TO PROVIDE FOR THE EXPENSES OF DELEGATES OF THE UNITED STATES TO THE EIGHTH PAN AMERICAN SANITARY CONFERENCE TO BE HELD AT LIMA, PERU

JANUARY 12, 1927.—Committed to the Committee of the Whole House on the state of the Union and ordered to be printed

Mr. Porter, from the Committee on Foreign Affairs, submitted the following

REPORT
[To accompany H. J. Res. 330]

The Committee on Foreign Affairs, to which was referred the resolution (H. J. Res. 330) providing for the expenses of delegates of the United States to the Eighth Pan American Sanitary Conference to be held at Lima, Peru, having had the same under consideration, report thereon with the recommendation that the resolution do pass with the following amendment:

Line 6, after the word "States," insert "to be appointed by the President."

The facts are fully set forth in Senate Document No. 185, Sixty-ninth Congress, second session, which is a message from the President of the United States transmitting a report from the Secretary of State, with a copy of letter to him from the Secretary of the Treasury, with related papers, requesting that an appropriation be authorized for the expenses of three delegates, all of which is attached hereto and made a part of this report.

To the Congress of the United States:

I transmit herewith a report by the Secretary of State with a copy of a letter to him from the Secretary of the Treasury, with related papers, requesting that an appropriation be authorized for the expenses of three delegates (two of whom shall be officers of the Public Health Service), to the Eighth Pan American Sanitary Conference to be held at Lima, Peru, from October 12–20, 1927. The especial attention of Congress is invited to the memorandum furnished by the Secretary of the Treasury of the reasons why it is believed the Government of the United States should be represented in the conference.

I concur in the view of the Secretary of the Treasury that participation by the United States in these Pan American sanitary conferences is of importance, and agree with the conclusion of the Secretary of State that such participation is in the public interest. I therefore request of Congress legislation authorizing an appropriation of $3,000 for the expenses of delegates to the Eighth Pan American Sanitary Conference to be held at Lima, Peru, in October, 1927, in accordance with the draft of a joint resolution submitted with the papers herewith transmitted.

THE WHITE HOUSE,
Washington, January 5, 1927.

CALVIN COOLIDGE.
The President:

The Eighth Pan American Sanitary Conference will be held at Lima, Peru, from the 12th to the 20th of October, 1927, and the official participation of the Government of the United States in the conference has been invited by the Government of Peru.

The invitation was communicated to the Secretary of the Treasury for the consideration of the Surgeon General of the Public Health Service. As a result of that consideration, the Secretary of the Treasury, in a letter dated November 29, 1926, a copy of which is inclosed, has stated to me that these conferences are deemed to be of very great importance, and has recommended that three delegates be named to represent the United States at the conference, at least two of whom shall be officers of the United States Public Health Service. To this end he asks that an appropriation of $3,000 be requested of Congress in accordance with an itemized budget which he submits together with a draft of a proposed resolution authorizing the appropriation and the appointment of the delegates by the President. Copies of these two papers are also inclosed, as is a memorandum of the reasons why it is believed the Government of the United States should be represented in the conference.

These reasons would seem to be convincing that representation in the conference by the United States would be in the public interest. The undersigned, the Secretary of State, who has been advised by the Director of the Budget that the request is not in conflict with the President's financial policy, has, therefore, the honor to recommend that the papers be submitted to Congress and that that body be asked to enact the enabling legislation requested by the Secretary of the Treasury.

Respectfully submitted.

DEPARTMENT OF STATE,
Washington, January 4, 1927.

FRANK B. KELLOGG.

TREASURY DEPARTMENT,
Washington, November 29, 1926.

The Secretary of State.

Sir: I have the honor to acknowledge the receipt of your letter of November 11, A-W/512.4 y 2/1, inclosing for the information and consideration of the Surgeon General of the Public Health Service, a translation of a communication from his excellency the minister of foreign relations of Peru, extending the invitation of the Government of Peru to that of the United States to be represented at the Eighth Pan American Sanitary Conference which is to meet at Lima from the 12th to 20th of October, 1927.

In reply I beg to state that these conferences are deemed to be of very great importance and it is recommended that three delegates be named to represent the United States at the Eighth Pan American Sanitary Conference in Lima on the date announced by the Government of Peru, at least two of whom shall be officers of the United States Public Health Service.

There is inclosed an estimate of the funds which will be required to defray the expenses of the delegates in attendance, and to prepare
and publish their report; also a draft of a proposed resolution authorizing the President to make the necessary appointments and appropriating funds for the expenditures incident to representation at this conference, together with a memorandum of the reasons why it is believed attendance should be authorized.

Respectfully,

A. W. MELLON,
Secretary of the Treasury.

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**Estimated budget, American delegation to the Eighth Pan American Sanitary Conference**

<table>
<thead>
<tr>
<th>Item</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Railroad and steamship fares of delegates (3, including not less than 2 officers of the United States Public Health Service)</td>
<td>$1,500</td>
</tr>
<tr>
<td>Per diem (3 delegates, not to exceed $12 per day)</td>
<td>$360</td>
</tr>
<tr>
<td>Interpreters (2, at $7 per day for 10 days)</td>
<td>$140</td>
</tr>
<tr>
<td>Translation, preparation, and printing of report of American delegates</td>
<td>$600</td>
</tr>
<tr>
<td>Miscellaneous (cablegrams, freight, supplies, messenger, and clerk hire)</td>
<td>$400</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$3,000</strong></td>
</tr>
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**Joint Resolution Authorizing an appropriation to provide for the representation of the United States at the Eighth Pan American Sanitary Conference to be held at Lima, Peru**

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the President is hereby empowered to appoint not to exceed three persons, including not less than two officers of the United States Public Health Service, as delegates to represent the United States at the Eighth Pan American Sanitary Conference to be held in the city of Lima, Peru.

For the traveling and other expenses of such delegates in attending the conference, including per diem in lieu of subsistence notwithstanding the rate fixed by existing law, the assembly of necessary data, the employment of interpreters, and the preparation and publication of a report, $3,000, to be available during the fiscal year 1927–28, is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, to be expended under the direction of the Secretary of State.

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**Memorandum**

**Reasons for Representation of the United States Government at the Eighth Pan American Sanitary Conference, Lima, Peru, October, 1927**

It should be borne in mind that increase in the facilities for the transportation of human beings and of commodities multiplies opportunities for the introduction of communicable diseases, and their carriers from one country into another and the more rapid and more extensive the means of communication the greater the danger of the interchange of such diseases. Likewise, increases in population produce a marked tendency to more than corresponding in-
creases in sickness and death. The importation of communicable diseases, and the sickness and death which may be expected to occur pari passu with increase in transportation facilities and increases in population, will surely follow, unless the means of preventing these occurrences are placed at the disposal of those charged with the responsibility of safeguarding the public health.

The time has long passed when any one country can successfully protect its own people against the prevention of the introduction of communicable diseases from without by quarantine measures alone, valuable as such measures are. It may be said without fear of successful contradiction that quarantine measures sufficiently stringent to prevent the introduction of diseases dangerous to the public health must needs be so violent as to paralyze commerce between nations and that such measures if pressed to effectiveness would result in more suffering perhaps than would be caused by the diseases themselves disastrous though they would be.

As early as 1889 at the First International Conference of American States the principle of international cooperation as a means of avoiding drastic quarantines was clearly recognized in the following words:

One of the most important subjects submitted to the honorable international conference is, without doubt, to decide upon methods tending to prevent the conflict which may arise at the time of epidemic invasions between the diverse sanitary regulations which the American nations have seen fit to adopt in order to shield themselves from such invasions.

The futility of depending on quarantine measures alone and the importance of attacking contagious disease where it exists were also clearly brought out, as may be noted from the following excerpt from the proceedings of this conference:

Complete isolation, which theoretically appears to be the most effective prophylactic against the invasions of epidemic diseases, does not afford, in practice, satisfactory results as a sanitary measure, but tends, on the other hand, to notably injure the commercial interests of the countries. The distinguished professor, Dr. Francisco Rosas, president of the Sanitary Congress of Lima, thus expresses himself on this point:

"It is scientifically demonstrated by innumerable facts that the closing of ports and frontiers does not prevent the invasion of epidemics; that these enter and develop with greater violence in the countries which pretend to isolate themselves, because, under the mistaken belief that they are free of all danger, they disregard the proper means to restrain the development of the epidemic and, above all, to lessen its severity.

"But if absolute isolation as a prophylactic is nothing more than an illusion, the same may not be said of the sanitary means that modern science has placed within our reach for the sanitation of infected localities, as well as to prevent the introduction and development of contagion in those which have remained in a state of health."

As a further example of the importance attached to these sanitary conferences the following is quoted from resolutions adopted by the Fifth International Conference of American States held in Santiago, Chile, in 1923:

6. By creating the International Sanitary Bureau and by adopting various conventions and recommendations concerning health problems, the American States have shown a desire to promote the development of preventive medicine as a Pan American cooperative movement.

From the foregoing it will be readily understood that health authorities must resort to other than quarantine measures to control communicable diseases. Those whose opinions are worthy of our consideration are agreed the world over that effective cooperation
between the health authorities of all nations looking to the eradication of communicable diseases where they exist, and the safeguarding of common carriers at ports of departure, are among the most effective means of protecting human beings. These measures can not be effectively determined upon and placed in operation without personal contact.

This spirit of cooperation has long been fostered and made operative by the various Pan American conferences, both of the American States and of the sanitary conferences themselves.

The Eighth Pan American Sanitary Conference has for its objective the continuation, perfection, and application of cooperative measures designed to safeguard the public health of all the participating countries.

At the last Pan American Sanitary Conference held in Habana, Cuba, in November, 1924, there was adopted an international agreement known as the Pan American Sanitary Code, now ratified by eight republics, which is justly regarded as one of the most important advances that have ever been made in international cooperation in sanitary work. This code played an important role in the preparation of the latest international sanitary code recently adopted at Paris, but in order to perfect this agreement, which has been ratified by eight countries to date, further study, deliberation, and action are necessary.

Failure on the part of the United States Government to send representatives to the Eighth Pan American Sanitary Conference could hardly be explained and might be interpreted as a desire on its part to rescind its approval of what has already been accomplished. In addition it would seriously imperil the good will that now exists between the sanitary authorities of the United States and those of other American Republics, the result of which would probably be reflected in an increase in the restrictive measures which might be imposed by the sanitary authorities of such republics against persons and vessels proceeding from the United States from ports where contagious disease exists or where it may be even rumored to be present or vice versa.

There follows a partial list of transmissible diseases, many of them serious in character, plans for the eradication of which are the subject of continuous research and cooperation on the part of active workers in preventive medicine in this and other countries.

Examples of contagious diseases which are liable to be imported and spread in international commerce:

Human trypanosomiasis (American form). Conveyed by a flying bug known as Triatoma megista and probably by other species. Reported from Brazil, Venezuela, and Salvador.

Leishmaniasis. Three varieties:

(1) Kalaazar. Present in Europe, Asia, and Africa; apparently identical disease also reported from South America. Believed to be transmitted by dog fleas.

(2) Oriental sore. Present in Europe and Asia, and in Peru, Bolivia, Brazil, the Guianas, and Mexico, and possibly other American Republics. Believed to be transmitted by sand flies and possibly by other insects.

(3) American leishmaniasis. Reported from Brazil, Bolivia, Peru, Guiana, Martinique, Uruguay, Paraguay, Colombia, Venezuela,