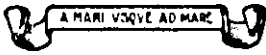
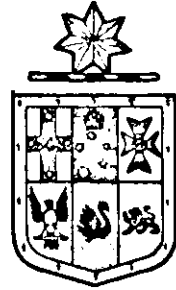
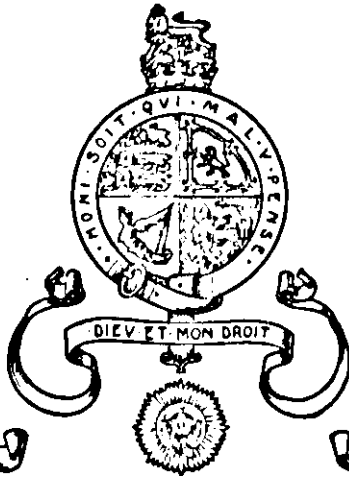
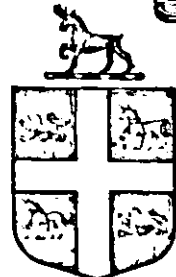


■ British territories and Protectorates.
■ Regions under British mandate.
■ Regions in which British influence is predominant.



THE
BRITISH EMPIRE
 A Survey in 12 Volumes—each self-contained
Edited by
HUGH GUNN



INTRODUCTION TO THE SERIES

A WORD is necessary as to the origin and object of this series. The Management of the British Empire Exhibition (1924), in the early days of its organisation, approached the Imperial Studies Committee of the Royal Colonial Institute for advice and assistance in connection with the educational aspect of the Exhibition's work. The Editor of this series, who is a member of that Committee, happened during a period of enforced leisure to be spending a good deal of his time at the Institute, chiefly in its delightful Library. On its shelves he found entrancing reminiscences or records of men who went forth from these islands as Pioneers to brave the perils of uncharted seas and the dangers of unknown lands, inspired more by the spirit of adventure inherent in the race than by any calculated design for personal gain or lust for the acquisition of new territories. From these volumes could be traced the beginnings and gradual growth of remote colonies, through the early stages of awakening public interest, followed perchance by apathy or neglect until the advent of some world movement brought them into the fierce light of economic and international importance.

Though there lay upon the shelves an immense mass of valuable literature on almost every phase of Imperial work, it became apparent to the Editor that there was no series of volumes which gave a complete survey of the history, resources, and activities of the Empire looked at as a whole. He felt that there was need for a

series which would provide the ordinary reader with a bird's-eye view, so to speak, of these manifold activities.

The time seemed appropriate for such a survey. The Empire had emerged victorious from the greatest of wars. The Dominions which had contributed so magnificently to the victory had sprung, as it were, at a bound not only into the consciousness and acknowledged status of full and equal nationhood with the Mother Country, but also into definite recognition by Foreign Powers as great and growing World-Forces.

The decision to hold in London an Exhibition in which the vast material resources and industries of the Empire would be brought vividly before the public seemed also to demand that there should be a record and survey of the growth and development of this far-flung congeries of countries and peoples that are called the British Commonwealth of Nations.

The Editor accordingly consulted some of his friends, and was fortunate in securing their assistance and advice. The Management of the British Empire Exhibition welcomed the scheme as supplementing from the intellectual side what the Exhibition was doing from the material aspect. He has also been fortunate in obtaining the co-operation, as authors, of distinguished men, many of whom have played a foremost part in the public life or administration of the territories concerned, and all of whom have had wide personal knowledge and experience of the subjects which they treat. The Editor's thanks are especially due to these authors. They have undertaken the work from a sense of duty and from a desire to provide, at an important stage in our history, authoritative information regarding the great heritage that has been bequeathed to us, not only unscathed

Introduction to the Series

v

but strengthened by the stern struggle through which it has passed.

Each volume is self-contained and deals with a special aspect of the Empire treated as a whole. The volumes are, however, co-ordinated as far as possible, and give, it is hoped, a comprehensive survey of the Empire.

The writers have had complete freedom as regards the statement of their views, and it is to be understood that neither the Editor nor his advisers are responsible for such individual expressions of opinion.

The late Sir George Parkin was deeply interested in the scheme, and, but for his lamented death, would have contributed a volume to the series.

The Editor, in conclusion, desires to express his thanks to Lord Morris, and to Sir Charles Lucas, especially the latter, for the benefit of their advice and ripe experience.

HUGH GUNN,
General Editor.

LONDON, *April, 1924.*

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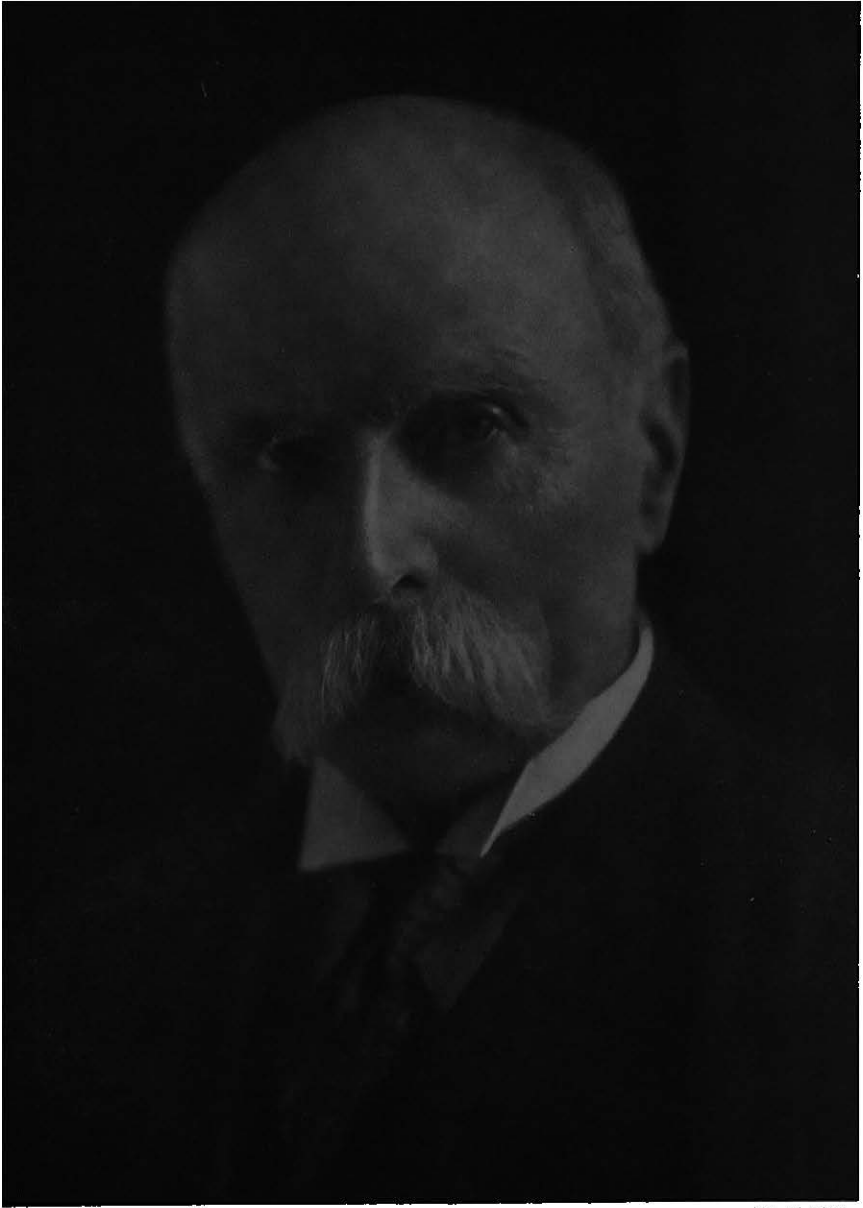
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THE LATE SIR GEORGE R. PARKIN, K.C.M.G., LL.D.

Late Secretary of the Rhodes Trust, who gave valuable assistance until his death.

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**HEALTH PROBLEMS
OF THE EMPIRE**



Frontispiece

Professor Sir William J. R. Simpson, C.M.G., M.D., F.R.C.P.
A Pioneer in Imperial Hygiene.

HEALTH PROBLEMS OF THE EMPIRE

PAST, PRESENT AND FUTURE

by

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FOUR NOTABLE DICTA

" A great scholar and a great wit three hundred years ago said that in his opinion there was a great mistake in the Vulgate, which, as you all know, is the Latin translation of the Holy Scriptures ; and that instead of saying ' Vanity of vanities, all is vanity '—' *Vanitas vanitatum, omnia vanitas* '—the wise and witty king really said : ' *Sanitas sanitatum, omnia sanitas.*' Gentlemen, it is impossible to overrate the importance of the subject. After all, the first consideration of a minister should be the health of the people. A land may be covered with historic trophies, with museums of Science and galleries of Art, with Universities and with Libraries ; the people may be civilised and ingenious ; the country may be even famous in the annals of action of the world ; but, gentlemen, if the population every ten years decreases, and the stature of the race every ten years diminishes, the history of that country will soon be the history of the past."—DISRAELI.

" The great work of sanitary reforms has been, perhaps, the noblest legislative achievement of our age, and if measured by the suffering it has diminished, has probably done far more for the real happiness of mankind than all the many questions that make and unmake ministries."—LECKY.

" Public health education is the power that keeps in motion the machinery of sanitation."—SISCO.

" The practice of preventive medicine in its modern meaning rests upon the growth of medical science and the application of that knowledge to the problems of disease."—NEWMAN.

PREFACE

WHEN asked to undertake the preparation of a work dealing with Public Health in its relation to the British Commonwealth as a whole, we hesitated to comply with the invitation. In fact at first we declined it, for it seemed to us that a large library and not a single small book would be required for the adequate presentation of such a subject. It was at once evident that, unless treated historically, a convincing story could not be submitted to those for whom the work was intended, and the history, even the public health history, of a large part of the world for several hundred years cannot easily be compressed into a few pages. Again, the Empire is so vast and its public health interests are so huge, so complex and so important that we wellnigh despaired of being able to give any true conception of the part which hygiene, using the word in its broadest sense, has played and is playing throughout the Commonwealth. On the other hand, we felt that the effort should be made. A precisely similar task has not hitherto been attempted. Fremantle's interesting and useful *Health and Empire* is a traveller's study, and is only in part concerned with British territories. Moreover, it deals in the main merely with certain aspects of public health work though its short concluding chapter is of a more general nature. Newsholme's valuable *Public Health and Insurance* is concerned with home conditions. The whole subject possesses great fascination for those who, like ourselves, have been brought intimately into contact with public health problems in many parts of the world. There is an element of romance in sanitation, and there is no reason why the theme should not be made interesting to the lay reader. War, whatever else it may be, is rarely dull, and the practice of hygiene spells war; ceaseless, relentless, and, if well and truly waged, victorious war against deadly foes—the enemies of all mankind. The conquest of disease is an enthralling business which might appeal to every one with a soul and an imagination if only it were explained in fitting terms.

Again, the care of the public health is from every point

of view a vital factor in the welfare of the Empire. Slowly, far too slowly in some places, this is being recognised, but there is still a great need for education even among enlightened white communities, while many who are convinced of the value of hygienic measures have no idea how they originated, how they have developed, or what machinery is necessary for their proper prosecution.

Accordingly we agreed to undertake the work. The liberality of the editor in granting us more space than that originally allotted rescued us from a feeling of hopelessness which at one time threatened to overwhelm us, for the magnitude of the subject came as a revelation, familiar though we were with many of its features. Even so we are only too conscious of deficiencies and defects. It has been difficult to obtain certain information, it has been impossible to incorporate much that was available, it has been necessary to curtail and yet strive to avoid producing a lifeless narrative.

The book, such as it is, makes no pretension to being a scientific treatise in the strict sense of the word. Yet it deals with scientific matters, and we hope possesses the accuracy and clarity which Science demands. At the best it is merely a sketch, a bird's-eye view of a great drama, an outline of public health history in its relation to the British Empire. It is intended more to evoke interest in the subject and to stimulate research than to furnish facts and figures. Indeed we have for the most part carefully avoided statistics. They appeal to few, and, so far as tropical countries are concerned, many of them possess little value, for they are notoriously inaccurate.

There has been no opportunity of rendering homage to many who have fought the good fight, and it has not been feasible to give details of much that is of great interest and importance in the case of many lands. Certain parts of the Empire have had to be altogether ignored, as, for example, the little island of Malta. It is a tiny spot on the map, but it looms large in the history of preventive medicine owing to its association with Undulant Fever. To this merely a passing reference is made. Port sanitary work is a great and imperial form of activity which assuredly deserves a lengthy chapter to itself, as does Industrial Hygiene, but we have only been able to accord them brief mention here and there.

A huge mass of most valuable material remains for the exploitation of those who have the courage to handle it.

If this small volume serves them, in some measure, as a reliable guide, it will not have been penned in vain, and for this reason a considerable, if limited, bibliography is appended, though it contains references only to books, not to papers published in journals or to the manifold reports which have been consulted.

Yet though we feel it incumbent upon us to offer certain apologies, we have not lacked much kind assistance and encouragement in our task. To the Council of the Royal Colonial Institute we are indebted for permission to make use of the library there, and we are specially grateful to Mr. Evans Lewin, M.B.E., for the skilled help he has given us. His unrivalled knowledge of what may be called colonial literature has been placed fully and freely at our disposal. Other librarians who have been good enough to render us material aid are Mr. W. Scott, late of the Colonial Office Library, Mr. D. Halkett, the librarian of the Royal Army Medical College, Mr. H. E. Powell, the custodian of the library of the Royal Society of Medicine, Mr. D. Woodrow, assistant librarian, Royal Geographical Society, and Miss J. M. Bellis, librarian of the Wellcome Bureau of Scientific Research.

Sir William Simpson, C.M.G., and Colonel W. G. King, C.S.I., I.M.S. (ret.) have most kindly furnished us with literature relating to India, and given us the benefit of their wide experience in connection with that country. Sir William Simpson has also advised us with regard to several other British possessions.

Professor T. A. Starkey of the McGill University, Montreal, went to considerable trouble on our behalf and sent us useful notes from Canada, regarding which we also received important information from Professor FitzGerald, Dr. Charles Hastings and Dr. Fleming of Toronto. Dr. J. A. Mitchell furnished us with references to public health work in the Union of South Africa, and Sir James Allen, K.C.B., most kindly collected and sent to us a number of valuable documents relating to New Zealand.

Other names we would particularly like to mention are those of Sir Arthur Newsholme, K.C.B., Colonel P. G. Stock, C.B., C.B.E., of the Ministry of Health, Lt.-Col. E. D. W. Greig, C.I.E., of the Indian Medical Service, Dr. A. E. Horn, C.M.G., and Mr. H. R. Cowell of the Colonial Office, Dr. O. F. H. Atkey, the Director of the Sudan Medical Department, Dr. J. L. Gilks, the Principal Medical Officer of Kenya

Colony, Major G. J. Keane, D.S.O., who has charge of the venereal diseases campaign in Uganda, Dr. F. McCallum of the Australian Health Department, and Mr. C. J. S. Thompson of the Wellcome Historical Medical Museum.

In the actual preparation of the book, Lt.-Col. G. E. F. Stammers, O.B.E., Mr. H. K. M. Troy, Secretary to the Wellcome Bureau of Scientific Research, and Miss Susan Smith have helped us very greatly, and we would tender them our sincere thanks.

A. B.
H. H. S.

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PART I

THE EVOLUTION OF A HEALTH CONSCIENCE

INTRODUCTION

It is not altogether easy to say at what precise time in the world's history the foundations of the British Empire were laid. The accurate historian would probably point to the establishment of the colony of Virginia in 1607, as it was the first settlement which proved in any degree permanent. It is true Newfoundland was occupied in 1583, but it was afterwards abandoned, though it still claims priority as the first of England's overseas possessions. There can, however, be little doubt that the spacious days of the great Elizabeth really witnessed that sowing of the seed which has resulted in the mighty tree of the present day, and a consideration of the part which hygiene played in the stirring saga of the sea, and later in the new lands beyond the Atlantic, reveals the efforts made by seafarers and settlers to cope with sanitary problems under difficult or novel conditions.

Everything was, of course, primitive, but the very simplicity of the arrangements tended towards safety. This was specially true at sea. In the tiny vessels which in those days threaded the ocean men slept for the most part in the open, at least so soon as their ships had gained warm latitudes. They "pricked for the softest planks," and, save when the weather was bad and they had to be battened down under closed hatches, they breathed a pure air and there was little congestion and overcrowding, even though the tiny craft were, as the old phrase runs, "alive with men."

Conservancy questions scarcely troubled them. The sea, vast and salt, received their refuse. The vessels were, for the most part, bachelor establishments. There was little thought of decency in those rough times, and the bows of the galleons were so fashioned that they served as excellent conveniences, permitting usually a clean drop to the briny, while if any fouling did occur the cleansing sweep of waves soon made amends. Speaking generally, hygienic problems, apart from outbreaks of epidemic disease such as yellow

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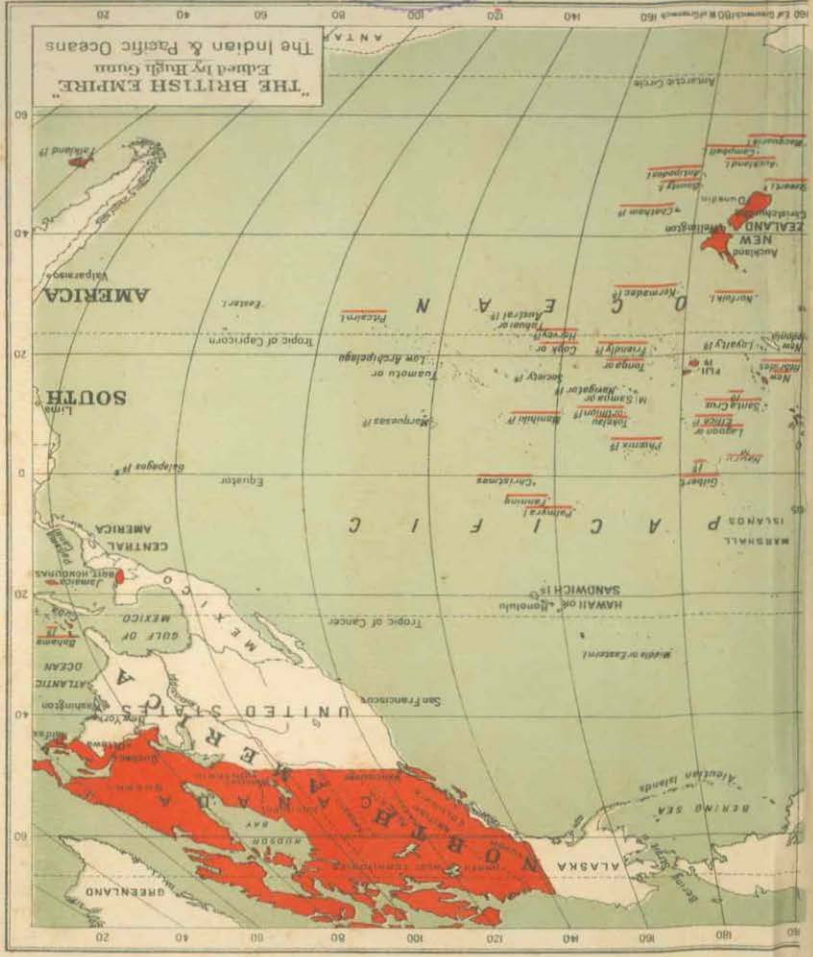
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