officer and proper disinfection, the cholera disappears. As I say, it is only hearsay. What our people dread more than cholera is small-pox. You have no doubt considered the position of a ship with pilgrims on board looked for Mecca having to give up their pilgrimage, when, perhaps, it may be they will not have money enough to do it again.

1071. (Chairman.) Is there not something more than that? Will not these ships in the majority of instances have cargo on board for elsewhere; and if they are compulsorily obliged to return to India, would not the Indian Government have to reimburse the owner for not carrying forward the cargo?—There are always questions of that kind which are certain to crop up.

1072. (Mr. Wollaston.) Have you any experience in regard to pauper pilgrims returning from Jeddah to the East?—We have to carry them. For every steamer there is a certain percentage of free passages that are given to the Governor, and I think it is, to the head of the Mosque; so many tickets are given to the authorities at any rate, and they give them away.

1073. And you are compelled to take those pauper pilgrims?—We are compelled to take them.

1074. Compelled by whom?—It is a regulation of the ports.

1075. And you get no remuneration for it?—Absolutely none; they really are poor pilgrims. Those tickets are not tickets which are given away to be sold, or anything of that kind.

1076-77. Do they come to an appreciable number in the year?—They come with each boat. I think in each boat we have 40. We might have pretty nearly about 3 per cent. I suppose. Of course these pilgrims come from all classes.

The witness withdrew.

Adjourned till to-morrow at 2 o'clock.

SIXTH DAY.

Board of Trade, Whitehall Gardens, Thursday, 13th April 1893.

PRESENT:

SIR DIGBY MURRAY, BART., IN THE CHAIR.

MR. A. N. WOLLASTON, C.I.E.
MR. J. W. WARBURTON.

MR. G. W. JOHNSON.
MR. ERNEST G. MCGRIDGE, Secretary.

MR. ALFRED H. BROWNE called and examined.

Mr. A. H. Browne.

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1078. (Chairman.) May I ask what you are by profession?—A journalist.

1079. In what way have you become acquainted with the pilgrim traffic?—I went for the *Bombay Gazette* in 1875, and made a pilgrimage to Mecca.

1080. With a view of reporting upon it?—With the view of considering the subject of the advisability of introducing improved regulations.

1081. In what way did you travel?—As a pilgrim.

1082. And were you fed as a pilgrim?—I fed myself; pilgrims almost invariably do. It is very rare—in fact I have never met a case—for the pilgrims to be fed by the vessel.

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1083. Have you looked through the rough draft of the regulations—they are none of them agreed to as yet, and it is merely a rough draft?—I have.

1084. Have you any remarks to make with reference to any of them?—I have made notes on some points which I thought I might comment upon.

1085. Will you call our attention to the numbers of the regulations and the points that you have to refer to?—In Regulation 3 there is just a point which, perhaps, you would scarcely consider comes within my cognizance. By that regulation the master is to give notice by telegraph. That would occasionally work rather inconveniently for the master; for instance, in the case of a vessel going from Bombay to Jeddah, the master would have to telegraph from Bombay to his agent to give the 24 hours' notice. Would it not be sufficient that the agent, knowing the coming of the steamer, should give the notice on his own behalf?

1086. The regulation says, "The master may give notice by telegraph to his agent, prior to arrival," but then the point remains that a vessel leaves Bombay two or three weeks before she is likely to embark pilgrims at Jeddah, and I should think it very doubtful whether the Ottoman authorities would take two or three weeks' notice; therefore the notice would have to be given through the agent. I do not see in what way that can be modified; can you suggest anything?—That was just a point that occurred to me; I have no special suggestion to make.

1087. Now, your next point?—In regard to Regulation No. 4, it states that, "After receiving the notice the prescribed authority, or a person duly authorised by them, shall inspect and measure the ship at the expense of the master." It seems to me from that and other passages that there is no direct instruction saying when the certificate is to be issued. I thought it required something there to this effect: "and shall thereupon issue a certificate stating the number of pilgrims."

1088. I do not think it is for us to insist upon the prescribed authority furnishing the ship with a certificate. When we measure ships in Great Britain, for instance, under the Passengers Acts, they are measured by the Emigration Officers, and we do not give a certificate to say how many they shall carry?—There is, I think, no authority of that kind in Bombay—I speak, of course, of the port that I have had personal experience of, but a certificate is granted stating the number of pilgrims the vessel is permitted to carry.

1089. Yes; but do you not see that paragraph (2) of Regulation 4 says, "If the master produces a certificate of measurement granted by any competent authority," that is to say, if he produces at Jeddah a certificate granted in Bombay, or a certificate granted in this country showing what the measurement of his ship is, and therefore for how many passengers it is available, that is to be accepted?—Yes. You think, then, that the regulations need not necessarily describe whence the certificate is to come?

1090. I do not think so. The regulation says, "If the master produces a certificate," he will take care to produce the certificate of his measurement. You must remember that at this present moment there is nothing to compel the Board of Trade or their officers to take these measurements and grant a certificate. That is something which must come after the adoption of these regulations. I have no doubt whatever that the Board of Trade will not object when an owner calls upon them to measure his ship for this purpose. Will you take the next, please?—In Regulation 5 the authority has to be satisfied that the ship is provided with a sufficient number of boats; how would that number be determined. I think that would be a very important question for the shipowners.

1091. We must leave that to the prescribed authority. If we were to determine it here, if it was a matter to be absolutely determined in this country, we naturally should say that the vessel must have the boats required by the Life Saving Appliances Act. To do that would so enormously increase the cost of carrying pilgrims, that I think you may take it for granted that steamers generally would cease to carry them. Therefore I think we must leave it to the prescribed authority to judge what is reasonable in that respect, without enforcing all the provisions of the Life Saving Appliances Act?—Then as to paragraph (b) of Regulation 5; I have made a note in respect of the food-supply. I do not think there is any need for any but such as may occur through the unexpected protraction of the voyage by quarantine.

1092. You will see that is provided for the next paragraph?—It seemed to me that this was intended to necessitate the supply of food always.

1093. No; that is dealt with later on as you will see if you will look at the proviso. It is only in case under any circumstances the ship might have to supply the food; otherwise if the passenger supplies it, the ship is not obliged to do so except under Regulation 6 (1)?—I thought Regulation 6 (1) made quite ample provision for food.

1094. As the Indian Government really propose a scale for the food from India, I do not think it would be desirable that we should strike out all provision as to food if the ship supplies it. I think everything necessary is comprised in the proviso at the end of Regulation 5, and also in Regulation 6 (1), which says that there must be sufficient rice to provide for the pilgrims; but perhaps later on we shall have to determine what is sufficient?—Yes. Then I pass on to Regulation 8, which says, "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." Ascertaining the number of pilgrims on board was a point which I wrote a good deal on when describing the pilgrimage. I pointed out in some articles specially written that the method

then adopted was very imperfect. The steamer in which I first travelled, the *Guy Mannerling*, had a certificate to carry 975 pilgrims on the scale of 9 superficial feet to each, but the crowding on board that vessel was very excessive.

1095. In what year was this?—She left Bombay on the 20th December 1875.

1096. That is going back a very great number of years; they have greatly changed since then?—I think it was exactly the same regulation as now.

1097. Do you mean as to space?—Yes; there is the same space proposed in these draft regulations,—9 superficial feet.

1098. Yes; but all I can say is that 9 superficial feet and the cubic contents of the space given will not overcrowd any vessel. I know what that really amounts to in passenger ships. If she had numbers on board in excess of 975, or if she was not properly measured, she might have been overcrowded, but I cannot understand her being very greatly crowded if she was properly measured, and if there were no people on board in excess of the number. I suppose you cannot give us information upon that point?—As to that, what I wrote at the time was, "When at length everything was right, the Custom House officers came on board, and the process of reckoning the passengers was gone through, the result being that there were declared to be no more than 975 pilgrims on board, that being the number for which the space of 9 superficial feet per man was provided on board. I am not a position, nor do I wish, to contradict the assertion that the ship carried no more than the regulation number of passengers, but I do state most emphatically that she was crowded to excess." Then I go on and give some description of the condition of things on board.

1099. Before we leave that point let us take an example, say, for instance, that the bunks are 6 feet in length—I am supposing there are bunks, but there are not of course in a ship with pilgrims?—There are not.

1100. I merely want to illustrate the number of superficial feet; instead of pilgrims suppose there are other passengers on board, and that they are provided with bunks; the between-decks generally now average 7 feet in height, but say it is 6½ feet, we will take it at a moderate amount; so far as the bunks are concerned there are two passengers carried in the same space, one above another; now that would give you 39 cubic feet each?—Yes.

1101. Now you see the allowance here is 54 cubic feet each; therefore, instead of having 78 cubic feet, which would be the space for the two bunks, you would have 108 cubic feet. Surely with 108 cubic feet for two passengers you cannot consider there is excessive crowding?—No, I should say that space would be ample, but I think the difficulty which arises here is that the pilgrims as a rule carry a very large quantity of baggage, which takes up the space.

1102. That is another question; how are you to get over that difficulty, because we are informed that the pilgrims do not care to part with their baggage, and the officers have a very great difficulty in striking even the heavier portion of it down below?—It is a very great difficulty.

1103. Even supposing they have space?—They have very great difficulty in dealing with that, and the only suggestion I could make as to that would be that a portion of space should be separately accounted for and allowed for the heavy baggage in reckoning the space provided.

1104. I do not see how you are to do that?—As a sort of drawback on the space.

1105. They would object just as strongly, would they not, to be separated from their baggage at all; even supposing you measured a space off from the ship for the reception of the heavy baggage, they would object to the baggage being taken away from them?—I do not propose to take the baggage away from them. What I propose is this: we will suppose the space for the pilgrims is measured, and the space, we will say, is equivalent to 500 pilgrims, I would take so many per cent. off the number to allow for the baggage.

1106. Will you be good enough to tell us what space you would take off for the baggage of the 500?—I am afraid that would require a little working out.

1107. It appears to me that it would enormously increase the cost of the passage. At this present moment owners are receiving, I am told, less than £3 for each pilgrim, and if you are going to largely increase the space, are you not going to the extent of killing the traffic altogether, and obliging the pilgrims to proceed overland, or in small numbers in country buggalows?—Yes; there is certainly that difficulty.

1108. The Indian Government, you see, are strongly opposed to increasing the space, and it certainly appears to me to be sufficient; of course there is the difficulty of the baggage, but I do not see how that is to be got over. You know you cannot ask for all that you may wish for in this or in any other trade?—That is so.

1109. You must only ask for what is reasonable, and what you are likely to be able to effect?—Decidedly.

1110. Have you any further remarks on that subject?—In regard to that, I pointed out in my article that the method of counting, as then in vogue at Bombay, which was subsequently altered, was very imperfect, and I think as a rule it generally is.

1111. I do not think we wish to know what it was, but can you tell us what it is; do you say it is imperfect now?—What it is at the present day I cannot say, but I think there is need for a provision, unless some has been made in the interim, which should secure an accurate

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Mr. A. H. Brown. method of counting. In regard to that, I made a proposal at the time which you might find worth considering; it was that the number of pilgrims should be limited by requiring all the tickets issued to receive an official stamp, and that only a number of tickets equivalent to the number for which the steamer was certified should be so stamped. For instance, a charterer in Bombay charters a steamer to carry 900 pilgrims to Jeddah, he would take his printed tickets to the pilgrims passage office, and they would be stamped to the number of 900 and no more.

1112. You see at this present moment the sanitary authority at that port has to enter the number, but we are informed that at Jeddah, in spite of these tickets, the people swarm on board the ship in every direction; they come off in boats, and the ship's crew are utterly unable to prevent their boarding the ship, and although it is of course contrary to the wishes of the steamship owner that he should carry any pilgrims who do not pay their passage money, we are told that they very often have to carry a large number of people from whom they receive nothing whatever. Do you know anything of that?—As a rule there are a number on board who have paid nothing. To provide for that, my suggestion would be that all the pilgrims and their baggage should be passed into the between-decks as they come on board, and not allowed up again until the vessel's deck is cleared for going. That is the plan generally adopted with the steerage passengers on some of the American lines, and it is found to work very effectively.

1113. Yes; the between-decks are cleared?—They are cleared, and no one allowed there except passengers with tickets. Porters are allowed on the American lines of course, as they can easily recognise the porters, for they are generally the company's men; but in Bombay and other ports it would be necessary to provide them with a badge or something to distinguish them.

1114. I am not sure that there is not something in that suggestion that the passengers should be kept on deck until such time as they show their tickets, and should then go one by one below. That might be a way, possibly, of getting over the difficulty. That is a question that we will consider. Will you please go on?—The last paragraph of the 8th Regulation says the master shall "Before any passengers leave the ship, produce the statement or additional statement." Once the doctor goes on board at Jeddah, it is very difficult to prevent people leaving the ship. The vessels arriving in Jeddah are entirely surrounded almost as soon as they drop their anchor by the boats waiting to take the people off, and the moment the doctor's foot touches the ladder to go on board the ship is simply stormed on every side—it is marvellous. The men get up the side of the vessel, and straightway the baggage is over the side, and the pilgrims hustled after it as quickly as they can be got out. In the case of the *Guy Mannering*, for instance, with her 975 pilgrims, I think she was completely cleared in less than half an hour of baggage and everything.

1115. What modification do you propose?—I do not think what is here proposed can be done; it would be inoperative.

1116. (Mr. Warburton.) When you did the pilgrimage there was no calling at Kamaran, was there?—No.

1117. Would not that call remedy the difficulty because the vessel would not be allowed to leave Kamaran until the pilgrims were declared to be healthy; and it is only a very short distance from Kamaran to Jeddah?—Very.

1118. Then she would not leave Kamaran until she had a clean bill of health—until the pilgrims had performed their quarantine. Would not that get rid of the difficulty?—Yes, that would get rid of it.

1119. It would?—Yes, entirely. This clause could then be complied with, and there would be no difficulty whatever about it, and the pilgrims might be cleared out as quickly as possible.

1120. You are aware, I suppose, that they are obliged now to perform quarantine at Kamaran?—I thought that only applied in the case where quarantine was necessary.

1121. They are all obliged to call there?—I was not aware of that.

1122. (Chairman.) Still, that would rather tend to show that this regulation wants altering, would it not? You see it is, "When a ship arrives at her port of destination or at any port or place at which it might be intended to land passengers." That would require to be modified, and I will make a note of it, and we will consider it. Now will you take your next point?—The next two pages I have passed, but in regard to Regulation 13 I would suggest provision for the separating of a part of the between-decks for the use of females only.

1123. (Mr. Johnson.) That is provided later on, I think?—I thought not.

1124. (Mr. Wollaston.) Only for the latrines, I think?—I think only for the latrines.

1125. (Chairman.) I am afraid there would be very great difficulty in carrying that out?—They generally make an attempt to do it necessarily in a very rough way, by putting up blankets and articles of that description and fastening them up in the best way they can. What I would suggest would be canvas hung round as a curtain for the women.

1126. (Mr. Wollaston.) For the pardah-nishin women?—Yes; that could be put up at any time if there were many women on board, and space could be given for it. I think, as a rule, the officers in charge of the arrangements would have no objection to that.

1127. (Mr. Johnson.) I see that what I had in my mind is in the Straits Regulations. In those regulations there must be separate quarters for females, except in the case of married women. That applies to pilgrims as well as to other passengers?—As a rule the women going on pilgrimage are married; the exception would be women travelling with their families. Mr. A. H. Brown. 13 April 1893.

1128. (Chairman.) Do you suppose that the husbands of these women would permit them to be separated if they were married?—Yes, they would prefer it.

1129. Would they?—Yes, they would prefer it very much.

1130. I should have thought they would have objected?—No; they are accustomed to the harem system on shore—to the seclusion of the women at home. I do not think it would be possible to have anything of a permanent nature on board, because the proportion of females would vary very much.

1131. I will put a query against that regulation and we will make inquiries. Will you kindly go on?—In regard to Regulation 14 it occurs to me that there might be some difficulty in providing the clear and connected space to the extent specified. It seems rather a heavy demand on the ship.

1132. But it was a much heavier demand before, because it demanded that the whole of the deck should be kept clear. The proposal was, "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." Now, all that we are asking is that there shall be a clear and of course a connected space on the upper deck "containing at least 5 superficial feet for each passenger irrespective of their age;" that is very greatly in favour of the shipowner as compared with the original proposal; is it not?—Viewing it in that way it is; but I thought that under the old regulations both decks were counted for space for the certificate.

1133. No, there must always be a space on the upper deck; it is only the space in the between-decks that is considered. Will you go on, please?—In regard to Regulation 16, which refers to the provision for washing-places, I would suggest that the regulation should be so altered as to secure the use of places in the nature of what they call *ghusl-khanas*, in which the Muslims can make in privacy their religious ceremony of ghusl, that is the washing of the whole body, which requires the individual to be practically naked; he simply wears his waist-cloth, and has to stand erect. On two or three vessels which I have been on, the washing-places were not of that description; they were little more than 4 feet in height. I think they ought to be carried higher.

1134. I should like to have that definitely rather than indefinitely. It is very easy to put in the measurement of these washing-places. The regulation reads: "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." We have altered the next sentence with reference to hand-pumps, and propose, "and arrangements must be made to enable them to obtain a sufficient supply of water. The size of these washing-places shall be —." Now, what should they be?—The height all round should at least be 5½ feet.

1135. I am thinking that it would be desirable that they should be higher than that?—That would be the lowest.

1136. In the south-west monsoon they would not be protected to any great extent by the bulwarks of the ship if they were much higher, 5½ feet seems rather low, for some of those natives are tall men, are they not?—Yes, but as regards their heads it does not matter, as long as from the shoulders downwards they are not visible to those on deck.

1137. You would not cover it on top then?—Not necessarily, I think.

1138. What width ought it to be do you think?—I should think 3 feet would be ample.

1139. Three feet square?—Three feet square, except for the females.

1140. And for the females?—It would probably require to be double that in one direction.

1141. Why, I do not quite understand?—Because they cannot undress so conveniently.

1142. I will put that down for consideration. I think this is your view: 3 feet square by 5½ feet in height for the males, and for the females 3 feet by 6 feet by 5½ feet?—I should think about that.

1143. Will you kindly go on?—In regard to the bathing-places I would also suggest the provision of something like hooks or a small shelf in the corner to place the clothes on. I have not seen anything of that kind on board any of the vessels.

1144. I am afraid we could not go into a matter of detail of that kind; do you not think that that must be rather left to the people themselves? It is very difficult in instructions or regulations to go into matters of minor detail like that?—Yes.

1145. Will you go on?—As to Regulation 17, I agree with the note which I have in my copy that "two seats for 100 passengers appears insufficient."

1146. We have altered it to four?—Yes, and that was the number I was prepared to suggest; four for the first hundred, and two for each additional hundred.

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1147. I cannot think that there should be less than four seats for every 100 passengers on board; one for every 25 passengers is little enough?—It will take a large quantity of space.

1148. Will it? Not unless there is an enormous number of passengers on board; there are not very often now-a-days, I fancy, much over 600 or 700 passengers?—That I should think would be about the average.

1149. Take the largest number 700, that means 28 seats, and you may take it the seats would occupy, I suppose, about 9 inches, not very much more than that, say a foot, in width?—Yes.

1150. That amounts to nothing; if you have them on each side of the ship, it will not occupy much space. Please go on?—Then as to the construction of the seats. I travelled in one vessel in which they were constructed on the European plan, which is not adapted to the natives of India and other oriental countries.

1151. We have had very extensive recommendations as to what the seats shall be, but that is a matter of detail which I think we must leave to the ships and to the officer at the port of embarkation?—Yes; Regulation 19, I think, as originally drafted would be unworkable.

1152. We have altered it to this extent: "The heavy luggage of the passengers shall, if necessary, be deposited in the hold of the ship"?—I think that would meet it.

1153. We are told that in many cases the officers would not be able to get it away from the passengers, and that in some cases there would be no room in the hold?—The great difficulty is that the pilgrims, as a rule, do not know what luggage they want during the passage.

1154. Have you anything further to say?—Those were the only points I have noted.

1155. (Mr. Johnson.) You say that the passengers always take their own food; have they any difficulty in getting their food at Jeddah for the return voyage?—None, except when they have run short of money.

1156. They are charged pretty heavily for it, I suppose?—The prices are always high during the pilgrim season in the Hedjaz.

1157. They do not take enough food from India for the return voyage as well, I suppose?—No.

1158. And they have to buy it there; but there is no difficulty in getting such food as they require?—None, I think.

1159. That is if they pay enough for it?—Yes; as I say, there is no difficulty unless there is a financial difficulty; that is the only one.

1160. (Mr. Wollaston.) It was in 1875 you went, I believe?—Yes.

1161. Did you go from Bombay?—Yes, from Bombay.

1162. To Jeddah?—To Jeddah.

1163. And returned from Jeddah to Bombay?—Yes.

1164. In each case as a pilgrim?—In each case as a pilgrim.

1165. As a Muslim?—Yes.

1166. And then on landing you went from Jeddah to Mecca?—Yes.

1167. And Medina?—Not to Medina.

1168. The bulk of your remarks I gather have application from Bombay to Jeddah rather than from Jeddah to Bombay?—Yes; but then whatever regulations would be in force from Bombay to Jeddah would be naturally in force on the return voyage.

1169. That may or may not be; but I want your views on the return journey from Jeddah to Bombay. Speaking generally, did you consider that pilgrims were miserable and uncomfortable in a bad way in fact, on board ship?—They were so, most decidedly, in the *Guy Mannering*, going to Jeddah, and on another vessel, one of the Austrian Lloyd's, that I went in a subsequent year; they made the passage in the same way; they were uncomfortable, but it was chiefly from the necessary suffering of people who are not accustomed to life on board ship, and from the absence of conveniences which they could not possibly be provided with.

1170. And therefore there was no remedy for it?—It is perfectly hopeless to attempt to make the passage a pleasure to them—absolutely hopeless.

1171. Or a fairly comfortable trip?—They were fairly comfortable. My experience is that all the officers of the vessel always do all they can to make them comfortable.

1172. Should you say that overcrowding existed to any appreciable extent in your day?—Decidedly.

1173. But you have no experience since 1876, I think?—Not later than 1878.

1174. In regard to food, opposite Regulation 6 there is a scale of rations prescribed. That is the scale at present in force in India, and it is proposed to make that applicable to Jeddah on the return voyage. Have you got that scale before you?—I have.

1175. Do you agree to it? Are all those things procurable at Jeddah?—Rice, flour, ghee, and onions are, and I think most of the condiments, and salt, and firewood.

1176. Firewood especially I want to know about?—Yes. They could, I think, all be got at Jeddah, but I should say that if a vessel anticipated having to lay in a stock at Jeddah, it would be wiser to get it somewhere else, for they would probably have to pay double prices at Jeddah.

1177. You say the pilgrims bring their own food; that applies to the journey from Bombay to Jeddah, but does it also apply to the journey from Jeddah to India?—Yes.

1178. Do they in the return voyage bring their own food?—Yes.

1179. It would not rest with the ship to provide it then; it would be the pilgrims who provide it?—The pilgrims provide it. The great bulk of the Muslim people on all parts of the pilgrimage will not eat food which has passed through the hands of anyone of any other religion.

1180. Then I gather from your remarks that you would not consider the scale of daily rations as applicable to Jeddah?—No.

1181. (Mr. Johnson.) But it is not intended to apply if the pilgrims get their own food?—Of course there are vessels which call at Jeddah on the way from England to India and other ports, such as the British India Steam Navigation Company and others, who would have to take in any provisions of that kind either at Jeddah or previously at this side of Jeddah.

1182. (Mr. Wollaston.) Are there not at Jeddah—I am speaking now of the return pilgrimage time—a not considerable number of vessels which are not what I call regular liners equipped for pilgrimage, but which find themselves there and take a lot of pilgrims on board?—Canal-wallahs very often turn in at Jeddah.

1183. How do pauper pilgrims get back to India or the East?—I think I can tell you better how they get away from India. They depend as to their food on board entirely upon the charity of the other pilgrims.

1184. The richer pilgrims?—Yes, entirely.

1185. To some extent, as far at least as I know, they equally depend for getting back upon the same source; that is to say, when in Jeddah after the pilgrimage is over, while waiting for the steamer, they get some charitable richer pilgrim to provide a passage for them, and to allow them to accompany him as a servant or something of that sort?—Yes. Then they very often get passages given to them by the charterer. If the charterer finds his time of sailing is approaching, and his tickets are not sold up, he will very often give them tickets, or if he has had a successful sale, and got good prices for a quantity of tickets, he will give a few tickets away as a charity.

1186. You are talking now of the native charterers, are you not?—Yes.

1187. Not of the European liners?—I am afraid the European would not do it as a rule.

1188. Do you know that the Ottoman Government oblige shipmasters to take a certain number of pauper pilgrims on board?—No.

1189. (Mr. Warburton.) When drafting the proposed new regulations in 1888, there was a proposal to that effect, but the Constantinople Board left the question for future consideration.—It would be difficult to make any regulation of that kind at all applicable to ship-owners, because, as a rule, the vessels which go from Bombay to Jeddah, say, do not of necessity go back to Bombay; they might come on to Tangiers, or they might go up the Persian Gulf.

1190. (Mr. Wollaston.) Have you any idea, roughly speaking, how long the ship would have to wait from the time that she touched at Jeddah and landed her pilgrims if she waited to take them back again?—The pilgrim boats are arriving during a period of nearly three months.

1191. Pilgrims arrive much before the Hady, do they not?—Very much. The present month, Ramadhan, wealthy pilgrims endeavour to spend in Mecca; then there is the month after that before the pilgrimage.

1192. The pilgrimage itself is only a matter of three or four days, except you include getting there?—Eight days is the shortest time in which it can be properly accomplished from Jeddah.

1193. Yes, from Jeddah?—That is counting the day of arrival and the journey up

1194. I was alluding to Mecca itself?—That would be as you say.

1195. Then with regard to washing: can you tell the Committee the rule about washing. Am I right in saying that after they have put on the sacred garment they do not wash until the pilgrimage is over?—They do not wash then until the pilgrimage is over except the religious ablutions—the wuzu and the ghushl—which are mere perfunctory performances.

1196. Which they do with sand?—No, with water—with water always.

1197. But if they cannot get water?—If they cannot get water then with sand, but that very rarely occurs.

1198. Then as a matter of fact on board a ship coming and going they all wash?—Yes, and should be particularly strict about washing. On the day on which they pass Lam-Lam, the mountain which is the land-mark of the holy territory, every pilgrim on board is bound to make ghushl, that is, to wash the entire body.

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1199. What about the pardah-nishin women. What do the captains do. They have to secrete those women from observation, have they not?—They simply let them do what they please themselves.

1200. Which is what?—Put shawls and blankets or anything of that sort round. Failing that—

1201. They make no provision?—The women simply wear their apparel all the time.

1202. Practically no provision is made?—No provision is made by the ship—never in my experience.

1203. Does not that lead to discontent?—It is always a source of dissatisfaction. As soon as the vessel is fairly out and they are able to go about, they go in search of a place where they can make a harem and put their women in.

1204. What about native seats and European seats for latrines. What is the practical difference?—Ours is literally a seat, but the natives invariably—I may best express it by saying squat—sit on their heels. The best native arrangements that I have seen were those in Jeddah, Mecca, and other towns. Presuming that (illustrating) is the place, there is simply an opening in the ground; in effect it is the old privy system of England; this would be simply an open space, and the native gets one foot here and the other there.

1205. That is on land?—On land. If you use an English seat, a raised seat, they invariably get on the seat.

1206. What I want to get your opinion on is whether, admitting that proper sanitary arrangements are made, natives practically would very much bother about it, and however good and satisfactory the regulations might be, they would violate them?—I think that is so.

1207. So that you hold that if proper arrangements are made it would be satisfactory?—Yes. The only people who would do anything of that kind would be the very lowest type of native, and such a man would probably only do it in the event of his being upset by sickness on board.

1208. Which is not infrequent?—Very common indeed among them; they generally suffer pretty badly.

1209. Now about cooking their food: they generally bring their own little pots and pans to cook it in, do they not?—Yes.

1210. And all that the Government would have to do would be to see that a proper caboose is provided on a ship whereon they could place their pots and kettles?—Yes; that is all. In all the ships I have known they have generally gone further and provided coppers for keeping up a supply of warm water.

1211. Now with reference to Regulation 18: do you deem it necessary to have the culinary and other appliances and fittings mentioned there?—No; it would not be at all necessary. It would be advisable to provide means of cooking large quantities of rice to meet the possible contingency of the vessel being delayed in quarantine by accident, or anything of that sort, but probably in the majority of vessels, for instance, I should say in all the boats of the British India Steam Navigation Company, they would have all those things as part of their usual outfit—they would use the ordinary ship's coppers for it.

1212. But all cooking must be done by Muslim cooks?—As a rule.

1213. More than as a rule. A necessity, is it not?—Not a necessity; it is not by any means a necessity of their religion, but some choose to consider it one.

1214. Especially after the Hadj?—The better class Muslims do not consider it necessary; the better class Muslims eat food prepared by a Christian or a Jew.

1215. (Chairman.) They have really borrowed the practice from the Indian castes, have they not?—That is it.

1216. (Mr. Wollaston.) But they must kill their own meat with the Bismillah. They would not eat meat killed by a European without the Bismillah, would they?—They do as a fact.

1217. But they ought not to do so?—They ought not; they do eat meat so killed, but they ought not—as a matter of fact they do. There are numbers of Muslims stopping here who never object to it in the least, but they prefer the Jewish meat if they can get it.

1218. Here in England?—Yes.

1219. I beg your pardon. I thought we were talking of the pilgrims?—The laws of the religion are the same in each case, but the bulk of the pilgrims of course are the most prejudiced and fanatical of Muslims.

1220. And more particularly on the return journey after the Hadj than before?—I think they are—certainly in the majority of cases.

1221. Supposing the Government were to make it imperative that a vessel laden with pilgrims going from the East to Jeddah and arriving at Aden and finding itself hopelessly wrong as regards cholera, should go back to the East; would that be practicable or impracticable?—Well, I presume as to the ship going back, if they made it imperative it would have to be practicable; but it would be very disastrous to the interests of the charterer and to the pilgrims.

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1222. Would there be any danger? Would the captain be able to do it? Would he or would he not have a mutiny, or whatever you might call it, amongst the pilgrims?—Not amongst the Indian pilgrims I think. About 1878 I think there was a case of a small steamer; the *Tajik* I think her name was, sailing with pilgrims from Jeddah down the Red Sea, and in some manner which has never been known exactly she got on the reefs. The pilgrims on board were principally men from Bushire, Bagdad, and the Persian Gulf, and they murdered all the officers almost instantly.

1223. Why?—They said they ran them on the reef purposely. There were only about eight persons—all, I think, natives—who escaped by jumping overboard and swimming ashore. With pilgrims coming from other countries than India there would be very great danger.

1224. So that, taking it as a whole with regard to the pilgrims at large, would you or would you not make such a regulation?—I would not; I think in any case it would be a bad regulation.

1225. (Mr. Johnson.) You spoke about one of the ships in which you sailed being very much overcrowded, though the officials said they only had the proper number on board; in those days the children were only allowed half space. It is now proposed to give children the same space as adults; what do you say to that?—That would be a decided improvement.

1226. Would that make a very material difference? Are there a sufficient number of children to make a material difference?—The percentage of children would vary of course, but there would always be a considerable number, perhaps 5 to 10 per cent., of those on board.

1227. (Mr. Wollaston.) What is your experience in regard to pilgrims flocking on board at Jeddah? Is it within the power of the captain to stop them climbing up his ship, and getting on deck anyhow they can?—Do you mean the boatmen?

1228. No; I mean the pilgrims coming back. Can they get on board without having tickets?—Not if the captain makes any adequate arrangements.

1229. Then you consider it is in his power to make them?—The pilgrims come off in separate boats, and each boat would at the outside have 30 or 40 persons on board, and that would be a very large boat.

1230. (Chairman.) We have been told in evidence that they flock on board, in large numbers and at all parts of the ship at once, so that the captain is powerless to prevent it?—I know that that is the case as regards the boatmen coming on board to take the pilgrims off, but certainly I never found anything of that sort when the pilgrims came on board.

1231. Suppose that one of these steamships breaks down and a lot of pilgrims are on board; what quantity of rice per head do you think is sufficient to feed them, providing they have nothing but rice to eat. In other words, supposing that we insist upon a certain quantity of rice as a stand-by, what ought to be the daily ration of rice to the pilgrims after the vessel has broken down?—I am afraid I cannot give you a sound opinion on that; that you would get I should fancy from Indian dietary tables.

1232. We have got the Indian dietary table here. In the case of a vessel breaking down you would not require all the things which are enumerated in that table, and the only question is how much rice you would require. One pound of rice daily is the quantity stated there, but then you see there are also four ounces of ship's biscuit and four ounces of pulse, together with ghee, onions, tamarinds, condiments, and salt—really the important items are the pulse and the ship's biscuit which amount to eight ounces between them?—Ship's biscuit would not be a good provision. Flour would be very much better, because they could cook the flour in their own way.

1233. I should rather restrict it to the rice. Do you think a pound and a half of rice per head would be sufficient, or that it ought to run to two pounds?—I should think a pound and a half would be ample.

1234. Per day per passenger?—Yes. If you take in young and old it would certainly be ample.

1235. (Mr. Wollaston.) With regard to putting the luggage down in the hold, do you consider that if the pilgrims objected there would be any danger of a riot if that were insisted upon; in short, would you or would you not insist upon it?—I would not insist on that. There would be no danger of a riot in the Indian ports with Indian pilgrims; but with others there would be.

1236. When you talk of Indian pilgrims you do not include those who come down from Afghanistan, I suppose?—No; they are amongst the most turbulent pilgrims, I mean those from Afghanistan and Central Asia, and from Baluchistan.

1237. From Baluchistan they would not be so turbulent; would they?—I am afraid a great many of them are.

1238. If you happen to have Afghans on a pilgrim ship, I imagine the captain would have to be more or less careful what he did?—Yes.

1239. He would simply do it at the peril of his life?—Yes. I made a suggestion at one time in one of the series of articles I wrote on the subject, but I am afraid it would not do for these regulations, to the effect that all pilgrim steamers should have an overhead passage right fore and aft of the vessel to enable the officers and men to pass to and fro.

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1240. (*Chairman*)—That would depend entirely on the construction of the vessel?—The deck is very often so crowded with the pilgrims, that in the case of anything like an *émeute* or a riot amongst the pilgrims, the men and the officers might be entirely separated and find it impossible to get to each other.

The witness withdrew.

Adjourned.

SEVENTH DAY.

Board of Trade, Whitehall Gardens, Friday, 14th April 1893.

PRESENT:

SIR DIGBY MURRAY, BART., IN THE CHAIR

MR. A. N. WOLLASTON, C.I.E.
MR. J. W. WARBURTON.

MR. G. W. JOHNSON.
MR. ERNEST G. MOGGRIDGE, *Secretary*.

Dr. JOHN HENRY WYE called and examined.

1241. (*Chairman*.) Where are you engaged at the present moment?—I am free at the present moment, because last week I came off a ship from New York.

1242. Will you tell me her name, please?—The *Ludgate Hill*.

1243. I believe you have had considerable experience in the carriage of pilgrims?—I have been engaged in that trade five seasons. In one year I was engaged the whole season, and both took the pilgrims to Jeddah and came away again with them. In the other seasons I sometimes went with the pilgrims to Jeddah and sometimes came way from Jeddah with them.

1244. Between what ports?—I have not been to the Persian Gulf, and I have never been with any Indian pilgrims. I have been with pilgrims from the North African ports to Jeddah, from Jeddah to Java, and from Jeddah to Constantinople. I think that is all.

1245. Have you brought no pilgrims from the Straits Settlements to Jeddah?—None.

1246. Nor from India to Jeddah?—No.

1247. I believe you have seen the medical scale proposed by the Indian Government?—Yes, I have seen that.

1248. Have you seen Dr. Nicholson's remarks upon that scale?—No.

1249. This is a copy of his remarks (*handing document to witness*). I think we must give you time to read that?—(*After reading document*.) This would be condensed from the Indian scale, would it not?

1250. I do not think so, but we will deal with that directly. Will you be good enough to tell us in the first instance whether you have had either epidemic or contagious disease on board the ships on which you have served during any of the voyages that you have enumerated?—I remember that we took pilgrims to Singapore at one time, and we had cholera then.

1251. You have taken them from Jeddah to Singapore?—Yes.

1252. Did the cholera break out after you left Jeddah?—Yes, after we had left. I refused one man coming on board the ship carried on the back of another on account of his having suspicious diarrhoea on him. One man died in the port of Jeddah that night, but that was not a typical case of cholera, and might not have been cholera.

1253. How many pilgrims had you on board during that voyage?—I think about 600.

1254. Out of that 600, how many were attacked by cholera?—We had $2\frac{1}{2}$ per cent. of deaths on the whole set, and there was a very small percentage of those that I could declare to be really cholera cases.

1255. That is, 15 died?—Yes; I enumerated them afterwards, and I found that about $2\frac{1}{2}$ per cent. of the whole bulk of them died, but there was a very small percentage of those deaths that I could declare to be really due to cholera.

1256. It may have been a very bad form of dysentery or diarrhoea?—Yes. Again, some of these deaths are supposed to come from the extreme hardships the pilgrims have to undergo. There is always a certain allowance made for that in the pilgrim trade.

1257. Have you any use for medicines in the pilgrim trade, other than those that are required in the case of epidemic or contagious diseases?—No; I know of no special thing particularly for pilgrims, apart from any other classes of persons.

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1258. Would the pilgrims be at all inclined to take medicine unless they were attacked with cholera, small-pox, or some very virulent disease?—A great many of them will take medicine; but an Indian or an Eastern man, when he is getting, as they say "make dead" or near his end, will not take medicine. But that harmonises with our Western ideas, for there are lots of men here, especially elderly men, who will not worry a patient with medicine if they know that really nothing can be done for him.

1259. I think you are hardly following me. What I am asking you is whether these people are at all likely to come to you for medicine for comparatively trifling complaints?—No, not as a rule. But they appear to be getting more educated in that way; formerly it was a very rare thing for them to come for medicines, but year after year they appear to come more and more for them.

1260. For what kind of complaints? You can probably give us some illustration?—They will come for coughs, for colds, and for diarrhoea; and I have known them come for other things. A small sprinkling of them will come, just like Europeans.

1261. Now, will you give us your opinion of the scale which is proposed by the Indian Government? What we wish to know is whether you consider that the scale of medicines laid down by the Indian Government is excessive, or not—by "excessive" I mean more than you, with your experience, would require for a voyage with pilgrims?—The scale of medicines can be reduced very low.

1262. Very low?—Yes, it can—very low.

1263. Then you are of opinion that this scale is excessive for the particular purpose we have in view?—Very little as a rule is necessary. You go out with your medicine chest, and it is astonishing what a little portion will go to over a thousand pilgrims—your crew of 16 people will take the most.

1264. Pardon me, I really must ask you for a definite answer. Are you of opinion that the scale of medicines laid down in the proposed regulations is an excessive scale; that is to say, does it contain a greater quantity and variety of medicine than you yourself would consider requisite if you were carrying a cargo of pilgrims?—To give relief and to ease a man to a certain extent, all these might be beneficial, but at the end of a voyage I think you would see very little difference whether you had this scale reduced very much or not.

1265. Then, in other words, you think that the scale as proposed is an excessive one?—Yes; unless you mean to ease the pilgrims, or to keep them alive, or produce any real lasting effect for a year or something like that afterwards.

1266. It is not a question of a lasting effect; I want to know whether it is too great a quantity of medicine for the cargo of pilgrims that the ship has to carry?—As I have travelled with pilgrims, I should think that it is. I should say it is unnecessary until they get more educated to the use of medicine. Year by year they are coming to take more medicine, and those who speak English will often come and ask for certain drugs.

1267. Can you procure at Jeddah such drugs as are laid down in the scale proposed by the Indian Government?—I should not like to offer an opinion as to what supply they have in Jeddah. Jeddah is a curious port, and I have never laid in a stock there.

1268. I suppose some of these "tramp" ships which are simply taken up at Jeddah for the return voyage would have some difficulty in procuring all those drugs, unless they were to be had at Jeddah?—I think very likely they would have a difficulty there, judging from what I know of what the Muhammadans use among themselves.

1269. Will you turn now, please, to the paper which has been prepared by Dr. Nicholson, and tell the Committee whether, in your opinion, the medicines which are there recommended are sufficient, or whether you think certain other medicines ought to be added?—The pilgrims appear to be taking medicine more and more every year, but formerly there was no medicine required for them; we did not attempt to lay in medicines for them; yet now and again they do come for a little.

1270. The question is, is Dr. Nicholson's scale sufficient, or is it insufficient?—Hardly any medical man, if he was going out with a ship, would not like a little more than that; but I do not think there really would be anything lost if he did not take it.

1271. But still you say that the surgeon in charge of the ship would wish for more?—Yes, he would wish for more. But then surgeons are believed to practice and to work with the idea of doing something. They try and try, and they give you a variety of things, and they find that there is often very little good got by the things they give. There is a great deal of scepticism in medicine among the medical profession when it comes to practice—especially in the case of those people to whom you cannot give it regularly. Of course if you bring them into hospitals, it is a different thing. When you see a man irregularly, two questions arise. Whether the medicine could have the desired effect, and whether you can give it to him in such a way that it would have that effect.

1272. I notice that Dr. Nicholson's scale does not include medical comforts; do you not think there must be a certain amount of medical comforts on board in order to meet cases of serious illness?—I have lived in countries where you could not get them, and I could bring up witnesses—very eminent men in England—who have used spirits and have also gone where they could not get spirits, and have used other things, and have done just as well without the spirits as with them, if not better.

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1273. Supposing that those medical comforts were on board, could the passengers be persuaded to take them if they were prepared? I am referring to the sago, the arrowroot, the preserved milk, and the extract of beef?—You are alluding to those things? I was thinking of the spirituous part of it.

1274. There are spirits in the list, but I was thinking of the other part?—I have seen them take the other things from my own hands.

1275. Even though prepared by Europeans?—Yes, I have done that over and over again, and seen that done.

1276. Do they make any fuss about taking spirits?—It would be almost the same with spirits, because when they take these things they do not know one from the other. If they take the one thing why should they not take the other?

1277. When a pilgrim is extremely ill, he will take anything?—If he is not too far gone, and if the others think he is not going to die. Those people very often can tell when a man is going to die. There is one article that Dr. Nicholson has not put in his scale, which might have been put in, and that is, the blue ointment of mercury. That is a thing they all know and they all ask for it. It is a very simple thing, and it is a great deal of help to them all.

1278. Is that because of some trouble with vermin?—That is not for the vermin, the lice; it is for the crab-lice. I see it is not in the Indian scale, neither is corrosive sublimate. I wonder at that, because my experience has been that after giving those things to one or two, others have come and said, "Give me a little of that."

1279. (Mr. Wollaston.) Is what you have just been alluding to a common ailment amongst them?—Yes. Those things work into the flesh here and there all over the body—not simply about the armpits.

1280. (Chairman.) If medicines according to Dr. Nicholson's scale were put on board, would they enable you to take in hand critical cases like small-pox, cholera, and such severe illness; would you have drugs and medicines sufficient to cope with any ailment like that, if you had what Dr. Nicholson proposes?—There are some things not here which are really of importance. Nitre, for instance, is not in either of the lists, but without nitre I do not see how you can treat a case of that sort.

1281. I notice that Dr. Nicholson says laudanum or chlorodyne; ought there not to be both?—They generally give one for the other owing to the opium which is in them. There is prussic acid in chlorodyne, although it is not given for the effect of that; it is only given for the effect of the other things in it.

1282. Do you not think there ought to be laudanum as well? Take severe cases of dysentery, would you not require laudanum in gruel?—Chlorodyne would do as well.

1283. For an injection?—Yes, chlorodyne would answer the purpose.

1284. I did not know that a doctor often gave chlorodyne, except at the commencement of complaints of that kind?—I think myself that it would be better to put the laudanum up than to put the chlorodyne up. That is what I think of the two, because when we give laudanum we know that we are giving that one thing, but with the chlorodyne we are giving other things as well, such as prussic acid. The laudanum is the best of the two; I should never class laudanum and chlorodyne together.

1285. (Mr. Wollaston.) Do I correctly gather that Dr. Nicholson's scale somewhat increased would meet with your approval?—I think so. Talking about dysentery, there is one thing which is not in Dr. Nicholson's scale. He has not got the ipecacuanha and opium mixture here, or Dover's powder. I do not know how he could treat his dysentery cases properly without that.

1286. (Chairman.) It would be perfectly impossible. I think acute doses of ipecacuanha are the regular routine of all doctors in India in cases of dysentery; after everything else has failed them, they always administer acute doses of ipecacuanha?—If you put a person on opium and ipecacuanha, or on any other astringent powder, you will see the difference at once. That is my experience, and that of many others, all over the world.

1287. I see in the Indian scale they have ipecacuanha powder and opium powder. I am quite certain from my own Indian experience that those two things cannot be dispensed with?—Dover's powder is better than all the other astringent powders. I cannot myself testify as to the use of ipecacuanha in dysentery. I have used it a great deal in fevers, but in dysentery I have used Dover's powder.

1288. Does Dover's powder consist of ipecacuanha and opium?—Yes.

1289. Is there no calomel in it?—No; it is one of opium, one of ipecacuanha, and eight of sulphate of potash—practically 10 grains; that is all that is in it. If Dr. Nicholson has ever been to India, I cannot understand his leaving it out.

1290. There is another medicine which appears to me to be absolutely necessary, especially when patients are recovering from dysentery and are more or less convalescent; and that is James's powder?—You know it is antimony, and antimony acts on the skin; but it is a lowering remedy, and if you give one man an emetic of antimony and another man an emetic of ipecacuanha, you will see that one man will be more lowered than the other.

1291. Is there not more or less calomel in that?—No; the nearest preparation to that which we have got in the Pharmacopœia is that pulv. antimony compound, but you cannot give

as much antimony—as big a dose—as you can of James's powder; in fact it is said that James wrote the receipt in such a way that it could not be made up.

1292. I have made a mistake; I was alluding to grey powder. Ought there not to be some preparation of mercury on board, either calomel or some other preparation?—Looking at the fact that a pilgrim may take a dose to-day and not to-morrow, and that you may never see him again, that is why, I think, calomel has not been put in. You might put in podophyllin instead. If you give a man a dose of podophyllin, it would not be necessary to see him the next day; but if you gave him a dose of calomel it would be, for it might make him worse. In former times, when there was no hospital, it was very difficult in a ship with over 1,000 men to find your man again the next day.

1293. Will you kindly add to Dr. Nicholson's scale all the other medicines which you think ought to be added, and let the Secretary have the scale as revised by you?—Yes.

1294. (Mr. Wollaston.) From your experience on pilgrim ships, should you say that the cases of illness are more than, or about the same as, on an ordinary passenger ship with a like number of people on board?—A pilgrim comes on board under different conditions altogether. You see he has saved his money for years and years, and it may be that he is worn out. He has got to get to Mecca, and he has come through hardships and everything. That necessitates a great deal more, not of sickness, but of disease in one sense. Even if he has a sore leg or this or that the matter with him, he will bundle it up and go off. In that way there would be more disease with them; but they are a tough hardy race, and do not appear to be so sick as they are, and they will often travel with more sickness than another person would.

1295. I gather, then, your view would be that no legislation on the part of Government would materially lower the rate of death or the severity of the illness?—Whether by adding to the scale you would get a better effect at the end of the journey in the way of comfort, or whether you get a better effect judging by the lives,—is that what you mean? Because when you rate the health of a city, you rate it by the death-rate, you do not rate it by the sickness.

1296. The object of my question was this: if it be conceded that these men come on board old and diseased, and practically go to Mecca and die, no action on the part of Government can altogether stop the misery and wretchedness that must take place?—True, but I beg your pardon; they do not go to Mecca to die: their object is to get to Mecca once in their lifetime.

1297. Excuse me, I said they go there and die?—Yes, they do.

1298. (Mr. Johnson.) Referring to a remark that you made, if you will look at Regulation 15 you will see that there is a proposal for a hospital?—Yes; I have gone all through the regulations, and I saw that.

1299. (Chairman.) Have you any remarks to make about that regulation?—I do not understand one calculation here; I do not know whether it is a slip of the pen or not. The proposed regulation says, "It shall contain not less than six bunks, and shall have a superficial deck area of at least 24 feet, and not less than 144 cubic feet of air space." I cannot understand that.

1300. Perhaps I may read to you what we have got down already in connexion with that regulation for the purpose of consideration: "But so long as the superficial area and cubic feet of air space are provided for each bunk; there is no objection to this hospital being sub-divided, or to its consisting of two or more deck cabins. In cases where only a small number of pilgrims are carried, the number of bunks may be modified by the authority who inspects the ship?"—I could not understand how you got that 144.

1301. The Government require for ordinary passengers 18 feet in the lower passenger deck in the trade in which you are at present employed?—I do not think they count the hospitals; you will hardly get as much space as that.

1302. The question is not whether they are in the habit of doing it at the present moment, but whether that is an excessive requirement for a sick person?—I should think that would be big enough.

1303. The bunks are in two tiers, are they not, one above the other?—Yes; that is the most convenient way, and all the hospitals at sea are in that way.

1304. If you take 6 feet by 6 feet, which is not very excessive, that makes 36 feet: the half of 36 feet would be 18 superficial feet; the minimum height which is allowed is 6 feet, half of 36 feet would be 18 superficial feet; the minimum height which is allowed is 6 feet, and 36 multiplied by 6 would therefore give 216 cubic feet, the half of that being 108 cubic feet. That would be the case even for the ordinary requirements of passengers. When in fact, that would be the case even for the ordinary requirements of passengers. When instead of 18 feet the regulation proposes 24 feet, that would give not less than 144 cubic feet for sick people, as against the 108 cubic feet for people who are in perfect health. The requirement now is that on the lower between deck 18 feet must be given for passengers, and 15 feet on the upper between deck. It does not appear to me that 24 feet and 144 cubic feet are excessive for a sick man?—It depends a great deal on the surroundings, and how the deck is ventilated from the outside—it depends a great deal on the ship. I took the 24 feet for the six bunks; I did not see that it was for one person. That, of course, makes a difference.

1305. It is 24 feet for one person, and 144 cubic feet of air space for the same person. Have you any farther note upon the regulations?—They speak of only using two decks of the

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ship instead of three. It makes it much nicer for us on board if they only use the two decks instead of the three.

1306. It is proposed here to use but one deck; do you think it would be fair to insist upon that in the trade from the Mediterranean ports and the ports of North Africa, or do you think that there ought to be rather more latitude in connexion with those ports?—I do not think there would be any difference in the mortality. It is very curious how little the mortality varies in cases where perhaps on some ships down below there is not a porthole or anything.

1307. That is not quite what I want to get hold of. I will put it more definitely: do you see any objection to allow, during the summer weather in the Mediterranean, all the passengers to be carried on the upper deck, provided there is sufficient space for them?—There is only one thing against the upper deck, and that is the chance of being carried away by the seas.

1308. I am asking you during the fine season in the Mediterranean?—Certainly, if there were no seas; the only thing against the upper deck is the chance of the seas washing over.

1309. Exactly; but are you likely to have the seas wash over during the fine season in the Mediterranean—instead of calling it the fine season call it the summer season?—No.

The witness withdrew.

Adjourned to Thursday next at 2 o'clock.

EIGHTH DAY.

Board of Trade, Whitehall Gardens, Thursday, 20th April 1893.

PRESENT:

SIR DIGBY MURRAY, BART., IN THE CHAIR.

MR. A. N. WOLLASTON, C.I.E.
MR. J. W. WARBURTON.

MR. G. W. JOHNSON.
MR. ERNEST G. MOGGIDGE, *Secretary*.

Dr. HARRY PAUL OWEN MANNING called and examined.

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1310. (*Chairman*.) What are you at this present moment?—I have been surgeon for the Ocean Steamship Company.

1311. For how long?—I made one voyage to China and back.

1312. Only one voyage?—Yes.

1313. Did you have any illness on board during that voyage?—No.

1314. None whatever?—None, except that we carried some old people, who simply died from old age. We had four deaths amongst the pilgrims, two from old age, one from phthisis, and the other, I think, from paralysis; anyhow, it was from no disease, it was an old-standing affair.

1315. (*Mr. Wollaston*.) Was that voyage from China to Jeddah?—No; we went from England through the Strait ports, then from Hong-Kong to Shanghai, and back the same route; and coming back we carried the pilgrims.

1316. (*Chairman*.) From where—from Singapore and Penang?—From Java, with the quarantine at Kamaran.

1317. Have you considered the proposed scale of medicines?—Yes, I have looked through it very carefully. The Ocean Steamship Company provide a scale for the ship, and then there is another scale which they have to provide for their China traffic, which nearly covers the same ground as the pilgrims' scale.

1318. Which scale are you speaking of?—The scale for the Chinese third-class passenger. They carry Chinese from Singapore to the home ports—Amoy and Swatow.

1319. Then you are talking, I presume, of some Colonial regulation as to a scale?—I am referring to this scale (*handing in document*). That practically covers nearly the same ground as the other scale would; it includes the same drugs and the same disinfectants, which is the most important part, I think, of the work one has to do.

1320. Have you read the statement and scale signed by Dr. Nicholson?—Yes. Practically we cover nearly the same ground; we have in the ship nearly every one of these drugs and the quantities, too.

1321. Do you consider that the scale which Dr. Nicholson proposes is sufficient for the number of pilgrims?—Yes, I think so.

1322. It seems to me that there are a great many things left out which it would be absolutely necessary to put in?—The drugs in the scale are essential drugs which we should certainly want.

1323. Would you not want ipecacuanha in cases of severe dysentery?—Yes. Dr. Nicholson, I think, proposes his scale in addition to the Board of Trade scale which every ship carries. The Ocean Steamship Company provide me with a medicine sheet, and I must have the collection of drugs detailed on it; and practically it covers the whole of the same ground. This the medicine sheet (*producing same*).

1324. But you see that is not what we asked Dr. Nicholson for, or what Dr. Nicholson sends to us. Do you say that he proposes his scale as the quantity of medicine which is necessary in addition to your ordinary medicine chest?—Yes.

1325. The Board of Trade have several scales. I made a mistake the other day about some powder that I was talking about—Jame's powder, I think. I meant grey powder. Ought there not to be grey powder. For instance, when a man is recovering from dysentery do you not very often require to use some alternative?—Yes.

1326. That is one medicine that is left out, and ipecacuanha is another; surely there ought to be laudanum as well as chlorodyne?—Dr. Nicholson says, "laudanum or chlorodyne," they cover the same ground.

1327. Do they?—I do not see what I should practically want laudanum for.

1328. Would you give repeated doses of chlorodyne in a case of dysentery, for instance?—

I should rely upon ipecacuanha.

1329. Yes, after the disease is thoroughly set in; but even then, if the straining is very excessive, would you not inject gruel with laudanum in it?—Yes.

1330. Surely then you would want laudanum?—Yes.

1331. You say here, "the medical stores including those in the following list, according to the official scale for the Chinese coast passenger trade." Who has drawn up the official scale for the Chinese coast passenger trade?—I am not quite sure, but I think it is drawn up in Hong Kong, because the ships are licensed from there.

1332. You do not know then by whom it is drawn up?—No, I am not sure.

1333. (*Mr. Johnson*.) I think it is drawn up by the Hong Kong Government?—I know the ships are licensed from there, and that the ships are examined there with regard to the pilgrims.

1334. (*Chairman*.) In this Chinese scale you have an enormous number of medicines in addition to what Dr. Nicholson suggests as all that are necessary for pilgrims. Now let me call your attention to something else, and that is, that in this proposed scale no medical comforts are put down. In your opinion ought there not to be medical comforts?—Yes, certainly.

1335. Are the medical comforts shown in this list from the India Government excessive, namely, 5 lbs. of sage; 10 lbs. of arrowroot; 2 dozen 1-lb. tins of preserved milk; 2 lbs. of extractum carnis; 10 lbs. of sugar; and six quart bottles of rum per 100 passengers—is that more than is required for the voyage?—I do not think it is out of proportion.

1336. (*Mr. Wollaston*.) That is the list for the journey to India; your voyage would be longer, would it not?—We were only about 14 days coming over from Singapore; and then there was the detention at Kamaran.

1337. (*Chairman*.) That is the time in your boats; but what speed have they?—About 12 knots generally.

1338. Many of the tramps, I suppose, would only steam eight or nine knots?—That would be so.

1339. (*Mr. Wollaston*.) I thought most of the tramps went to India?—There are tramps, but I do not know whether they are under the English flag. There were one or two at Kamaran.

1340. (*Chairman*.) I am clearly of opinion that this scale proposed by Dr. Nicholson is not sufficient?—I think Dr. Nicholson was looking at it from the point of view of the Ocean Steamships Company, and had regard to the fact that we already carry another scale. Would your Committee consider that at all and let those ships which have another scale carry less?

1341. It follows as a matter of course, does it not, that if any portion of the drugs required for the pilgrims are on board in the medicine chest, an additional supply of those drugs would not be required, except that there would be a small quantity also wanted for the crew?—These stores would be examined at Singapore, the station from which the ship starts, would they not.

1342. We are, of course, talking of only one portion of the traffic; they would be examined no doubt at the ports from which the ship started?—I thought so.

1343. (*Mr. Wollaston*.) Jeddah is the really important place?—Coming back?

1344. That is the gist of the whole thing; going Government can make what arrangement it likes; it is coming back where you have the trouble?—Yes, it is, because going from Singapore to Jeddah there is comparatively little disease; you have the trouble coming home.

1345. (*Chairman*.) Why should you have more disease going back?—Because of the privations they have gone through. Then again, small-pox is always prevalent at Jeddah, and you always have to be on the look out for it.

Dr. H. P. O. Manning. 1346. I suppose there is more cholera going to Jeddah than coming back, as a rule, is there not?—From India, not from Singapore. I can only speak from hearsay; but no doctor that I know in the service has had cholera on board ship for a long time—that is to say for three or four years.

1347. (Mr. Wollaston.) Is cholera epidemic at Singapore, or indeed does it occur at all at Singapore?—It comes occasionally.

1348. I do not think it is ever epidemic or endemic there; it breaks out here and there?—Yes, they never have it there as they do in India.

1349. What I fancy perhaps you do not quite realise is that in the journey from Jeddah to the East there are all sorts of vessels which come to take up pilgrims, and unless you force them by law they would not have a medical man on board; moreover, if you did force them by law to have a medical man on board they would not have a single drug for him to use, unless they were compelled to carry drugs according to a certain scale; and then if that scale of Dr. Nicholson's were introduced they would have that and nothing more?—It seems to me that the treatment of Asiatic passengers is more a sanitary business than anything else; you have to be careful in regard to isolation and cleanliness.

1350. (Chairman.) Surely in ships from India you cannot depend on not having cholera or small-pox or dysentery, which are very prevalent diseases there; I think you must have medicines which would enable you to treat those diseases?—I do not think they get much dysentery with the pilgrims from Singapore.

1351. I said India; you see we are not only considering the case of Singapore?—And the one rule must apply to the whole?

1352. I do not say that. We are trying to find out what would be a sufficient scale for all the different voyages?—I understand from Dr. Nicholson that what he suggested was that in addition to the list of drugs which he has for the China trade, a pilgrim ship should also carry according to the scale he has sent you.

1353. But he has not said so?—That is what I understood from him. I certainly did not understand him, when he wrote to me, to say that the list he had given you was to be the only supply to be carried. I certainly understood him to say that this was in addition to the drugs which the company were bound to provide for their China trade.

1354. That leaves it entirely indefinite, you see. If you are to have a scale at all you must have a complete scale for what is absolutely required, especially in the case of tramps or vessels not belonging to any special line?—I understand.

1355. (Mr. Wollaston.) Do you know Jeddah personally?—Yes.

1356. Could they get any drugs at Jeddah?—Yes, you can get drugs there, but they are enormously dear. I doubt whether you would be able to obtain all these drugs there, but I suppose the supply would meet the demand. You could not buy these drugs there on a large scale now.

1357. If it were required by law that a ship going from Jeddah should have those drugs, assuming that she did not come from Europe and had not got them, could she get them at Jeddah?—I do not think you could get them now, but I know you could get some of them there.

1358. (Mr. Johnson.) I take it that the purport of what you say is that you consider that what Dr. Nicholson has given us, if added to the scale required by the Hong Kong Government for the Chinese trade, would practically meet the case of ships trading between Jeddah and Singapore?—Yes.

1359. But you would distinctly add the Chinese scale or the Hong Kong scale?—Certainly.

1360. (Chairman.) Have you given us that scale?—I have handed in one copy. I see that the scale in the proposed regulations speaks of vaccination. Do you not think that vaccinating pilgrims would be rather a dangerous experiment if you have some hundreds of them on board? The risk of an outbreak of erysipelas would be as great as the risk of an outbreak of small-pox amongst them.

1361. Would it be the general medical opinion that it would be dangerous to vaccinate them?—When they are crowded together as the pilgrims are, personally I think it would be dangerous to vaccinate some hundreds of them and keep them between decks in that way. Then supposing these steamers had to get their lymph from Jeddah, it is very doubtful what the lymph would be with which you would have to inoculate the pilgrims.

1362. (Mr. Wollaston.) As far as that goes, a doctor is not compelled to vaccinate by these regulations. You are compelled to have these things on board, but may use your own discretion, if you think the lymph is of doubtful quality, or if there are medical reasons against vaccination, such as the people being crowded together, etc. There is no compulsion to vaccinate?—No; I understand; but still it is an expensive item.

1363. (Chairman.) I see grey powder is not included in this list you have handed in. You have calomel instead, and I suppose that is what you would use?—I have chalk.

1364. (Mr. Wollaston.) This formidable-looking list of drugs, I suppose, is practically a ship's ordinary medicine chest, is it not?—Yes. There are, however, some things there that I

cannot see any use in. For instance, there are iron pills and quinine pills. I prefer to keep quinine in solution rather than to keep it in pills, and to make it up as I want it instead of having it made up. In fact it is better and keeps better. Again, the chlorodyne given here is Collis Brown's patent medicine, but there is an official formula in the English Pharmacopoeia which is more consistent when you know what it is. The carbolic powder is a private preparation, too.

1365. (Chairman.) Would you go through the list and strike out anything that you think is not wanted and add to it anything that you have to suggest and send it to the Secretary?—Yes, I will. I think the amount of carbolic acid in this list is very large.

1366. The amount of disinfectants, I know, is out of all proportion?—I do not think the scale of medical comforts is out of proportion, except that natives do not care about rum, especially Muhammadans. They do not take much spirit, and I doubt whether they would take it. I tried to give spirits to some of the old people, and they absolutely refused to take it.

1367. (Mr. Wollaston.) I fancy drinking is very much more prevalent amongst Muslims than it used to be 50 years ago?—I do not know about the Indian Muslims; the Malays are the only people I have come much in contact with.

The witness withdrew.

CAPTAIN ARTHUR W. STIFFE, Indian Marine, called and examined.

1368. (Chairman.) I believe that you belong to the Indian Marine and formerly belonged to the Indian Navy?—I was nine years master attendant at Calcutta and I had the working of the Native Passenger Act. I had to pay particular attention to these pilgrim ships which went from there to the Red Sea. It is true that most of the pilgrims go from Bombay, but still there are two or three ships a year going from Calcutta. I have had some papers before me on this question, and first I should like to make a remark on the statement of Dr. Mackay. I think it is a pity that he should have made such a general statement that the vessels employed are absolutely unfit for the transport of such masses of pilgrims, and that they arrive at Kamaran dangerously overcrowded, no authority or instances being given. I knew that the Indian Government attaches the greatest importance to the way in which the ships leave India, and I can only say that I always inspected every ship personally and saw that the requirements of the Act, which were very minute, were fulfilled. After the ship had dropped down out of the port to the Garden Reach, the pilgrims were mustered and counted by an officer under my orders, if not by myself, to make sure that they did not exceed the number.

1369. Will you say in what way they were mustered and counted?—The officer went on board, the lower deck was cleared, and the people were all made to pass from one side of the upper deck to the other and so counted.

1370. And then permitted to go down again?—Yes.

1371. One by one?—Yes.

1372. In our emigrant ships leaving this country we clear the between-decks, and then the passengers are inspected on the upper deck, and allowed to go down one by one into the steerage, after they have passed the doctor?—With us they are all counted systematically.

1373. Would there be any difficulty at Jeddah do you think in the officer of the ship doing exactly the same thing?—I think there would to some extent. You see as soon as the ships enter the port of Jeddah, the small boats swarm alongside, and you have no control over the people, who are not under your orders in any way. They swarm over the side without "with your leave" or "by your leave." They embark and disembark in the same way.

1374. But still the master could keep the between-decks clear, could he not, and let the pilgrims down one by one after they had shown their tickets?—I could not say for certain, but I should think it could be done. But then there must be an officer to do it, and I do not think we have any British officer at Jeddah to do that.

1375. I am putting it to you whether the ship's officers could not do it after the pilgrims get on board the ship?—Do you mean when they arrive at Jeddah.

1376. No, when leaving Jeddah?—There is a difficulty about that, because the pilgrims stow themselves away. I have seen several people connected with that trade, and they say it is entirely contrary to their wish or advantage to take anyone on board who has not got a ticket, because it is an extra expense to them. If they are going North, the pilgrims are counted at the Suez Canal, and the master has to pay for everyone going through the Canal; if they are taking pilgrims to India, they have got to feed these people somehow if the pilgrims have themselves brought nothing to eat. It is exceedingly difficult to prevent the pilgrims getting on board. I know from experience that the people at Jeddah, as they do at Calcutta, swarm up all over the ship; boats come alongside and they help each other up and pass up their bags and so get on board. This goes on until the ship actually is starting. It is very difficult to avoid having a few stowaways.

1377. How can there possibly be stowaways if the between-decks are kept perfectly clear?—There are places where people could hide on board ship, and they would hide.

1378. Where?—If the between-decks were all cleared, surely there would be no place for them to hide in, unless they went down the stokehole, and I do not think the firemen would help them there?—There are lots of places on board ship where they would hide. Their

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Captain A.W. co-religionists on board would help them. They might go into other men's quarters on the coal holds, or into the latrines if they could get in there. They are coming on board up to the last moment. Still I should think it might be done.

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1379. (Mr. Johnson.) If they can be counted at Suez for the purpose of paying the canal dues, why is it impossible to do that at Jeddah?—At Suez they are not coming on board at the time. At Jeddah they are swarming on board.

1380. I mean after the pilgrims are on board, but before they start, would it not be within the power of the captain to count them if it were made worth his while to do it?—Yes, it could be done.

1381. And then he could turn them off if they had not tickets?—Yes, but you would want force to turn these people off.

1382. If the captain was fined 50% if he did not turn them off, would he not find a way of doing it then?—There may be something in that. I suppose it might be managed in that way.

1383. (Chairman.) You see how big a gate you are leaving open. If you do not have some such regulation as this, the ships might always be overcrowded?—Yes, they are fined now when they are counted at Aden if extra men are found on board.

1384. Is that going or coming?—Both ways. It is not embodied in these proposed regulations, but under the Indian Acts, the owners have to enter into a bond that ships going and coming from British India will, for certain purposes, call at Aden. It seems to have been more or less a form, but the calling has been carried out. The getting of a clean bill of health seems not to have been quite carried out. If there was cholera on board they were not inspected, and were allowed to go on without a clean bill of health.

1385. But since that I think they have established a hospital on shore at Aden for cholera patients?—Yes, I hear they have, or are about to.

1386. Now, will you kindly go on with your statement?—I was going to observe by way of preliminary about these regulations whether it would be advisable to separate the instructions for India from the general instructions for all places or to issue a supplementary schedule for vessels going to or coming from India.

1387. What we are considering you must remember is only a report; the instructions will be drawn up by those Government offices which have to deal with the matter, that is by the Government of India so far as they are concerned, by the Colonies so far as they are concerned, by the Foreign Office so far as the extra-territorial jurisdiction ports are concerned, and so on. These proposed regulations you must look upon as merely an expression of opinion so far as the Committee is concerned; the method in which they shall be carried out is for the consideration of the various Departments?—The point is that I do not know whether the Act at present would apply to British ships which carry pilgrims to Jeddah from a port which is not a British port.

1388. Will you kindly now give us your own experience?—I think it is very important for these people that the cost of their journey should not be increased by giving them more room than is necessary or by detaining them unnecessarily anywhere, as has been proposed in Bombay.

1389. That is impracticable, and I think that the India Office have already dealt with that suggestion; they do not approve of it?—Of course, the result might be that foreign ships would enter the extra Indian trade, and cut out our traffic. Taking the Mediterranean steamers, for instance, the pilgrims would not go in our steamers; they would go to Jeddah in French steamers or Italian steamers instead.

1390. But would they not be subject to the same regulations; if the Turkish authorities agreed to these regulations foreign ships would not be exempt from them. However that may be, I would rather have your opinion as to the Indian side of the question—I think the Committee will consider the rest?—With reference to this calling at Aden, of course if they are going to establish a quarantine ground and quarantine officers that would alter the state of things; but at present the ship goes there, and the doctor merely comes and looks at the ship if there is cholera on board, or if there is not cholera on board he inspects the people; and that means the detention of these people who are cooped up on board for so many extra days, and an extra change of any illness breaking out. I do not quite know what is the good of this compulsory calling at Aden, unless they are going to make a quarantine there and to land the cholera people.

1391. Surely they will as they have a cholera hospital there on one of the islands; but I do not know on what island?—Flint Island.

1392. Surely then they will land cholera patients there now that they have got the hospital?—That would be to introduce a new point.

1393. Do you not think it is very desirable for these vessels to call at Aden, provided always that the Aden authorities are obliged to give them a clean bill of health or the reverse?—Yes; but then the regulation about calling does not extend now to the ships of the Persian Gulf Line which come from Bus-sorah and Bushire.

1394. We must keep those apart; we will stick to India, if you please. Would it not be desirable for the Indian vessels to call at Aden, provided that they could obtain a clean bill of health there supposing that all was well on board?—Yes, it would be.

1395. Of course, if they are all well on board you have to consider that they start with a clean bill of health. The doctor on board would certify as to the illness on the voyage, and they would be two days sooner at their destination?—Would they? Because they would have to put in ten days at Kamaran or five days any way.

1396. It depends?—If they have had no illness on the voyage, it is five days at present.

1397. We have been told that from India it is ten days?—Ten if there has been any disease on board, five if not.

1398. (Mr. Wallaston.) Would they not have to do this quarantine whether they touched at Aden or not?—Yes, the Turks would not let them off that. They would not acknowledge a clean bill of health if the ship merely passed through without undergoing detention in quarantine at Aden, and without the ship undergoing disinfection.

1399. (Chairman.) Will you kindly go on?—There is a point about the three days' notice required to be given by the ship; in the Indian Act it is 24 hours.

1400. We have altered it to 24 hours tentatively for the purposes of consideration?—Do you mean that a message may be sent by telegraph?

1401. Our report is not agreed to yet, but we have altered it so that it reads in this way: "A master of a pilgrim ship shall not less than 24 hours before the proposed time of embark-ing pilgrims give notice to the prescribed authority at the port of departure that the ship is to carry pilgrims, and of her destination, and of the proposed time of sailing, but the master may give notice by telegraph through his agents prior to arrival?"—That is a distinct improvement.

1402. Do you think the 24 hours is sufficient?—It is quite sufficient notice to the authorities; 24 hours is enough in India.

1403. (Mr. Johnson.)—Do you say that 24 hours is in the Indian Act already?—Yes. Then with reference to the regulation for putting back in case of cholera appearing on board I think that has been rejected, has it not?

1404. (Chairman.) I think so. Will you go on please?—I have heard of disturbances, and of the master having to submit, because the pilgrims thought they were being swindled, and that the contract was not being carried out. I have not heard of pilgrim ships from India calling at any places between Aden and Jeddah. I cannot say that they do not, but I have never heard that they do, and I should rather doubt their doing so. The Turkish regulations expressly forbid it.

1405. Except, of course, at Kamaran for quarantine?—It says in one of the papers I have that they are obliged to proceed direct to Kamaran, and that they are not to call at any other port in the Red Sea.

1406. A witness that we had before us the other day suggested that they should have the option of calling at Perim, the option only?—Then you would want a second quarantine station.

1407. They have a doctor there. This witness said it would be very desirable if the option were given to them, because they might pass Aden in the night for instance?—There is a very good light at Aden and no difficulty in making it by night. Dr. Mackay says these vessels call at other places, but the Turkish regulations are that they are to go direct to Kamaran without calling at any other ports in the Red Sea. Then he merely makes a general statement that vessels arrive overcrowded and overloaded, without quoting any ship. If it is so, any ship which had arrived so overcrowded ought to have been reported to the Indian Government by the officer at Jeddah. We have got a hold on them because they have entered into a bond of 5,000 rupees, which can be dealt with if they contravene the provisions of the Act. If any case of the kind really occurred, it was the duty of somebody to have reported it, so that it could have been dealt with. I have already said that it is entirely contrary to the interests of the ship-owners to take more than the number who have paid for their passage, and that they do their best to prevent anybody who has not got tickets getting on board. Of course the want of embarkation arrangements at Jeddah is such that it is difficult to prevent stowaways from getting on board. I have seen gentlemen from India, and they say the pilgrims come off in two's and three's—in small parties and small boats. They get up over the side, clamber up like monkeys wherever they can. They help one another up, they pass their things up, and squat themselves down, and then it is very difficult to turn them out again, because they are all people who want to get away, who have had quite enough of it, and probably are half-starving and so on.

1408. What happens when they are half-starving and they get on board the ship?—Probably when the Captain gets out at sea he would have to give them something to eat. I do not see what else he could do. You have to feed stowaways.

1409. I do not think as a rule the ship feeds them. I think that they subsist on the charity of the wealthier pilgrims?—It might be so, but I should think they are generally a very poor lot on the return voyage. They get relieved of their last penny before they leave. The priests take care of that. As to the number of passengers constituting a pilgrim ship, your amended regulation says 50, but the Indian Act, as you are aware, says 30.

1410. I know, and I will tell you why I have suggested the alteration. You must remember that these are only suggestions at present. There are two reasons for the alteration from 30 to 50. One is that a short ship in this country, as you possibly know, is a vessel

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leaving with 50 emigrants or less, and she does not come under the Passengers Acts, but if she has over 50 emigrants, then she comes under the Passengers Acts. Besides that we have been memorialised by several shipowners to the effect that it would be very hard indeed for them if we compelled the passengers to be carried (as the Indian authorities wish them to be) on one deck only, the between-decks, with a certain space on the upper deck for a promenade; as they have been in the habit, up to the present time, of carrying a small number of passengers from Jeddah, without their vessels coming under the pilgrim regulations. It was on that account that we suggested (and mind you, it is solely a suggestion, because the Indian Government have to agree to it before it can come into force, as far as they are concerned), that the number should be altered to 50, so as to enable ships, as at present, to carry a small number of return pilgrims from Jeddah, without obliging them to put those pilgrims in the between-decks?—The Indian Passenger Act lays down 60 generally, but it says the Government is to have power to declare that it is 30. The Act says that it is not to apply to steam-ships, not carrying as passengers more than 60 natives, but the Governor-General may, by notification in the local official gazette, declare it applicable to ships carrying as passengers more than 30 natives; so that it appears to be an open question.

1411. Then really we are not running very adverse to the Indian regulations?—No. You have no doubt noticed that the Turkish regulations state that a ship carrying more than one pilgrim per 100 tons is a pilgrim ship.

1412. I think that that is too restrictive?—Very much so. In the draft rules here which appear not yet to have been in force, it is put down at 30.

1413. I have it that it is five pilgrims per 100 tons?—There is a regulation before that which says one pilgrim per 100 registered tons, and according to their bill of health ships carrying less than that percentage are treated as ordinary ships, but with the five pilgrims per 100 tons they would have to do quarantine; they would have to go to Abu Saud which is near Jeddah for quarantine. Then I see there is a regulation proposed about putting the baggage down below. My experience is that the baggage generally consists of a large roll of bedding—more or less large—which the pilgrims want to spread out on the deck. Then a native delights in a box containing anything that he has got, his food and his cooking utensils. It is all very well to say that the decks are blocked up with these things, but they have to be. That box he takes to his place and he sits on the top of it, and he lies down with his head on it or spreads the bedding out and makes himself happy. These people want very little room.

1414. We propose at present to modify that regulation to this extent: "The heavy luggage of the passengers shall, if necessary, be deposited in the hold of the ship," and so on, because we are told that in most instances it is almost impossible to get the luggage away from them?—To go on, I learn that the ships do get measured at Jeddah now under these rules by the Turks and are surveyed also by the Turks, but still whether they fulfil the very detailed requirements of the Indian Passenger Act is another thing. The Turks would, I think, not go into all those particulars. There is a very large schedule of things which, according to the rules under the Indian Act, the ship has to be fitted with. For instance, there is this long list of culinary and other articles (*handling in lists*).

1415. Yes, but you see as the natives supply themselves these articles are surely not wanted?—Under the Act we are obliged to muster them on board and to see that they have those things always.

1416. Whether they are wanted or not wanted?—Yes, they had to be on board; there was no exception made.

1417. (Mr. Johnson.) Is that in the Act or in the regulations under the Act?—It is under orders made under the Act. The Governor-General may by order make rules under the Act as to such details.

1418. It would not be very difficult to get those orders altered then?—No; you could get the rules altered simply by notification in the Government gazette. It does not want legislation for that.

1419. (Chairman.) I see that the medical scale in the document which you have just handed to me is quite different from that which we have in our proposed regulations?—I fancy they are pretty much the same. The medical scale I have shown you is dated 1884; that is the last one that I have, but it may have been reduced.

1420. Have you had any opportunity of judging whether this medical scale is really required or not?—No, I have not. After all it merely means a small medicine chest. It looks a great deal there, but I fancy it would be almost all in any ordinary ship's medicine chest. The point is that these medicines and other English stores are not obtainable at Jeddah. There are only two English firms there really; there are Gellatly, Hankey, and Sewell, who are Lloyds' agents, and a Mr. Oswald who has a business there, but he is not always there; and these merchants have to get everything they require for themselves at other places.

1421. We are told that everything is most expensive there, and that many of the things could not be got?—A ship which had any idea of taking pilgrims might lay in those medicine stores in England.

1422. Some of the things on the medical scale have been represented to us as being enormously in excess of what is required, and we are told that vaccine lymph is not required for a short voyage of that kind?—I should think not.

1423. Can you tell us of your own knowledge whether they ever vaccinate pilgrims even if small-pox does break out on board?—I have not heard of it. Captain A. W. Stiffe, J. M.
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1424. Or whether the pilgrims would submit to be vaccinated?—I think it is very doubtful; our Indian subjects perhaps would, but the people who are not Indian subjects would not—the Pathans and these people, for instance—and then especially they would not have the women touched; it would not do to make any legislation with regard to them.

1425. We are not suggesting that, but several people, for instance, Mr. Alfred Holt, whose ships are in the trade, say that vaccine lymph would not be required, that it would be very expensive out there, that in all probability it would not be good even if they purchased it, and that that is something which ought to be struck out?—The Medical Department had a good deal to say on the Sanitary Commission in India in making out these rules. All these very minute details about temporary hospitals bear the stamp of the medical man. The temporary hospital was generally erected on board for you to look at, but it was of course taken down and packed away, and it was never used, at least I never heard of its being used.

1426. Most of the people who have given evidence before us have told us that they always utilise the boats for contagious diseases?—Probably. Then of course the present Indian Act only refers to the transport of passengers to or from a port in British India, and not to the transport of passengers by a British ship, or from Zanzibar to the Red Sea, or from the Persian Gulf. They have talked about disinfecting people and their baggage in India, but I do not know how that could be done, or the detaining the pilgrims in any place in India.

1427. It seems to me that there ought to be sulphur on board for fumigating purposes, but that does not appear to have been included in the medical scale?—I think they use a large quantity of carbolic acid.

1428. But that is not what is generally used by medical men for fumigating purposes. They use it as a disinfectant but not for disinfecting a room, or clothes, or a ship, or anything of that kind. They use sulphur for that, and it is not in the scale. Is there anything more that you have to say to us?—I do not think there is anything more I have to offer unless you have anything to ask.

1429. Have you anything to say about the space which we propose the pilgrims should have. In that we are really following for the most part the Indian rules?—I have nothing to say about that. I think the passengers are perfectly satisfied with the space, and also the Indian medical authorities.

1430. We are proposing to alter the rule with reference to the space on deck, because provided a continuous space is kept on deck of 5 superficial feet for each passenger, it appears to me that there is no reason while the whole of the upper deck should be exclusively reserved for the use of the upper deck passengers. For instance, there might be only 100 passengers or 52 passengers on board, just enough to bring the vessel under the pilgrim rules, and then surely you would not require the whole of the upper deck to be kept perfectly clear?—The point is that most of these people in the hot weather sleep on deck.

1431. The proposed regulation gives them a little more room than they had before?—Five superficial feet is not much if they sleep on deck?

1432. No, but it is rather more than they would have had before in a full ship. A witness asked us the other day to modify this: "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." One of Messrs. Gellatly, Hankey, and Sewell's representatives who was giving evidence asked us if we could not alter that so as to exclude children under three years of age?—I see that under the Indian Act a native passenger is a passenger who is a native of Asia or Africa of the age of 12 or upwards. A child under one year of age is not included, and two persons of the age of one year and under the age of 12 years are counted as one passenger.

1433. (Mr. Johnson.) It was distinctly meant that these regulations should amend that, and that a child under 12 should count as a full passenger?—I was not aware of that. I think that a child under 12 takes up as much room as a full passenger. I think 9 superficial feet is little enough?—That of course would be for the Committee to decide.

1434. (Chairman.) A child under 12 takes up as much room as a full passenger. I think 9 superficial feet is little enough?—That of course would be for the Committee to decide.

1435. We allow 12 superficial feet and 72 cubic feet for every seaman, and they are trying to amend that by nearly doubling it. I think what is proposed in the regulation is little enough, looking to some of the correspondence which I have read on the part of the Indian Government saying that they could not increase it without throwing a very large extra expense upon the ship and consequently upon the pilgrims, at all events I could not propose to increase it substantially?—No, and I would not either.

1436. Have you any other suggestion to make?—I have not.

1437. (Mr. Wallaston.) Would all these regulations which are drawn up by the Government of India be practicable in monsoon time as well as in non-monsoon time, such as, for instance, putting temporary hospitals on deck, telling the pilgrims that they are to go up on the upper deck as much as possible, and all that. Would that be possible in monsoon time?—No, I think not. You could not have a temporary hospital on deck in bad weather for any part of the world. People on the upper deck would be in danger of being washed overboard, even coming over as a passenger in a P. and O. ship it is miserable work, you are up to your knees in water directly you go on deck.

Captain A. W. Stiffe, I. M. 1438. I gather that this draft code prepared by the Government of India as far as your experience enables you to speak could not be carried out?—I think it would not be able to be carried out as far as putting up a temporary hospital is concerned.

20 April 1893. 1439. In the monsoon time?—Yes, it would be a case of *force majeure*, you could not put the thing up.

1440. I gather from your evidence that you think it would be fair to recommend the abandonment of the clause which compels British Indian ships to call at Aden?—I think so.

1441. If you do, in what way would you be able to enforce penalties?—Suppose there is an infringement, where are you to find out that there is an infringement? She must go to Kamaran?—Yes.

1442. But by the time she gets to Jeddah any overcrowding or any irregularity that may have taken place would scarcely be discoverable by the British authority there?—There is that point, certainly.

1443. It seems to me that you would have no possible means of detecting wrong-doing if you abandon the necessity of the ships calling at Aden unless you compel them to call at another place where you may make similar arrangements, such as at Perim?—That is certainly a point, and it would modify my view to some extent if there is a quarantine station permanently established at Aden with quarantine officers, and if cholera patients were taken out of the ship. But at present when there is cholera on board the ship, the ship is not inspected at all at Aden; the authorities merely go alongside and look at her. If she has got cholera, they do not go on board, because it would compromise the town.

1444. What is your view with regard to the advisability or otherwise of compelling vessels to return from Aden with their pilgrims in cases where cholera is on board? Would you or would you not consider it advisable to put a clause in to the effect that in such cases ships should be compelled to turn back and not take their pilgrims to the Hedjaz or not try to take them—should abandon the effort to take them; would you consider that practicable?—It would be to the real benefit of the pilgrims I think if it was done; but whether you could take them back against their wills, they having paid their passages, and whether they would or would not consider themselves to be swindled, I have some doubt.

1445. Would there be danger of an *émeute* on board?—I think it is quite possible.

1446. So that I gather you would not be prepared to recommend that?—No, I would not.

1447. (Chairman.) Who is to re-imburse the shippers of the cargo if the ship is sent back?—It is a serious step to propose.

1448. I do not think the Government of India would undertake to re-imburse them?—No; let the Turks send her back from Kamaran if they like. They did send back to India one ship. That was a disgraceful case, and it was apparently due to their own miserable arrangements at Kamaran. The arrangements there are utterly unsuitable. It is a kind of desert island with a few sheds put up for these wretched people with no proper shelter, no sanitary arrangements, and with water of the worst description. I only wonder that they do not all get cholera; it is enough to give everybody cholera to go and stop 10 days in a place like that I should think.

1449. (Mr. Wollaston.) At present the Turkish regulation is that three days' notice must be given, is it not?—That is only the draft regulation, and that has been added apparently by England, for it is not in the Turk's own regulation.

1450. The draft regulations have been threshed out between the Turks and England as mutually agreed to all round; and under the draft regulations it is three days?—I think that is very objectionable; it means a great loss to the shipowners.

1451. If the Turkish regulation fixes three days, we must do the same—it is no use our having 24 hours if the Turks have three days?—No; the regulations would have to be brought into conformity with each other undoubtedly. We think that at any rate the three days' notice might be given by telegraph. I do not know for what purpose the three days' notice is given except to ensure that the officials have time to visit the ship and survey her—that is the only reason I can see.

1452. Have you any knowledge as to whether at Jeddah there are means of surveying the ships, inspecting the medicine chests, and such like matters? Has the British Consul any staff of technical experts under him for that?—No; the work is done by the Turkish officers. I understand that when Gellatly, Hankey, Sewell & Co. want a ship surveyed they get one of the officers of the Turkish men-of-war and the Turkish doctor to do it.

1453. That is when an English vessel wants it?—Whenever a ship wants measuring there is no body else to do it.

1454. (Mr. Warburton.) It is done by the sanitary officer of the Constantinople Board of Health—it is his business?—At Jeddah it is generally done in conjunction with an officer of the Turkish navy.

1455. (Mr. Wollaston.) Does that not rather create a difficulty; if my memory serves me right we are here enjoining that the British Consul shall do all these things?—“The prescribed authority.”

1456. The prescribed authority can only be the British Consul, or somebody delegated by him?—It means any authority prescribed by the Indian or Colonial Government, or any Consul authorised to determine these points. Captain W. Stiffe, I. M. 20 April 1893.

1457. (Mr. Warburton.) The Turks may not agree to the Consul having the sole power to do that?—No; but the Turks will admit the survey or measurement made by a competent authority elsewhere.

1458. (Mr. Wollaston.) I take it that the British Consul can call in a Turkish official and measure the ship, and make the master pay for it?—That is if the Consul is the prescribed authority; but if the master has a certificate granted by a competent authority, such certificate may be taken as evidence.

1459. But anything that the British Consul does is really practically done by the Turkish authorities at the instance of the British Consul?—The captain is to report to the competent authority of the port of departure, and in Turkey the competent authority is the sanitary authority. That is what the draft rule says.

1460. Speaking generally, without reference to any particular clause, do you consider it practicable to draw up a code of regulations which shall apply to all places and at both ends; for instance, can a code be drawn up which can be applicable to Bombay, Calcutta, Singapore, Tangiers, and Jeddah, or do you consider first of all that each locality must have its own regulations, and that there must be two codes, one applicable to the voyage to Jeddah, and the regulations, and that there must be two codes, one applicable to the voyage to Jeddah, and the other to the voyage from Jeddah?—I think that the codes ought to be dealt with separately to some extent. There might be some general rules applicable to all cases, and other rules might be relegated to schedules for particular traffic. I think you want a different rule for traffic from the Persian Gulf for instance, than you do for traffic from India. I do not see why you should require all these details for a lot of foreigners from the Persian Gulf.

1461. And who are not British subjects?—Who are not British subjects.

1462. (Chairman.) Why should the rules be different so long as they are carried in British ships?—Most of the pilgrims from the Persian Gulf are carried by British ships belonging to the Persian Gulf Steamship Company. Why should not the general regulations, which are applicable to all British ships carrying pilgrims, be applicable to steamers which are plying from the Persian Gulf?—For one thing, we are in foreign countries there.

1463. We have extra-territorial jurisdiction there; you must remember that?—Only for our own subjects.

1464. We have over our own ships most undoubtedly. Putting on one side the question of jurisdiction, is there any good reason why all British ships should not be under the same general rules so far as the carriage of pilgrims is concerned?—I think there are some that would not apply, for instance, the scale of provisions.

1465. There is no scale of provisions. The pilgrims, we are informed, all carry their own provisions, and that being the case, it would be perfectly useless for this Committee to recommend a scale of provisions. Therefore, all that we are proposing to do at this present moment is to take care that the ship has a sufficient surplus store of rice on board in case of accident. Will you point out any rule which you think is not generally applicable to all British ships?—Do you assume that persons at those other ports would apply these rules?

1466. All I am asking you to consider is whether the rules themselves are applicable to all British ships—the other questions the Committee will consider. Is there any good reason why any one of these rules should not be applicable, generally speaking, to all British steamships carrying pilgrims?—In a case where we have extra-territorial jurisdiction I think they might apply.

1467. We cannot apply them at any port where we have not jurisdiction?—Of course a large number of the pilgrims come from Java—Dutch territory.

1468. That would be a question for the Turkish authorities on their arrival, for of course we cannot touch them at Java?—No.

1469. (Mr. Johnson.) They mostly pass Singapore, and we touch them there?—In that case you might deal with them.

1470. (Mr. Wollaston.) As I have explained, the arrangements for calling at Aden under the Indian rules entirely depend on the penalty clause. How would you make that applicable to the Persian Gulf?—That is not included in these rules.

1471. The rules as laid down there are only applicable to Jeddah, and do not take into account the outward voyage at all?—I think these rules as they stand might be applied to all, but as to the bond for calling at Aden—

1472. (Chairman.) I do not think that we can report on the question of the bond for calling at Aden, because that is a matter for the Indian Government, but I think we could report on the desirability of ships calling at Aden, or at Aden or Perim?—I see. The scale of the provisions that I was talking about is only given as obligatory on ships coming from India.

1473. You will contradict me if I am wrong, but we have had evidence of people from India to the effect that even from India the pilgrims always supply their own provisions?—That is my recollection.

1474. Therefore it would be quite useless for us to go into that question?—Yes; in fact the question is whether they would eat the provisions you supplied to them.

Capt. A. W. Stiffe, I.M. 1475. I presume that in the majority of cases they would not—I believe they would starve first?—Very likely. From the Persian Gulf they would bring a bag of dates, and they would live on the bag of dates. The rice they might take from the ship.

1476. (*Mr. Wollaston.*) Would it not be preferable to have a very simple legal enactment, and a more categorical code of rules which the Government could enforce as far as possible and not make the latter penal?—There seem to be a great many penal clauses in these proposed regulations.

1477. (*Chairman.*) I think those penal clauses are taken almost entirely from the draft Turkish rules?—Are they.

1478. (*Mr. Wollaston.*) Do not the Government of India categorically say that they have largely followed the Turkish rules?—They are almost all taken from the Indian Passenger Act, I thought.

1479. (*Mr. Johnson.*) In any case, if you make any regulations you always state in the Act which covers the regulations that any offence in this Act, or against the regulations thereunder, shall be punishable in a certain manner; you must have penal provisions, whether you have one penal clause, or ten?—I should have thought one penal clause could have been drawn to cover all the offences.

1480. That is merely a matter of drafting?—Yes. There is one other point I have not touched upon, and that is the question of return tickets for these people. Could anything be done in that respect? The pilgrims pay their passage to Jeddah, but they cannot arrange to come back in the same ship, or even in a ship of the same line. As I say when they get to Mecca they are pretty well squeezed dry of all their possessions, and they get down to the coast without money perhaps, in fact there have been complaints about these people being homeless, and without any means at all, wandering about, a danger to the country, and all that sort of thing. Could any system be devised which would insist on these people taking a return ticket when they leave India; and a scale being arranged, obliging any captain bringing pilgrims from Jeddah to accept these return tickets, and cash them as it were in India, against the original issuer of the ticket.

1481. (*Chairman.*) I think that is entirely beyond the scope of our present inquiry, and I can see that it is a subject which bristles with difficulties?—It does, but it has always struck me, and it is a thing that I have impressed upon the Government of India, but they came to the conclusion that they could not do anything of the sort.

1482. (*Mr. Warburton.*) I have an idea that the Jeddah authorities tried to retain some of the pilgrims' money?—That is what I would propose—that it should be kept in the Consul's hands.

1483. (*Chairman.*) We have had evidence that they send a considerable number of paupers back to India in British ships and oblige the ships to carry them without any remuneration?—Just so.

1484. (*Mr. Wollaston.*) Is it not a fact that many of these pilgrims when they get to Mecca do not go away but live and die at Mecca?—Yes. A large mortality is inevitable among these pilgrims. I have seen people in Calcutta in the extremity of age being dragged off. It is cheaper to pay their passage to Mecca, and to kill them off in that way, than to keep them lingering on at home. Besides the man will go to heaven straight if he dies whilst he is on pilgrimage.

The witness withdrew.

Adjourned.

NINTH DAY.

Board of Trade, Whitehall Gardens, Tuesday, 23rd May 1893.

PRESENT:

SIR DIGBY MURRAY, Bart., in the Chair.

MR. A. N. WOLLASTON, C.I.E.
MR. J. W. Warburton.

MR. G. W. JOHNSON.

MR. ERNEST G. MOGGIDGE, Secretary.

MR. P. SAMSON called and examined.

Mr. P. Samson.

23 May 1893.

1484a. (*Chairman.*) Mr. Samson, you are principal assistant to the Engineer Surveyor-in-Chief of the Board of Trade?—Yes.

1485. Have you considered the proposed rule in the rough draft of these regulations as to condensers?—Yes.

1486. The Passengers Acts, I believe, require three quarts of water for each statute adult, besides the water required for cooking, which is to be shipped at the rate of 10 gallons per day for each 100 passengers, and a statute adult means either a passenger of 12 years and upwards or two passengers between the age of 1 and 12 years?—That is so.

1487. Do you consider the proposed allowance of one imperial gallon per day for each person on board the ship, irrespective of age or sex, sufficient for a tropical voyage?—I think it is barely sufficient.

1488. You have yourself had experience of tropical voyages?—I have.

1489. To encourage as large a quantity of water as practicable being supplied to the pilgrims the Committee are proposing to allow a reduction of the water carried in tanks in cases only where the condenser is capable of supplying 1,000 gallons per day or over. In your opinion is this a reasonable requirement?—Yes; a distiller of the capacity named is comparatively a small one. Moreover, in passenger steamers the emigrants are generally allowed considerably more than one gallon of water per day of 24 hours, and I have been informed that in Her Majesty's ships each member of the crew is allowed two gallons per day.

1490. Do you think any evil is likely to result from the condenser being officially examined only once possibly in 12 months, instead of every six months, or oftener, as in the case of passenger steamships?—I think not, provided the filter and filtering material are cleaned, and the latter renewed, where necessary, every voyage.

1491. The following, I believe, is one of the requirements of the Order in Council of June 28th, 1875, "That in every case: such emigration officer shall be satisfied that the number of gallons of pure water which the apparatus is so certified to be capable of producing in every 24 hours is a number of gallons equal to the whole number of persons about to proceed on the intended voyage of such ship, that is to say, one gallon per head for the whole number of cabin passengers, passengers and crew"?—Yes.

1492. And the following is, I believe, an extract of a regulation of the Board of Trade: "The water should be cold, pure, and fit to drink immediately it is drawn off from the filter. No distilling apparatus should be passed, unless fitted with a suitable sized filter, charged with animal charcoal, the charcoal should be taken out, cleansed, or renewed every voyage, except in case of steamers holding passenger certificates, in which case it need not be taken out, unless the surveyor thinks in necessary, oftener than every six months"?—Yes.

1493. May we take it that the opinions expressed by you are the opinions of the Consultative Department as well as of yourself personally?—Yes.

Mr. P. Samson.

23 May 1893.

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APPENDIX.

No. 5 of 1892.

GOVERNMENT OF INDIA.

HOME DEPARTMENT.

SANITARY.

To the Right Hon'ble the EARL of KIMBERLEY, K G., Her Majesty's Secretary of State
for India.

Simla, 12th October 1892.

MY LORD,

We have the honour to reply to Lord Cross' Despatch No. 52 (Statistics), dated the 6th August 1891. With that despatch was forwarded a copy of a communication received from the Foreign Office giving cover to a letter from Dr. J. Mackie, in which certain statements and suggestions are made in connexion with the Red Sea pilgrim traffic. Dr. Mackie states that cholera is imported to the Red Sea ports by pilgrims from India; that there is reason to believe that the vessels employed in the pilgrim traffic are absolutely unfit for the transport of such large masses of pilgrims; and that he has been informed that vessels from India, although embarking their passengers under the rules of the Native Passenger Ships Act, often arrive at Camaran dangerously overcrowded and in a filthy condition. He accordingly suggests the adoption of the following measures:—

- (1) That before embarkation pilgrims should be submitted to isolation in different sections in a special camp for a number of days sufficient to determine whether their sanitary condition is satisfactory or not; and
- (2) That "all pilgrim vessels from India under the British flag should be thoroughly examined in strict quarantine at Aden, and their sanitary condition, if considered unsatisfactory, telegraphed to Jeddah or Aden, or, if the vessel is infected with cholera," that it should be "sent back to India."

Lord Cross inquired whether the suggestions of Dr. Mackie as to the examination of pilgrims before embarkation and off Aden were, in our opinion, in any degree practicable and expedient. He further requested, at the instance of the Foreign Office, to be informed whether proceedings are or can be taken in India with regard to acts contravening the Native Passenger Ships Act of 1887 when those acts are committed outside Indian territorial waters.

2. After carefully considering the legal question, we forwarded a copy of the despatch and its enclosures to the Government of Bombay for the favour of a report upon the various points raised in the correspondence, and we now enclose, for Your Lordship's information, a copy* of our letter, and of the Bombay Government's reply.

3. We have no desire to enter into a discussion of so old a subject as the importation of cholera from one country into another. That pilgrims are peculiarly liable to be attacked by this disease is a fact well known to us; but we are advised that the evil is very much aggravated by the unsanitary surroundings in which pilgrims are forced to remain at Camaran, and the entire neglect of supervision, as reported by the Consular authorities, in the matter of food, water, and conservancy. In regard to this point, however, we were informed in Lord Cross' Despatch No. 19 (Statistics), dated the 24th March 1892, of the deputation of Arif Bey, Vice-President of the Constantinople Board of Health, to inquire into and take steps for remedying the defects existing in connexion with the Camaran quarantine station and lazaret, and we have no doubt that his inspection will result in an improvement of their management. With reference to the case of the *Sculptor* referred to in Dr. Mackie's letter, we invite Your Lordship's attention to the papers forwarded to us with Mr Consul Wood's letter† enclosed with this despatch, from which it will be seen that this vessel arrived at Camaran from Bombay on the 1st May 1891 with 785 souls on board, who were placed as usual in 10 days' quarantine, and that there were no cases of cholera or suspected cholera till the seventh day after the imposition of quarantine. We also enclose an extract (paragraphs 159, 160) from the Annual Report for 1891 of the Sanitary Commissioner with the Government of Bombay, in which certain remarks are made on the cases of the *Deccan* and the *Sculptor*.

4. We are not aware of the reasons which have led Dr. Mackie to believe that the vessels employed on the pilgrim traffic from India are unfit for the work, and it is impossible to say how far his impressions may be based on a former state of things which does not now exist. He gives no instances of the kind of vessels to which he refers, nor does he state

* To the Government of Bombay, No. 21 (Sanitary), dated the 2nd February 1892.
From the Government of Bombay, No. 2417, dated the 15th July 1892, and enclosures.
† No. 3, dated Jeddah, the 30th May 1891; and No. 4, dated Jeddah, the 1st June 1891.

the details in respect of which he considers them to be unfit. On the other hand, Surgeon-Major C. Monks, Port Surgeon of Aden, in his letter dated the 18th March last, enclosed with the report of the Bombay Government, expresses his opinion that the Indian vessels employed in the pilgrim traffic are, "as a general rule, admirably suited for the work." The Native Passenger Ships Act and the rules framed thereunder are designed to secure, as far as practicable, that only suitable and suitably-equipped vessels shall be allowed to engage in the pilgrim traffic, and we have endeavoured in recent years to secure the best accommodation available for pilgrims by making special arrangements with Messrs. Thomas Cook & Son for their conveyance to the Hedjaz.

5. We fully agree with the Bombay Government that Dr. Mackie's suggestion, that intending pilgrims should be isolated and kept under observation prior to embarkation, is inexpedient and impracticable. Any general segregation for this purpose would involve an amount of interference with the pilgrims which would not, in our opinion, be justified by any compensating advantage likely to follow. The Bombay Government have recommended that an addition should be made to section 30 (2) of the Native Passenger Ships Act of 1887, so as to empower the officer inspecting passengers on board any ship, under section 30, to prohibit the embarkation, for such time as he may think fit, of persons who, though not suffering themselves, have come in contact with other persons suffering from dangerously contagious or infectious diseases. We concur in this recommendation and will make the necessary addition to section 30 (2) of the Act, which is at present under revision in connexion with the report of the Commission appointed by us in 1890 to inquire into the working of the Native Passenger Ships Act. We are further of opinion that, though an inspection of passengers on board a vessel, such as is referred to in paragraph 4 of the Bombay Government's letter, is sufficient for ordinary times, it would be advisable, when cholera is known or believed to prevail among batches of intending pilgrims, that the Local Government should make an order under section 30 (1) of the Act for their medical inspection prior to embarkation, and we propose to ask the Bombay Government if they can make arrangements for such an inspection.

6. We are unable to accept Dr. Mackie's second suggestion, that all pilgrim vessels from India should be examined in quarantine at Aden, and their sanitary condition, if considered unsatisfactory, telegraphed to Jeddah, and, if any vessel is found to be infected with cholera, that she should be sent back to India. It does not appear to us that any material advantage would be gained by telegraphing the condition of a vessel, as the bill of health is sufficient to furnish the authorities at the port of destination with all necessary information. Nor does the suggestion that a vessel, if found to be infected with cholera, should be sent back to India commend itself to us. Section 27 of the Act already provides that a ship carrying passengers from or to any port in British India, other than Aden, to or from any port in the Red Sea shall touch at Aden, and shall not leave that port without having obtained from the proper authority a clean bill of health. A ship infected with cholera must therefore remain at Aden and undergo cleansing and disinfection, until its sanitary condition becomes such as to justify the granting of a clean bill of health. We are entirely in accord with the Bombay Government (paragraph 8 of their letter) in the view that pilgrims should not be sent back to India so long as it is possible for them to complete their pilgrimage. From paragraph 11 of the letter from the Political Resident at Aden, dated the 25th March 1892, it will be seen that pilgrims attacked with cholera will in future be landed at Aden, when necessary for the safety of other passengers, and removed to the cholera quarantine hospital, which is under construction in a remote island in the harbour.

We observe, however, that in paragraph 3 of his letter of the 18th March 1892, Dr. Monks states that, if cholera exists on a vessel, on arrival at Aden, she is placed in strict quarantine, but that he does not board her, and she proceeds without communicating, taking her sick with her. This does not seem to be in compliance with section 27 of the Native Passenger Ships Act, and we shall not fail to bring the matter to the notice of the Bombay Government, in view to the necessary steps being taken to enforce strict compliance with the law.

7. With reference to Dr. Mackie's statement that vessels from India embarking their passengers under the Native Passenger Ships Act often arrive at Camaran in an over-crowded or dangerous condition, the Bombay Government informs us that no reports of over-crowding have reached them, though it is quite possible that ships after leaving Aden do touch at Red Sea ports and take in extra passengers. The question of over-crowding need only be considered with reference to the part of the voyage between Aden and Jeddah. The examination at Aden, under sections 27 and 28 of the Act, should be sufficient to ensure against an excess number of passengers being on board at that point; and the penalties prescribed by the Act provide an adequate remedy against over-crowding on both the outward and homeward voyages between Aden and India. We have no materials which would lead us to suppose that masters of pilgrim ships make a practice of embarking passengers in excess of the authorised number beyond Aden; but we have received occasional complaints on the subject, and we have carefully considered the measures to be taken to provide against such a practice.

8. Lord Cross, at the instance of Her Majesty's late Secretary of State for Foreign Affairs, desired to be informed—

- (1) As to the practice in the matter of taking proceedings with regard to acts contravening the Native Passenger Ships Act of 1887, when those acts are committed outside Indian territorial waters; and

- (2) Whether, if such proceedings have not hitherto been taken, it is considered that it would be competent to the proper authorities in India to have resort to them.

9. The present practice is stated in section 29 of the Native Passenger Ships Act. That section requires that the master, owner, or agent of every ship carrying passengers from any port in British India except Aden to any port in the Red Sea, shall, with two sureties, resident in British India, execute a bond for Rs.5,000, conditioned—

- (1) that the ship shall touch at Aden on the outward voyage and there obtain a clean bill of health, and shall do the same on the homeward voyage, if she continues to carry more than sixty passengers; and
- (2) that the master and medical officer (if any) of the ship shall, on the outward voyage, and also on the homeward voyage if the ship continues to carry more than sixty passengers, comply with the provisions of the Act and of the rules issued under it relating to ships carrying passengers between ports in British India and ports in the Red Sea.

The bond in question is taken in respect of the whole voyage within and beyond Indian territorial waters. No proceedings have hitherto been taken in regard to acts on the part of masters of vessels contravening the provisions of the Act and rules beyond Indian waters; but this would appear to be due to no charge of the kind (except perhaps in the case of the *Sumatra*, referred to in paragraph 6 of our letter of the 2nd February last, to the Bombay Government) having been clearly substantiated. It has been suggested that the form of bond at present in use does not specifically refer to the conveyance of passengers between two ports neither of which is a British port. In order to exclude all possibility of doubt on this point we propose to provide in future bonds a specific condition as to the observance of the Act and rules beyond Indian waters. We have also decided to frame a rule under section 53, clause (j), of the Act specifically forbidding the embarkation of passengers in excess of the authorised number beyond Aden.

10. But, in order that our rules may be effectually worked, it is necessary that British Consular authorities should be instructed to inform the Bombay Government of all cases in which breaches of the rules are brought to their notice and to furnish full details of the cases reported. We shall be glad if before the commencement of the next pilgrimage season Your Lordship will take such steps as may be necessary for securing the co-operation of the Consular authorities with us in carrying out the Act and rules beyond Indian waters. Section 50 of the Native Passenger Ships Act, which we propose to amend in certain respects to make it more suitable for the purpose, already provides for depositions admissible in evidence in Consular officers being in certain cases and under certain conditions admissible in evidence in Indian Courts. If it can be arranged that the Consular officers at Camaran and Jeddah should report without delay to the Bombay Government cases in which they discover, or have reason to believe, that a breach of the Act or rules has been committed during the outward or homeward voyage between Aden and Jeddah, and transmit a full record of the evidence establishing the charge (together with a complete memorandum of the names and addresses of the Indian witnesses), we have no doubt that we shall be able to enforce forfeiture of the bond taken under section 29 for irregularities committed beyond Indian waters.

11. We invite a reference to our Despatch No. 16 (Sanitary), dated the 21st October 1891, with which we forwarded a draft of Pilgrim Traffic Regulations for Turkish waters. Although we are of opinion that the existing Act and rules, with the few modifications which we propose to make, will sufficiently enable us to deal with contraventions of the law committed outside Indian waters, we consider that it would be more satisfactory, should there be no objection on other grounds, if the provisions of our Act and rules were supplemented by the issue of an Order in Council enforcing in the Red Sea Regulations on the lines of those proposed by us.

We have the honour to be,

My Lord,

Your Lordship's most obedient, humble Servants,

LANSDOWNE.

ROBERTS.

P. P. HUTCHINS.

D. BARBOUR.

A. E. MILLER.

H. BRACKENBURY.

C. H. T. CROFTSWAITE.

STATEMENT OF OBJECTS AND REASONS.

THE object of this Bill is to give effect to recommendations, made by the International Sanitary Conference held at Paris in 1894 and accepted by Her Majesty's Government, for the regulation of the Muhammadan pilgrim traffic by sea between British India and Arabia. Vessels engaged in that traffic are at present governed by the Native Passenger Ships Act, 1887; but, as that Act contains, besides special provisions applying to pilgrim ships, provisions of general application to ships carrying natives of Asia or Africa as passengers, it appears to be the most convenient course, instead of attempting to amend it to meet the special circumstances of the case, to remove altogether from its operation pilgrim ships and to provide for them in a separate enactment such as that now proposed. This Bill, it will be found from the marginal references, reproduces, with such amendments as are necessary to carry out the object stated above, all the sections contained in Act X of 1887 except sections 18, 19, 20, 21, 37, 55 and 57, some of which are on the face of them inapplicable in the case of ships making the long voyage from British India to foreign ports in the Red Sea. The more important of the amendments made in the provisions of the existing enactment are noticed below.

2. Section 4 of the Bill repeals the Native Passenger Ships Act so far as regards "pilgrim ships," and section 5, besides defining a "pilgrim" and a "pilgrim ship," provides that no vessel shall come within the purview of the proposed Act unless, besides ordinary passengers, among whom may be included pilgrims not of the lowest class, it has on board pilgrims of the lowest class in a proportion of at least one to every hundred tons of the gross tonnage. In accordance with the terms of the Convention, every individual Muhammadan passenger of whatever age, making the voyage to or from the Hedjaz, is to be reckoned as a pilgrim.

3. In section 7 of the Bill it is provided that at least three days' (instead of twenty-four hours') notice beforehand shall be given of the sailing and destination of a pilgrim ship.

4. Section 21 of Act X of 1887 fixes the minimum space to be made available for passengers on long voyages, while section 56 enables the Governor General in Council, notwithstanding the earlier provision, to prescribe by order the number of superficial or of cubic feet to be allowed. Sub-section (1) of section 18 of the Bill omits the former, but includes the latter, provision, it having been decided that the increase of space, on which much stress was laid at the Conference, should be provided for by executive order in this way. The remaining sub-sections (2) and (3) give effect to the recommendations of the Conference as to the reservation of an upper deck for the use of pilgrims by day and by night and the hospital accommodation to be set apart for their benefit.

5. By section 23 of the Bill, which for the rest reproduces section 26 of the Native Passenger Ships Act, the presence of a second medical officer on board is, in accordance with the Convention, required if the number of pilgrims carried exceeds one thousand.

6. Section 24 of the Bill reproduces section 27 of the Native Passenger Ships Act, so modified as to dispense with the unnecessary and often inconvenient call at Aden on the return journey to India, which is at present compulsory. This change is not required by the Convention, but is in no way opposed thereto.

7. By section 27 of the Bill, which corresponds to section 30 of the Native Passenger Ships Act, it is provided, as recommended by the Conference, that the medical examination of all pilgrims shall take place on land prior to embarkation, that persons suffering from cholera or choleraic diarrhoea or any dangerously infectious or contagious disease shall not be permitted to embark, that the embarkation of others who have been in attendance upon or otherwise in contact with persons so affected may, at the discretion of a duly appointed medical officer, be forbidden, and that contaminated articles shall not be taken on board without having been first disinfected under the supervision of a medical officer as aforesaid.

8. Section 28 of the Bill is an entirely new provision based on the Convention, and is to the effect that all the sanitary taxes levied at the ports visited shall be paid by the master, who is left to recover the amount, by arranging to have it included in the price of the tickets issued or otherwise, from the pilgrims concerned.

9. The remaining alterations are either consequential on those already explained or are of an unimportant character, and do not, therefore, call for further notice or explanation.

The 9th July, 1895.

A. MACKENZIE.

GOVERNMENT OF INDIA.
LEGISLATIVE DEPARTMENT.

ANNEXURE
TO
Bill to make better provision for the regulation of Pilgrim Ships.

(Statement of Objects and Reasons.)

THE PILGRIM SHIPS BILL.

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A

BILL

TO

Make better provision for the regulation of Pilgrim Ships.

WHEREAS it is expedient to make better provision for the regulation of pilgrim ships; It is hereby enacted as follows:—

Preliminary.

[S. 1, Act X of 1887.]

1. This Act may be called the Pilgrim Ships Act, 1895.

[S. 2, *ibid.*]

2. (1) It extends to the whole of British India, and applies—

- (a) to all subjects of Her Majesty within the dominions of Princes and States in India under the suzerainty of Her Majesty;
- (b) to all native Indian subjects of Her Majesty without and beyond British India; and,
- (c) subject to the exceptions mentioned in subsection (2), to every pilgrim ship as hereinafter defined.

- (2) But it does not apply—

- (i) to any ship-of-war, troopship, transport or other ship belonging to the Royal Navy or Her Majesty's Indian Marine Service, or
- (ii) to any other ship for the time being in the service of Her Majesty, or
- (iii) to any ship-of-war belonging to any Foreign Prince or State, or
- (iv) to any ship not being a pilgrim ship.

[S. 3, *ibid.*]

3. This Act shall come into force on the first day of October, 1895.

[S. 4, *ibid.*]

4. On and from that day nothing contained in the Native Passenger Ships Act, 1887, shall apply to any pilgrim ship.

[S. 5, *ibid.*]

5. In this Act, unless there is anything repugnant in the subject or context,—

(1) "pilgrim" means a Muhammadan passenger going to, or returning from, the Hedjaz:

(2) "pilgrim ship" means a ship conveying pilgrims from or to any port in British India to or from any port in the Red Sea:

Provided that no ship carrying passengers other than pilgrims of the lowest class and having on board pilgrims of the lowest class in a less proportion than one pilgrim for every one hundred tons of the gross tonnage of the ship shall be deemed to be a pilgrim ship within the meaning of this Act.

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(Rules for Voyages of Pilgrim Ships.—Sections 6-11.)

Explanation.—"By pilgrims of the lowest class" are meant pilgrims who are steerage passengers :

(3) "voyage" means the whole distance between a pilgrim ship's port or place of departure and her final port or place of arrival :

(4) "Chief Customs-officer" means the chief executive officer of sea-customs in any port or place to which this Act applies : and

(5) "Magistrate" means a person exercising powers not inferior to those of a Magistrate of the second class.

Rules for Voyages of Pilgrim Ships.

6. (1) No pilgrim ship shall depart or proceed from, or discharge passengers (whether pilgrims or not) at, any port or place within British India other than a port or place appointed in this behalf by the Local Government.

Pilgrim ships to sail only from places appointed by the Government.

(2) After a pilgrim ship has departed or proceeded on a voyage from a port or place so appointed, no person shall be received on board as a pilgrim except at some other port or place so appointed.

7. (1) The master, owner or agent of a pilgrim ship so departing or proceeding shall give notice to an officer appointed in this behalf by the Local Government that she is to carry pilgrims, and of her destination, and of the proposed time of sailing.

Notice to be given of time of sailing.

(2) The notice shall be given not less than three days before that time.

8. After receiving the notice, the officer aforesaid or a person authorized by him shall be at liberty at all times to enter on the ship and inspect her and her fittings and the provisions and stores on board.

Power to enter on ship.

9. (1) No pilgrim ship shall commence a voyage from a port or place appointed under this Act, unless the master holds two certificates to the effect mentioned in the two next following sections.

Pilgrim ship not to sail without two certificates.

(2) The officer whose duty it is to grant a port-clearance shall not grant it unless the master holds those certificates.

10. The first of the certificates (hereinafter called "certificate A") shall state that the ship is seaworthy and properly equipped, fitted and ventilated, and the number of pilgrims which she is capable of carrying.

Contents of certificate A.

11. The second of the certificates (hereinafter called "certificate B") shall state—

Contents of certificate B.

(a) the voyage which the ship is to make, and the intermediate ports (if any) at which she is to touch ;

The Pilgrim Ships Bill.

(Rules for Voyages of Pilgrim Ships.—Sections 12-14.)

(b) that she has the proper complement of officers and seamen ;

(c) that food, fuel and pure water over and above what is necessary for the crew, and the other things (if any) prescribed for pilgrim ships by the rules under this Act, have been placed on board, of the quality prescribed by the rules, properly packed, and sufficient to supply the pilgrims on board during the voyage which she is to make (including such detention in quarantine as may be probable) according to the scale for the time being prescribed by those rules ;

(d) that the master holds certificate A ;

(e) that she is propelled principally by steam ;

(f) that, if she is to carry more than one hundred pilgrims, she has on board the medical officer, or medical officers, required by section 23, licensed in accordance with the rules under this Act ; and

(g) such other particulars (if any) as may be prescribed by the rules under this Act.

[S. 12, *ibid.*] 12. The person by whom certificate A and certificate B are to be

Grant of certificates. granted shall be the officer appointed under section 7.

[S. 13, *ibid.*] 13. Where the master of a pilgrim ship produces to that officer either

Substitute for certificate A. of the following certificates, namely,—

(a) a valid certificate granted by the Board of Trade or by a British Colonial Government, or

(b) a certificate granted under the authority of a British Indian Government on a date not more than one year before the proposed day of sailing and in force and applicable to the voyage on which the ship is to proceed or the service on which she is about to be employed,

the officer may, if the particulars required by section 10 are certified thereby, take the certificate as evidence of those particulars, and it shall then be deemed to be a certificate A for the purposes of this Act.

[S. 14, *ibid.*] 14. (1) After receiving the notice required by

Survey of pilgrim ship. section 7, the officer appointed under that section

may, if he thinks fit, cause the ship to be surveyed at the expense of the master or owner by competent surveyors, who shall report to him whether she is, in their opinion, seaworthy and properly equipped, fitted and ventilated for the conveyance of pilgrims :

Provided that he shall not cause a pilgrim ship holding a certificate mentioned in section 13, clause (a) or clause (b), to be surveyed unless, by reason of her having met with damage or

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(Rules for Voyages of Pilgrim Ships.—Sections 15-18.)

having undergone alterations, or on any other reasonable ground, he considers it likely that she may be found unseaworthy or not properly equipped, fitted or ventilated for the conveyance of pilgrims.

(2) If the officer causes a survey to be made of a pilgrim ship holding any such certificate, and the surveyors report that she is seaworthy and properly equipped, fitted and ventilated for the conveyance of pilgrims, and that there was no reasonable ground why the officer should have thought it likely that she would be found unseaworthy, or not properly equipped, fitted or ventilated for such traffic, the expense of the survey shall be paid by the Local Government.

15. (1) The officer authorized to grant a certificate under this Act in respect of a pilgrim ship shall not grant it unless he is satisfied that she has on board no cargo likely from its quality, quantity or mode of stowage to prejudice the health or safety of the pilgrims embarked. [S. 15, *ibid.*]

Discretion as to grant of certificate.

(2) But save as aforesaid, and subject to the provisions of sub-section (3), it shall be in the discretion of the officer to grant or withhold a certificate under this Act.

(3) In the exercise of that discretion such officer shall be subject to the control of the Local Government and of any intermediate authority which that Government appoints in this behalf.

16. The master or owner of every pilgrim ship shall post up in a conspicuous part of her, so as to be visible to persons on board, a copy of each of the certificates granted under this Act in respect thereof, and shall keep those copies so posted up throughout the voyage. [S. 16, *ibid.*]

Copy of certificates to be exhibited.

17. If an officer appointed in this behalf by the Local Government is satisfied that a pilgrim has brought on board a pilgrim ship for his own use food of the quality and in the quantity for the time being prescribed by the rules under this Act, the requirements of this Act respecting the supply of food for pilgrims shall not apply so far as regards the supply of food for that pilgrim. [S. 17, *ibid.*]

Supply by pilgrims of their own food.

18. (1) The Governor General in Council may by order prescribe the number of superficial and cubic feet of space (not being less than the space for the time being required for passengers under any Act for the regulation of passenger ships) to be available in the between-decks for pilgrims on board pilgrim ships. [S. 18, *ibid.*]

Space and hospital accommodation to be provided for pilgrims.

(2) Every pilgrim ship shall have reserved for the use of the pilgrims on board gratuitously by day and by night the upper deck (exclusive of the portion set apart for first and second class

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(Rules for Voyages of Pilgrim Ships.—Sections 19-21.)

passengers, the airing space for the crew and any space which may be reserved as a hospital for the passengers).

(3) In addition to the space provided for by sub-sections (1) and (2), there shall be a hospital on board every pilgrim ship capable of accommodating five per cent of the pilgrims embarked, thirty-two superficial feet being allowed per head.

[S. 22, *ibid.*] **19.** The master of every pilgrim ship departing or proceeding from any port or place in British India shall sign two statements, specifying the number and the respective sexes of all the pilgrims embarked and the number of the crew, and shall deliver them to the officer appointed under section 7, who shall thereupon, after having first satisfied himself that the numbers are correct, countersign and return to the master one of the statements.

[S. 23, *ibid.*] **20.** The master of every pilgrim ship shall note in writing on the statement returned to him, Deaths on voyage. and on any additional statement to be made under the next following section, the date and supposed cause of death of any pilgrim who may die on the voyage, and shall, when the pilgrim ship arrives at her port or place of destination or at any port or place at which it may be intended to land pilgrims, and before any pilgrims disembark, produce the statement, with any additions thereto made, to a person lawfully exercising consular authority on behalf of Her Majesty at the port or place or to the Chief Customs-officer thereof or the officer (if any) appointed there under section 7.

[S. 24, *ibid.*] **21. (1)** In either of the following cases, namely,—
Pilgrim ship taking additional pilgrims at intermediate place.

(a) if after a pilgrim ship has departed or proceeded on her voyage any additional pilgrims are taken on board at a port or place within British India appointed under this Act for the embarkation of pilgrims, or

(b) if a pilgrim ship upon her voyage touches or arrives at any such port or place, having previously received on board additional pilgrims at any place beyond British India,

the master shall obtain a fresh certificate to the effect of certificate B from the officer appointed at that port or place under section 7, and shall make additional statements specifying the number and the respective sexes of all the additional pilgrims.

(2) All the foregoing provisions of this Act with respect to certificate B and statements concerning pilgrims shall be applicable to any

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(Rules for Voyages of Pilgrim Ships.—Sections 22-27.)

certificate granted or statement made under this section.

22. Every pilgrim ship shall be propelled [S. 25, *ibid.*]

Pilgrim ships to be principally by steam.

23. Every pilgrim ship carrying more than [S. 26, *ibid.*]

Certain pilgrim ships to carry medical officers. one hundred pilgrims shall have on board a medical officer licensed in accordance with the rules under this Act, and, if the number carried exceed one thousand, a second medical officer similarly licensed.

24. (1) Every pilgrim ship proceeding from [S. 27, *ibid.*]

Pilgrim ships to any port in British India touch at Aden on the other than Aden to any outward voyage. port in the Red Sea shall touch at Aden, and shall not leave that port without having obtained from the proper authority a clean bill of health.

(2) A pilgrim ship proceeding from any port in the Red Sea to any port in British India other than Aden shall not be required to touch at Aden, or, if she touches at that port, to obtain a clean bill of health before leaving.

25. The authority at Aden empowered to [S. 28, *ibid.*]

Bill of health at Aden. shall refuse to grant it if the ship has on board a greater number of pilgrims than the number allowed by or under this Act, and may refuse to grant it if the requirements of any rule under this Act are not complied with on board such pilgrim ship.

26. In the case of every pilgrim ship proceeding [S. 29, *ibid.*]

Bond where pilgrim ship proceeds on outward voyage. from any port in British India other than Aden to any port in the Red Sea, the officer whose duty it is to grant a port-clearance shall not grant the clearance unless or until the master, owner or agent and two sureties resident in British India have executed in favour of the Secretary of State for India in Council a joint and several bond, for the sum of five thousand rupees, conditioned—

(a) that the ship shall touch at Aden on the outward voyage and there obtain a clean bill of health, and

(b) that the master and medical officer or officers (if any) shall comply with the provisions of this Act and of such rules relating to pilgrim ships as the Governor or General in Council may make thereunder.

27. No pilgrim shall be received on board any [S. 31, *ibid.*]

Power of Local Gov. to inspect pilgrim ships. pilgrim ship, unless and until he has been inspected, at such time and place, and in such manner, as

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(Rules for Voyages of Pilgrim Ships.—Section 28. Penalties.—Section 29.)

the Local Government may fix in this behalf, by a medical officer to be appointed by that Government for the purpose.

(2) If, in the opinion of the officer making an inspection under this section, any pilgrim is suffering from cholera or choleraic indisposition, or any form of suspicious diarrhoea, or any dangerously infectious or contagious disease, such pilgrim shall not be permitted to embark.

(3) If any such officer has reason to believe that any pilgrim, though not suffering from any dangerously infectious or contagious disease, is or has recently been in attendance upon, or otherwise in contact with, any person so suffering, he may prohibit the embarkation of the pilgrim for such period as he may think fit.

(4) All articles which have been contaminated by persons suffering from cholera or choleraic indisposition, or any dangerously infectious or contagious disease, or are suspected of having been so contaminated, shall, before being taken on board a pilgrim ship, be disinfected, under the supervision of a medical officer appointed by the Local Government for the purpose, in such manner as the Local Government shall direct.

[New.]

28. The master of every pilgrim ship shall be bound to pay the whole amount of the sanitary taxes imposed by lawful authority at the ports visited.

Penalties.

[S. 31, *ibid.*]

29. (1) If a pilgrim ship departs or proceeds on a voyage from, or discharges passengers at, any port or place within British India in contravention of the provisions of section 6, sub-section (1), or section 9, the master or owner shall, for every passenger carried in the ship, or so discharged (as the case may be), be punished with fine which may extend to one hundred rupees, or with imprisonment for a term which may extend to one month, or with both.

(2) If any person is received as a pilgrim on board a pilgrim ship in contravention of the provisions of section 6, sub-section (2), the master or owner shall for every such pilgrim be liable to such punishment as is specified in sub-section (1).

(3) In either of the said cases the ship, if found within two years in any port or place within British India, may be seized and detained by a Chief Customs-officer until the penalties incurred under this Act by her master or owner have been adjudicated, and the payment of the fines imposed on him under this Act, with all costs, has been enforced, under the provisions of this Act:

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(Penalties.—Sections 30-34.)

Provided that the aggregate term of imprisonment awarded under this section shall not exceed one year.

30. If any one impedes or refuses to allow the entry or inspection authorized by or under this Act, he shall be punished with fine which may extend to five hundred rupees for each offence, or with imprisonment for a term which may extend to three months, or with both.

Penalty for opposing entry on or inspection of pilgrim ship.

31. If the master or owner of a pilgrim ship without reasonable excuse, the burden of proving which shall lie upon him, fails to comply with the requirements of section 16 with respect to the posting of copies of certificates, he shall be punished with fine which may extend to two hundred rupees, or with imprisonment for a term which may extend to one month, or with both.

32. If the master of a pilgrim ship fails to comply with any of the requirements of section 19 or section 20 as to the statements concerning pilgrims, or wilfully makes any false entry or note in or on any such statement, or fails to obtain any such fresh certificate or to make any such statement of the number of additional pilgrims as is mentioned in section 21, he shall be punished with fine which may extend to five hundred rupees for every such offence, or with imprisonment for a term which may extend to three months, or with both.

Penalty on master for not complying with requirements as to statements concerning pilgrims and certain other matters.

33. If the master of a pilgrim ship, after having obtained any of the certificates mentioned in section 9 or section 21, fraudulently does or suffers to be done anything whereby the certificate becomes inapplicable to the altered state of the ship, the pilgrims on board or other matters to which the certificate relates, he shall be punished with fine which may extend to two thousand rupees, or with imprisonment for a term which may extend to six months, or with both.

34. If the master of a pilgrim ship without reasonable excuse, the burden of proving which shall lie upon him, omits to supply to any pilgrim the allowance of food, fuel and water prescribed by the rules under this Act, he shall be punished with fine which may extend to twenty rupees for every pilgrim who has sustained detriment by the omission.

Penalty on master for failing to supply pilgrims with prescribed provisions.

35. If a pilgrim ship has on board a number of pilgrims greater either than the number allowed under this Act or than the number allowed by the license or certificate (if any), granted at her port or place of departure, the master and owner shall, for every pilgrim in excess of that number, be each punished with fine which may extend to twenty rupees.

[S. 38, *ibid.*]

Penalty on master and owner for carrying pilgrims in excess of authorized number.

[S. 39, *ibid.*]

Penalty on master for landing pilgrim at a place other than that at which he has contracted to land.

36. If the master of a pilgrim ship lands any pilgrim at any port or place other than the port or place at which such pilgrim may have contracted to land, unless with his previous consent or unless the landing is made necessary by perils of the sea or other unavoidable accident, he shall for every such offence be punished with fine which may extend to two hundred rupees, or with imprisonment for a term which may extend to one month, or with both.

[S. 40, *ibid.*]

Penalty on master and owner for making voyage in contravention of contract with pilgrims.

37. If a pilgrim ship, otherwise than by reason of perils of the sea or other unavoidable accident, touches at any port or place in contravention of any express or implied contract or engagement with the pilgrims with respect to the voyage which the ship was to make and the time which that voyage was to occupy, whether the contract or engagement was made by public advertisement or otherwise, the master and owner shall each be punished with fine which may extend to five hundred rupees, or with imprisonment for a term which may extend to three months, or with both.

[S. 41, *ibid.*]

Penalty on master and owner of pilgrim ship not propelled principally by steam.

38. If a pilgrim ship is not propelled principally by steam as required by section 22, the master and owner shall each be punished with fine which may extend to five hundred rupees, or with imprisonment which may extend to three months, or with both.

[S. 42, *ibid.*]

Penalty on master of pilgrim ship sailing without medical officer or officers in contravention of section 23.

39. If a pilgrim ship carrying more than one hundred pilgrims has not on board a medical officer, or two medical officers if the number of pilgrims carried exceed one thousand, as required by section 23, the master shall be punished with fine which may extend to five hundred rupees, or with imprisonment for a term which may extend to three months, or with both.

[S. 43, *ibid.*]

Penalty on master for not obtaining bill of health at Aden on outward voyage.

40. If the master of a pilgrim ship proceeding from any port in British India other than Aden to any port in the Red Sea without reasonable excuse,

(Penalties.—Sections 41-42. Procedure.—Sections 43-45.)

the burden of proving which shall lie upon him, fails to touch at Aden, or leaves that port without having obtained a bill of health as required by section 24, sub-section (1), he shall for every such offence be punished with fine which may extend to two thousand rupees, or with imprisonment for a term which may extend to six months, or with both.

41. If the master of a pilgrim ship knowingly receives on board any pilgrim or any contaminated article in contravention of the provisions of section 27, he shall be punished with fine which may extend to five hundred rupees for each pilgrim, or fifty rupees for each contaminated article, so received, or with imprisonment which may extend to three months, or with both.

42. If the master or the medical officer (if any) of a pilgrim ship without reasonable excuse, omits or neglects to obey any rule under this Act, he shall be punished with fine which may extend to five hundred rupees, or with imprisonment for a term which may extend to three months, or with both.

Procedure.

43. (1) Offences against this Act shall be punishable by a Magistrate.

(2) If the person on whom a fine is imposed under this Act is the master or owner of a pilgrim ship, and the fine is not paid at the time and in the manner prescribed by the order of payment, the Magistrate may, in addition to the ordinary means prescribed by law for enforcing payment, by warrant direct the amount remaining unpaid to be levied by distress and sale of such pilgrim ship, her tackle, furniture and apparel.

44. For the purpose of the adjudication of penalties under this Act, every offence against its provisions shall be deemed to have been committed within the limits of the jurisdiction of the Magistrate of the place where the offender is found.

45. The penalties to which masters and owners of pilgrim ships are made liable by this Act shall be enforced only on information laid at the instance of officers appointed to grant certificates under this Act, or at any port or place where there is no such officer, at the instance of the Chief Customs-officer.

(Procedure.—Sections 46-47. Supplemental.—Section 48.)

46. A Magistrate imposing a fine under this Act may, if he thinks fit, direct the whole or any part thereof to be applied in or towards compensating any person for any detriment which he may have sustained by the act or default in respect of which the fine is imposed, or in or towards payment of the expenses of the prosecution.

47. (1) Whenever in the course of any legal proceeding under this Act the testimony of a witness is required in relation to the subject-matter of the proceeding, any deposition which he may have previously made in relation to the same subject-matter before any Justice or Magistrate in Her Majesty's dominions (including all parts of India other than those subject to the same Local Government as the port or place where the proceeding is instituted), or before any British consular officer elsewhere, shall be admissible in evidence on proof that the witness cannot be found within the jurisdiction of the Court in which the proceeding is instituted.

Provided that the deposition shall not be admissible unless—

- it is authenticated by the signature of the Justice, Magistrate or consular officer;
- it was made in the presence of the person accused; and
- the fact that it was so made is certified by the Justice, Magistrate or consular officer.

(2) It shall not be necessary in any case to prove the signature or official character of the person appearing to have signed any such deposition; and in any criminal proceeding such certificate as aforesaid shall, unless the contrary is proved, be sufficient evidence of the accused having been present in manner thereby certified.

Supplemental.

48. (1) The Chief Customs-officer or other officer (if any) appointed by the Local Government in this behalf at any port or place within British India at which a pilgrim ship touches or arrives shall, with advertence to the provisions of this Act, send any particulars which he may deem important respecting such pilgrim ship and the pilgrims carried therein to the officer at the port or place from which she commenced her voyage, and to the officer at any other port or place within British India where the pilgrims or any of them embarked or are to be discharged.

(2) The Chief Customs-officer or other officer (if any) appointed by the Local Government in

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(Supplemental.—Sections 49-50.)

this behalf at any port or place in British India at which a pilgrim ship touches or arrives may enter on the ship and inspect her in order to ascertain whether the provisions of this Act as to the number of pilgrims and other matters have been complied with.

49. In any proceeding for the adjudication of any penalty incurred under this Act any document purporting to be a report of such particulars as are referred to in sub-section (1) of the last foregoing section, or a copy of the proceedings of any Court of Justice duly authenticated, and also any like document purporting to be made and signed by any person lawfully exercising consular authority on behalf of Her Majesty in any foreign port, shall be received in evidence, if it appears to have been officially transmitted to any officer at or near the place where the proceeding under this Act is had.

Report of Consul.

50. (1) The Governor General in Council may make rules consistent with this Act to regulate all or any of the following matters:—

Power for Governor General in Council and Local Government to make rules.

- (a) the scale on which food, fuel and water are to be supplied to pilgrims on board pilgrim ships, and the quality of such food, fuel and water;
- (b) the medical stores and other appliances and fittings to be provided on board for maintaining health, cleanliness and decency;
- (c) the licensing and appointment of medical officers in cases where they are required by this Act to be carried;
- (d) the boats, anchors and cables to be provided on board;
- (e) the instruments for purposes of navigation to be supplied;
- (f) the apparatus for the purpose of extinguishing fires on board and the precautions to be taken to prevent such fires;
- (g) the provision of appliances for saving life and of means for making signals of distress, and the supply of lights, extinguishable in water and fitted for attachment to life-buoys;
- (h) the functions of the master, medical officer or officers (if any) and other officers during the voyage; and,
- (i) generally, to carry out the purposes of this Act.

(2) The Local Government may, with the previous sanction of the Governor General in Council, make rules consistent with this Act to regulate—

- (a) the local limits within which, and the time and mode at and in which, pilgrims

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(Supplemental.—Section 51.)

shall be embarked or discharged at any port or place appointed under this Act in that behalf; and

- (b) the time within which a pilgrim ship shall depart or proceed on her voyage after commencing to take pilgrims on board.

(3) In making a rule under this section the authority making it may direct that a breach of it shall be punishable with fine which may extend to two hundred rupees, and when the breach is a continuing breach with a further fine which may extend to twenty rupees for every day after the first during which the breach continues.

(4) The power to make rules under this section is subject to the condition of the rules being made after previous publication.

(5) All rules heretofore made under the Native Passenger Ships Act, 1887, shall, so far as consistent with this Act, continue to be applicable to pilgrim ships unless and until they shall be superseded or altered by rules under this Act. X of 1887.

[S. 54, *ibid.*] 51. The Local Government shall appoint such persons as it thinks fit to exercise and perform the powers and duties which are conferred and imposed by this Act or may be conferred and imposed thereunder.

GOVERNMENT OF INDIA.
LEGISLATIVE DEPARTMENT.

A
BILL
TO

Make better provision for the regulation
of Pilgrim Ships.

(Sir Alexander Mackenzie.)

No. 200.

FROM

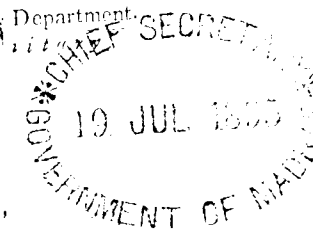
J. P. HEWETT, ESQ., C.I.E.,

Offg. Secretary to the Government of India,

TO

The Chief Secy. to the Govt. of India.

Home Department
S. 111



SIR,

Simla, the 15th July 1895.

I AM directed to forward herewith a draft of the rules which the Governor General in Council proposes to make under the Pilgrim Ships Act, 1895, when the Bill, which was introduced into His Excellency's Council for making laws and regulations on the 11th instant, passes into law. It is intended that the Act, which it is hoped will be passed early in September next, shall come into force with effect from the 1st October 1895. The Bill contains a provision requiring the previous publication of the rules to be made under the powers conferred by it and in accordance with section 4 of the General Clauses Act, 1887, such rules can be formally published as soon as the Act is passed, and can be brought into effect from the date on which the Act comes into force or from a subsequent date. The Government of India consider it very desirable that the new rules should come into operation as soon as possible after the 1st October next. In order to secure this it is necessary that there should be no preventible delay after formal publication. The enclosed draft of the rules proposed is therefore now forwarded for such remarks as *His Secy. the Hon. Mr. Mackenzie* and the officers and persons interested, whom it may be thought fit to consult, have to offer upon them. Any modifications, which the criticism received may render necessary, will be made in the draft so that it can be published for the information of the public simultaneously with the passing of the Act. I am accordingly to request that the reply of the Government of India to this reference may be submitted so as to reach the Government of India by the 30th August at the latest.

2. The chief points in the existing rules, as well as in the existing law, in respect of which changes have been rendered necessary by the provisions of the Paris Convention of 1894, so far as they were accepted by Her Majesty's Government, were noticed in the Resolution No. ^{6-Sanitary} 172-179, recorded in this Department on the 28th ultimo. The alterations in the existing rules based upon the Convention are set out in italics in the enclosed draft.

3. In asking for the advice of *His Secy. the Hon. Mr. Mackenzie* upon the alterations generally, I am to say that the Government of India specially desire his opinion upon the following points, viz. :—

(a) Article 9 (1) of the Convention declares that the master of a pilgrim vessel must have with him, duly signed before starting, a list showing the names and sex as well as the total number of the pilgrims

on board. The law has hitherto only required that the number and respective sexes of the pilgrims should be entered in this list, and existing form IV provides that the master shall have a list showing the number of (1) male adults, (2) female adults, (3) male children under 12, (4) female children under 12, (5) infants under 2, and (6) total. The Government of India would be glad to give effect to the provision in the Convention as to names if it were feasible. I am to ask whether *His Excellency the*

Governor in Council considers that in obtaining the names of all the pilgrims Muhammadan women are likely to object generally to giving their names for the purpose of their being entered in the list, and, if not, whether there would be any other difficulties likely to interfere with its being correctly prepared. It might, it appears to the Government of India, be possible if it is held to be undesirable to attempt to ascertain the names of all the women and children, to show the name of each adult male with the number of women and children dependent upon him or attached to his party. The Governor General in Council would be glad to receive the opinion of the *Governor in Council* upon this suggestion.

- (b) Draft rule 17 prescribes medicines and medical appliances which have to be kept on board a pilgrim ship. The list of medicines proper is based upon the existing list and the list recommended by the London Departmental Committee which sat in London in 1893, and approved by the Surgeon-General with the Government of India. The Governor General in Council does not think that any alteration will be required in the list of medicines proper. The disinfectants entered in the list are those which have to be provided in accordance with article 25, annexure I. B of the Convention, to carry out the system of disinfection prescribed by article 5 of annexure IV of the Convention of Venice, and reproduced in rule 19. The amounts to be carried have been provisionally entered in the scale in draft rule 17, and I am to ask for the opinion of the Government of *Madras* after consulting the Health Officer of *Madras* as to whether they require any modification. The Health Officer will be able to give an expert opinion as to the amount of each disinfectant required to enable the master of the ship to comply with the requirements of the Convention.

- (c) The London Departmental Committee suggested that small quantities of coal not exceeding 15 per cent. of the gross tonnage might be allowed as cargo on a pilgrim ship. The present rule (No. 52 of the draft) prohibits coal from being carried as cargo. With reference to the London Committee's sugges-

* Copy forwarded to the *Madras* Government with Home Department letter No. 290, dated the 9th October 1894.

His Excellency the Governor in Council will favour the Government of India with his opinion upon it.

- (d) The other recommendations of the Departmental Committee of 1893 have been adopted as far as has been considered possible in the new rules now circulated, and the only other suggestion made by the Committee, to which the Governor General in Council wishes now to call special attention, is that regarding the reduction of the amount of water to be carried when the condenser is capable of producing 1,000 gallons in 24 hours. The existing rules allow a reduction of $\frac{1}{2}$ of the total quantity of water to be carried when the condenser is fully capable of making up the deficiency. The Departmental Committee suggested that the amount might be reduced by $\frac{1}{2}$ if the condenser has been approved within twelve months by the Board of Trade or Indian or Colonial authorities

and is capable of producing in 24 hours 1,000 gallons of pure water fit to drink at once. The note to rule 1 of the rules now circulated provides for this suggestion, and allows a reduction of $\frac{1}{4}$ of the amount of water if the condenser can produce more than 500 gallons (the minimum admissible under rule 78) but less than 1,000 gallons. I am to ask for the opinion of the Government of *Madras* on this point.

4. A copy of the Secretary of State's Revenue Despatch No. 164, dated the 29th November 1894, is enclosed for the information of *His Excellency the Governor in Council* in continuation of the correspondence forwarded with my letter No. 270, dated the 9th October 1894.

I have the honour to be,

SIR,

Your most obedient Servant,

J. P. Kemitt

Offg. Secretary to the Government of India.

CURRENT NO.

Public Dept.

From the Secy of Indian Home.

No 200

Date 13 }
Recd 19 } July 95
Depd 19 }

Encl 2. Not to be sent.



24-7-95

Subject

Forwarding a draft of the
rules under the Pilgrim Ships
Act 1895 for an expression of opinion
on certain points.

Pub. No. 12577 210-7-95

895-96 227-11-9

129-30 222-2-95

29-30 217-1-95

688 219-9-90 211

761 211-10-94

715 214-9-94

698 210-27-94

Native Passengers Ships Act X of 87

Genl. Clause Act I of 87.

Public Current 2270

and No. 1699

Forwarded to
the Protector of Emig-
rants for early and
full remarks to be
submitted through
the Presidency Port-
officer, who will in
addition to his own
observations, furnish
a report by the Port
and Marine Surgeon.

Replies should be
based on the assump-
tion that pilgrim traf-
fic between Madras
and Red Sea ports actu-
ally does exist.

This reference should
be treated as

Replies shd:
reach Govt: not later
than the 10th August.

Ordered
22nd July 1905

Madras
29th July 1895

W. J. H. La Fane Esq^r
Inspector of Emigrants
Madras

Sir,

I have the honor to return
herewith the Draft of the Pilgrims' Ships
Act 1895 with its accompanying papers
and beg to make the following remarks
thereon.

There is I think a discrepancy in the
two paras of Section 5 defining (1) a "pilgrim"
as a "Muhammadan passenger going to, or
returning from the Hedjaz" and (2) a "pilgrim
ship" as a vessel "conveying pilgrims from
or to any port in British India to or from
any port in the Red Sea". The "Red Sea" may
be altered into "Hedjaz" as for instance
a vessel touching on the East Coast of Africa
such as Suakin, Massawa &c on the Red
Sea may be included in the category of
"pilgrim" ships, thus importing an unnecessary

hardship on Ship Owners and Masters.

Section 17 provides for an inspecting
Officer to see what pilgrims have
sufficient food of the quantity and quality
required by the Act and to exempt the
Vessel from carrying the quantity of food
required for such. I would suggest that
this Officer be, instead, deputed to see
what pilgrims have not enough food
to last them the voyage and prevent them
from embarking. In this connection I
may remark that a Munkhammadan
is expected to perform the Hajj once in a
life time provided he can afford to do so
and have enough means to support his
family during his absence. A pauper is
therefore not expected to perform such
pilgrimage and place his life in jeopardy
and it would be very proper to prevent him
from doing so. These pauper pilgrims are
to a very great extent encouraged by
wealthy Munkhammadans of Bombay and
Calcutta, who buy cheap passages and
distribute them to these people as an
act of charity (2). Then the men go round
and

and beguile their pilgrimage of mendacity
and misery more often than not paying
for it with their lives. This suggestion
of mine is supported by the opinion of
Mr. W. D. Newman in his evidence before
the Committee Para 597. Page 31.

With reference to the enquiry of the
Government of India regarding registering
the names of pilgrims male and female
it would certainly be objectionable so
far as the females are concerned. The better
course would be, as suggested, to register
only the males and the number of females
and children they may take with them.

In conclusion I know by personal
experience that the Egyptian Hajj
(pilgrim) has to procure a permit from
his native Village or City officers and
produce it for the inspection of the
quarantine Department at Suez, to be
allowed to embark for the Hedjaz. Owing
to the universal system of Passports
in Russia no pauper Russian Subjects
are allowed in the Hajj. The Russians
are

are notoriously well behaved and comfortable in the Madras.

On the whole the Bill appears to be a far reaching one in all its provisions and I trust it will prove to be as beneficial to the pilgrims as it is intended by the legislature to be.

I have the honor to
/sd/ Mirza Mehdi Isphahani

(True copy)

ag: Protector of Emigrants

No. 341

OFFICE OF THE PROTECTOR OF EMIGRANTS,
Madras, 1st August 1895.

From

W. J. H. de Faux Esq.

ag: PROTECTOR OF EMIGRANTS,
Madras,

To

The Honble Mr. J. F. Dine C.S.I.

CHIEF SECRETARY TO GOVERNMENT,
PUBLIC DEPARTMENT,
Fort St. George.

SIR,

Thru' the Presidency Post Office

2 encls: 1 copy of letter
+ 1 file

I have the honor to forward the papers received with your endorsement dated 22.7.95 No. 1699. The Act seems to me, having regard to the circumstances under which it is to be framed, to be open to no objection. The only suggestion which I have to make is whether, in view of the largely extended education of medical women it might not be possible under section 23, to make provision for the presence of a medical woman on board pilgrim ships. I consulted Mirza Mehdi Isphahani one of our most enlightened Mohammedan citizens, who has himself made the Haj, and enclose a letter received from him. In conversation, he expressed himself strongly that there was nothing in Mohammedan law or religion to prevent Government from securing that no pauper should make the pilgrimage, and he was

I have the honor to be
Your most obed^t Servant

Madras,

2^d August 1895

Yours

Wm. Porter & Sons
J. P. Porter & Sons

Z

The Presiding Pastor, —

Maitha.

L

In reply to your May 4² of 8 May 1895, I have the honor to say that I think the catalogue of Medicines & Disinfectants proposed in the Draft Rules for the Regulation of Telegram Traffic is fairly complete with the exception of the omission of a disinfectant suitable for mixing with dry sand (vid. para 34, para 10 of the Draft Rules). For this purpose Lysol Powder should be provided. One hundred pounds should be sufficient.

2. I note 34 - fluid - of Phenacetin - This is doubt an oversight, as this drug is used as a powder

3. The chloroform should be increased
to four ounces.

4. Unless it is intended to use the
Metric System of weights & measures for
the making of this of disinfectants,
(pages 6 & 7 of Draft Rules) the actual quantities
of the respective ingredients should be given.
To say 1 part of Corrosive Sublimates (which is
a solid), to 1000 parts of water, is to use
a mode of instruction which only the
initiated understand.

I have the honor to be,
Sir,

Your Most Obedt Servant,

W. S. S. S. S.

S. S. S.

Off Port & Marine Surgeon

Heading.

Pilgrim Ships Act

No. $\frac{1768}{212}$ G.

PRESIDENCY PORT OFFICE,

Madras, 9th August 1895.

From Commander W. J. Pavell, R. S. M.,
~~The~~ PRESIDENCY PORT OFFICER,

MADRAS,

To

THE CHIEF SECRETARY TO GOVERNMENT,

MARINE DEPARTMENT,

FORT ST. GEORGE.

SIR,

I have the honor to forward
herewith the Protector of Emigrants
letter to your address, N^o 341
of 1st August 1895, with its
accompaniments, being the
report called for in your
endorsement N^o 1699 (Public
Current N^o 2270) dated 22nd
July 1895.

2. The Port and Marine Surgeon's
Report called for in the above
endorsement is also herewith
sent.

3. The Draft Rules as now
altered appear comprehensive
and

and, granted that pilgrim traffic did exist between Madras Ports and the Red Sea, they afford no scope for further improvement.

4. In regard to registration I do not think it advisable in the case of women to ascertain their names. The number of women and children should be sufficient.

5. Coal should not be permitted anywhere except in the ship's bunkers.

6. The reduction in amount of water as stated in para 3(d) of the Government of India's letter seems reasonable.

I have the honor to be,

Sir,

Your Obedient Servant

Walter Buell

Commander R. I. M.
Presidency Port Officer.

special

appear to be

inquiries

who thinks that:

as marked

begin "the catalogue . . . initiated undecidable".

where ρ is the density of the medium.

 α

Sailed

11. ~~_____~~

The *Meiga* is wrong
"pilgrim ship" must
be read with the
depr. of "pilgrims"
wh. occurs in it

Mr. Kerja's letter is
very interesting, may
be forwarded as it is,
in extenso, as an
enclosure, without

essentially ~~than~~ stepping in more
prevent it does to
paupers/pilgrims

have not enough food on the voyage and

in Lucia (not yet
completely enlightened in

Such achā

in concluding his letter Mr

(01 : 01)

5-11-10

22/1/13

(pilgrim) has to procure a permit from his native village or city officers and produce it for the inspection of the quarantine department at Suva, to be allowed to embark on the Hedjaz, and that owing to the universal system of passports in Russia no paper Russian subjects are embarked at the Haj. The Russians are notoriously well behaved and comfortable in the Hedjaz.

5. The Protector of Emigrants suggests that in view of the largely extended medical education of women it might be possible under Sec. 23 of the Act to make provision for the presence of a female medical officer on board pilgrim ships. The question of the examination of female pilgrims before embarkation by a doctor of that sex was referred to in my letters No. 761, dated 11th October 1894 and No. 896, dated 27th November 1894. It would no doubt be very desirable to have a female medical officer on board during the voyage.

4.8.6. In conclusion, I am to inform you that the ^{bill} was re-published in the Port St. George Gazette of the 26th July last.

It is useless taking up this point. The supply of female nurses is quite insufficient. Provision will be extremely costly, which means that the pilgrim's fare will be raised with consequent discontent.

It may be useless on the ground of expense, but there is no question as to the great comfort it will be to the female pilgrims if there was a competent nurse or attendant - trained as a doctor on board ship. I would put in a bill for it.

3.5.13
13.8.95.

[Signature]