

statement showing the proportionate amount which is to be paid by said Government based upon the agreement of April 14th., 1890, which amounts each Government, by its acceptance of these regulations, shall agree to transmit to the Secretary of State of the United States, six months in advance.

Art. 4. The Governing Board may at any time appoint one or two of its members to examine the accounts of the Bureau and report to said Board.

Art. 5. The Bureau shall have authority to correspond, through the diplomatic representatives in Washington, with the Executive Departments of the several American Republics, and shall furnish such information as it possesses or can obtain to any of said Republics so requesting. Each of the Republics agrees to facilitate the gathering of information by the Bureau as far as practicable, and promptly to send thereto two copies of each of its official publications, which shall be preserved in the Library of the Bureau, and to supply such other information as, from time to time, may be requested by the Director of the Bureau.

Art. 6. The Bureau shall publish a monthly Bulletin which shall be printed in the English, Spanish, Portuguese and French languages, or separately in each language, and which shall contain laws and statistical information of special interest to the inhabitants of the several Republics.

The Bureau shall publish such pamphlets, maps, topographical and geographical charts and other documents as the Governing Board may direct.

Art. 7. As soon as the present contracts for advertising in the Bulletin shall have expired, no further advertisements shall be published.

Art. 8. Publications of the Bureau shall be considered public documents and shall be carried free in the mails of all the Republics.

Art. 9. The Bureau shall be charged especially with the performance of all the duties imposed upon it by the resolutions of the present International Conference.

Art. 10. The Director of the Bureau may attend the meeting of the Governing Board and all its Committees, and also the sessions of the International Conference of the American Republics, for the purpose of giving information when called upon for it.

Art. 11. The Bureau shall be the custodian of the archives of the International Conferences of the American Republics.

Art. 12. The resolutions of the First International Conference of the American Republics, adopted April 14, 1890, shall remain in force, so far as they are not in conflict with these Regulations: and all other resolutions and plans for the reorganization of the Bureau are hereby annulled.

Art. 13. Under the authority of the Governing Board of the International Union of the American Republics and as a Section of the Bureau of said Republics, a Spanish-American Library is established to be named «Biblioteca de Colón» (*Columbus Library*.)

All of Committees of the Second International American Conference, Mexico, January 27th, 1902. —(Signed.)—*Alberto Elmore*.—*Rosendo Pineda*.

The resolution on the Reorganization of the International Bureau of American Republics, drafted exactly under the same terms of the above report, was signed on the 29th day of January, 1902, by the Delegations of the Argentine Republic, Bolivia, Colombia, Costa Rica, Chili, Dominican Republic, Ecuador, El Salvador, United States of America, Guatemala, Hayti, Honduras, Mexico, Nicaragua, Paraguay, Peru and Uruguay.

NUMBER 14.

International Sanitary Regulations

SESSION OF NOVEMBER, 8 1901.

His Excellency the Secretary General, Mr. Casasus.—The Mexican Delegation submits a project of resolutions on International Sanitary Regulations. Said project, which the Chair rules be referred to the consideration of the Committee on Pan-American Sanitary Regulations, reads as follows:

Proposed resolutions submitted by the Mexican Delegation to the Second Conference, on International Sanitary Regulations.

At the First American International Conference, assembled in Washington in 1890, the Committee on Sanitary Regulations, at the request of the Secretary of State of the United States, made a statement recommending the adoption, by the countries represented therein, of the provisions adopted at the Sanitary Convention of Rio Janeiro, in 1887, or else, of the project of treaty proposed by the Congress of Lima in 1888.

As neither the provisions above-mentioned were adhered to, nor the project of treaty was ratified by any of the countries represented, with the exception

of Paraguay, the recommendation of the Conference was actually of no purpose, and therefore it was left open for discussion as a matter of present and notorious importance, while the wonderful scientific discoveries made in the last ten years caused it to be viewed in a different light; recommending strongly the adoption of transcendental modifications in the methods of defence against the invasion and development of the most dreadful plagues which afflict humanity, and demonstrating the necessity there is for relieving, through more liberal measures, the serious damages caused to maritime and inland traffic by the sanitary measures adopted at the conventions, or by the respective government of each country.

It would be a long and useless task to relate the history of the efforts made by hygienists, diplomats, and the commercial world, in order to reconcile freedom of action, necessary on account of the enormous development of international exchange and communications, with the universal duty of avoiding, or at least restraining, the propagation of epidemic diseases, which has been the cause and still is the cause of so many fatalities in all the countries of the world;

but it would indeed be convenient to state briefly how constant has been the tendency at the most recent international conferences, towards a progressive relaxation in the exacting of the protective measures, since science has been acquiring a better knowledge of the diseases and of their prophylactic means, so as to render the subject of vital interest, and to have the opportunity of advancing even more so in that direction.

I

For many years the human being has been considered, when attacked by cholera, bubonic plague, yellow fever, or by any other of the maladies termed «exotic contagious», as the focus for propagating epidemic diseases, his wearing apparel and other articles of personal use becoming at once contaminated and infected, and following such articles, goods, and all kinds of merchandise as may be found within the zone infested by any of the above plagues. On this fundamental principle were based the principal prophylactic means, such as sanitary cordons, absolute or partial quarantines, seclusion and isolation of the sick, and the fumigations or desinfection of vehicles of transportation, of the baggage belonging to those who had been attacked, and of the merchandise imported into the country wishing to protect itself against the invasion of the epidemic disease.

Such precautions were at first adopted by the Venetian Republic between the 10th and 16th centuries, with such severity that the immediate incineration of the corpses of those who had been attacked with the plague and of their belongings, was provided for, as well as the destruction of the merchandise transported on infected ships and the isolation of the latter for an indefinite period, which terminated with the plague itself; and though these measures were very severe, they constituted a great improvement in comparison with the ancient methods of the dark ages, when sacrifices, exorcisms and conjurations, prayers, hymns and penances were the only means for avoiding and staying the development of the general calamities.

At that time the means of navigation were oars and sails; vessels were of small capacity; drinking water was kept in wooden casks, which caused its rapid decomposition, and, as the only kind of food was salted meat and fish, it became soon repugnant to an insufferable degree. Quarantine afforded rest, new and fresh water, and a variety of nutritious food for the crew; therefore it was endured patiently; but, as soon as the aerial power was substituted by steam; regular and rapid transportation succeeded the formerly long and uncertain trips; the capacity of the vessels was increased so as to allow a better accommodation for the passengers and crews, and to provide them with healthy food and water kept in tanks made of iron which permitted its being easily changed; then, the primitive quarantine was considered as an obstacle incompatible with the progress realized at that time.

Complaints against the different sanitary practices which each country had in force at its ports and frontiers, without being in accord with its neighbors, became so pressing and general that the French Government was at last induced to issue invitations for a Conference which was held in Paris in 1851, the result being that twelve of the principal Powers signed a treaty adopting precautionary measures

based on the new facilities of maritime traffic, the compliance of which was obligatory upon each of the contracting Governments; but even these were so rigorous that it became necessary to hold another Conference in Paris in 1859, in order to alleviate the restrictions, delays and damages, caused to commerce by the regulations which were in force for several years.

The terrible rapidity with which cholera invaded the European Continent in 1865 proved the uselessness of the sanitary cordons, and of the quarantines at the ports of destination; this being the reason for a third Conference which was held in Constantinople in 1866, after medical studies had pointed out that the principal focus of the epidemic originated through the pilgrimages to Mecca. This Conference decided that, in order to afford real beneficial results, quarantine had to be enforced nearer the focus of infection, and that a protective system was preferable to a restrictive one; and it was therefore decided to establish sanitary stations at different points on the Red Sea, with lazarettos and special hospitals for the isolation and recovery of those who had been attacked or were suspected of being attacked with the plague.

Neither the Conference of Constantinople, nor the decisions passed thereat, were authorized by a treaty, notwithstanding the fact that most of those decisions were adopted by the respective Governments of each of the countries represented and therefore the results obtained were not satisfactory. The Fourth Sanitary Conference took place in Vienna in 1874, with the intent of reaching an international decision with regard to the prophylactic measures to be generally adopted. The resolutions passed by this Congress were in accord with those adopted at Constantinople; but an obligatory medical inspection was established and a proposition was made at the same time to organize a permanent Medical Committee whose duty would be to study the ethiology and prophylactic means against epidemic diseases. The above recommendations were also unauthorized by international treaties.

The Fifth Sanitary Conference was held in Washington in 1881, its exclusive object being to study the means of defence against yellow fever. The Technical Committee sent to Havana for that purpose, considered the most efficacious and radical measures would be: to purify the drinking water running into the city; to construct underground sewers under hygienic conditions and to pave perfectly the streets, keeping the cities absolutely clean, as the basis of a prophylactic system.

But as such works required an outlay which probably exceeded the means of the local treasury, the Committee concluded that the propagation of yellow fever could only be avoided on the United States coast, by prohibiting the entrance of infected ships into its ports, during the season of epidemics.

The recommendations made by this Conference were not approved by the delegates of the countries represented.

The Sixth Sanitary Congress was held in Rome in 1885, at which there were present representatives from all the countries of Europe, the United States, Mexico, several of the South American Republics, India, China, and Japan. Though no international agreement was arrived at, the practical results of this Conference were apparent, both because of the

influence it had in the amendment of sanitary regulations made by each of the European and American governments, and because it served as a basis to the subsequent treaties and conventions, and on account of its purely scientific and judicious character, which abolished the excessive and rigorous precautions previously enforced.

Under the inspirations of the Resolutions adopted at this Congress, the Seventh International Sanitary Conference, which met at Rio Janeiro in 1887, clearly defined the objective points of the Convention which was signed and ratified by the representatives from Brazil, the Argentine Republic and Uruguay, and afterwards by Paraguay, specifying clearly the cases when ports and vessels, respectively, should be considered as infected or suspicious; the personal effects or merchandise susceptible of conveying contagion; the form, duration and conditions of the quarantines, whether rigorous or of observation only; it drew up the forms of the bills of health to be used; made compulsory the medical inspection on board vessels and the visit of the medical officer in all way ports, as well as at the port of destination, and created, finally, a system of sanitary inspection, in the territories of each country, quarantine vessels, pest houses on shore, and proper edifices for disinfection; limited the regular system of quarantine to the maximum period of incubation of the special disease that they wished to avoid, as follows: ten days for yellow fever, eight for cholera and twenty for bubonic plague; and the quarantine of observation was reduced to the time only necessary to effect a thorough sanitary inspection on board ship.

It further stipulated that each country should be at liberty to adopt on its own territory, the means most convenient to avoid contagion by land communication, in time of epidemics, under the condition that it did not prohibit passenger or mercantile traffic, and, with the understanding, of giving all publicity to the precautions adopted.

The Eighth Conference was held at Lima in 1888 by Delegates from Bolivia, Chili, Ecuador and Peru, concluding with an international agreement which was neither ratified by those nations, nor signed by the other continental powers, notwithstanding that it practically put in force the stipulations of the Convention of Rio Janeiro, which stipulations are those recommended by the First International Pan American Conference, as heretofore stated in this review.

In 1892 the Conference in Venice, and the treaty that result therefrom, which treaty was signed by all the European Powers, decided that the end in view was to exercise vigilance over all direct traffic between India, the Orient, Egypt, the Mediterranean and Europe via the Suez Canal; but at the Conference of Dresden that followed shortly, in 1893, and which was the tenth in order, it compelled the European Powers to accept, in all cases of disease termed "exotic contagious," the ideas which had been adopted at the Conference of Venice, as follows:—First; the compulsory declaration on the part of the country in which the contagious disease first makes its appearance.—Second; the compulsion on the part of each country contaminated, to put into immediate practice such measures as shall exterminate the disease in its territory and avoid its propagation.—Third; the obligation to advise the neighboring

States of the appearance of such disease, to the end that they may take all necessary precautions to prevent its propagation.

Up to the time of the Conference of Dresden, vessels presenting unclean bills of health were compelled to submit to an inspection by the quarantine authorities before being allowed "libre pratique," and a complete isolation on boardship, or in pest-houses on shore insisted on. The passengers arriving from an infected country had to submit to a medical examination, to name the city where they proposed to reside, and to remain there under an effective observation during a variable period according to that required by the incubation of the disease. Should the disease appear, the passenger or passengers would be compelled to be isolated to prevent its further propagation.

The Conference of Dresden resulted in a further international Convention, which made obligatory its resolutions upon all commerce by land between different States of Europe.

Although the Dresden Conference relieved somewhat the rigor of the compulsory precautions, the delegates to this and former conferences were still convinced that it was absolutely necessary, for the advancement of medical science and the public health, to exact a constant revision of the proceedings adopted at those meetings, which resulted in calling the International Sanitary Congress of Paris in 1894, at which meeting they defined the measures that should be taken for the extermination of cholera in the place of its origin, and to prevent its extending through the Red Sea, the Persian Gulf and the Mediterranean, prescribing the most rigid inspection by the quarantine officials on board ship, in shore pest-houses, or such places provided by the authorities, for the confinement of suspected persons, those developing and giving preference to methods of disinfection of vehicles, passengers, personal effects and merchandise.

With the Congress of Paris and its subsequent treaty, from which emanated the sanitary rules and regulations existing in the greater part of the nations of the civilized world, terminated the history of the government endeavors to promote means of protection against contagious diseases; the most adequate solutions to the defence of such high interests as are those of general and local health, in whatever may affect international relations, but at the same time the field has been left open for further improvements, and Medical Hygienic and Scientific Congresses, more or less under the direct patronage of the Governments of Europe and America, continue to be held; thanks to which meetings all the latest discoveries of the last decade are made public, and the wonderful innovations in the prophylactic methods against the terrible plagues which afflict humanity are put into practice, thereby establishing and demanding a new revision of the systems already adopted, in accordance with the improvements attained for the benefit of commerce and communications, which increase daily in rapidity and usefulness, conferring a great service to all the countries of the world.

II

The Maritime Sanitary Regulations of the Mexican Republic, in existence since the year 1894, were based on the resolutions of the Paris Congress and

on the recommendations of the Venetian and Dresden Conferences;¹ adopting in preference the medical inspection of passengers, the disinfection of their baggage and personal effects, and also of such merchandise considered to be susceptible of transmitting contagion; but the constant tendency of the Board of Health, as a scientific body, has been, and continues to be, to adapt its prescriptions to the discoveries, which every day are more fully proven touching the innocuity of the traffic of goods and merchandise as transmitters of epidemic diseases. Its Committee on Epidemics represented by such eminent members of the Faculty, as Doctors Liceaga and Arellano, citing, as an example the efficiency of the methods adopted by France in 1890 for the prevention of the introduction of the cholera pest then existing in Spain, assert that the object desired was obtained by establishing disinfecting stoves for passengers and their baggage, and small lazarets for persons attacked or suspected, without interrupting communication, or disinfecting merchandise. Referring to the practice in England, they affirm that experience has absolutely demonstrated that quarantine regulations as enforced, have not proven satisfactory, notwithstanding that theoretically they appear to be the most natural, and that the only true sanitary protective scheme is to sterilize the ground that is to receive the pathogenic germs proceeding from the exterior; therefore the English Government proceeded to disinfect all of its seaboard towns on such scale as has never been equalled in any other part of the world. The Committee assures us that, since that time, England has not been visited by any exotic disease and from that day the endeavors the English Government, has made through its diplomatic agents and its orators in the different hygienic congresses, to suppress quarantine in other countries. It says that the idea gained rapidly, the results of the experiments made in many places, above all those of Pasteur and his school, proving that live germs are the conveyors of contagious disease, has carried the conviction to every one interested, and made it clear that the system adopted by England was the best. In the Venetian Congress the most prominent hygienists and diplomats arrived at an understanding about this formula: "that it was necessary to guard the public health, without interrupting the traffic of passengers and merchandise and without causing any detriment to other communications, at the same time causing the minimum of damage or inconvenience."

At the interesting sessions of the Second Pan-American Medical Congress held in Mexico in November 1896, Dr. Tadlock, in a most able report entitled "Scientific Hygiene against Quarantine," states that "the establishment of sanitary stations with hospitals or lazarettos for the sick and other such places for the suspected, together with complete arrangements to thoroughly fumigate and disinfect the vessels and their cargoes, as well as personal effects, which measures have been recently added to by the adoption, in several countries, of the espionage maintained in the regular form by Consuls whenever it has been considered necessary, accompanied by the medical examination and the doctor's

¹ These Regulations were the first which transformed into practical precepts the resolutions of these Conferences; and from the date on which they went into force—1894—not one single case of transmission of yellow fever through sea arrivals, on the Mexican coasts has happened.

"certificate for vessels transporting emigrants or a large number of steerage passengers, constitutes the third and last degree of the historical evolution in quarantine methods; and that the question to-day, in the scientific field, is to decide whether quarantine has come to the end of its usefulness and should be relegated with all the old ideas and methods, to a thing of the past."

The eminent Doctor resolutely sustains the affirmative and further states that, "if it were not for the abolition of burials in cities and towns; for the best means of supplying pure water and for the perfection of drainage systems, and other sanitary improvements, it would be impossible to realize what has removed the terror that formerly existed against small-pox, thereby making the old system of quarantine completely unnecessary."

"The same thing can be said of the sanitary methods, and the confinement of the sick to their houses which has served to efficiently dominate scarlatina, diphtheria, typhus, and typhoid fevers. The old system of quarantine has been constantly broken through by cholera and yellow fever, and now all cities treated, immediately set to work gangs of men to make complete sanitary improvements as the best means of protection against disease. The quarantine therefore," concludes Dr. Tadlock has seen its day. It now pertains to scientific sanitary practice to cause its application at the hands of all the world and to relegate quarantine to the shadows of the past."

"Let international committees on Sanitary policy be appointed, and induce cities, sea-ports and all towns to make every effort towards cleanliness, in order to appear in a decorous manner before the scrupulous review of science; without interrupting thereby commercial communications, as was formerly the case. Such movement, will undoubtedly be the means of maintaining amongst mankind a triumphant feeling of fraternity and progress."

At a session of the Pan-American Congress, on the 16th. of November, when the article of Dr. Tadlock was put to debate, the Mexican Delegates, Doctors Monjarraz and Liceaga, the latter as President of the Board of Health of Mexico, agreed to accept the ideas put forward by the American Delegate, that quarantine should be substituted by sanitary inspection and disinfection.

The same ideas have been put forward by the distinguished Dr. Francisco Rosas, President of the Sanitary Congress of Lima in 1889. "It has been scientifically demonstrated by innumerable facts—he says—that the closing of ports and frontiers does not prevent the invasion of epidemic diseases; but rather that they enter and extend with greater virulence in those countries which practice isolation; because under the false belief that they are free from all danger, they neglect to adopt the proper means which would tend to avoid the propagation of the epidemic, and, above all, to decrease its severity."

More explicit even is Dr. Koch whose fame is universal. He expresses the same opinion in his admirable lecture before the Hygienical Congress of London on the 31st. of July of the current year 1901. He says: "The most important lesson that scientific experience has provided is the one of the great error in treating contagious diseases by general methods. This was done in the olden times.