
REPORTS

BY

HIS MAJESTY'S AGENT AND CONSUL-GENERAL

ON THE

FINANCES, ADMINISTRATION, AND CONDITION

OF

EGYPT AND THE SOUDAN

IN

1909.

*Presented to both Houses of Parliament by Command of His Majesty.
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Reports by His Majesty's Agent and Consul-General on the Finances, Administration, and Condition of Egypt and the Soudan in 1909.

No. 1.

Sir E. Gorst to Sir Edward Grey.—(Received April 2.)

Sir,

Cairo, March 26, 1910.

I HAVE the honour to submit my report on the progress made in the various Departments of the Egyptian Government during the year 1909.

I. GENERAL.

1. General Situation.

The last days of the period over which this report extends were marked by one of those terrible and futile political crimes which from time to time disgrace the age in which we live, but from which Egypt has hitherto been happily free. On Sunday, the 20th February, Boutros Ghali Pasha, the late Prime Minister, was fatally wounded as he was leaving his office by the hand of one of those miserable creatures of feeble intellect and disordered ideas, who are unconscious dupes of the greater criminals, who preach violent methods, which they are afraid themselves to carry into effect. The motives of the crime were purely political. The murderer had no personal grudge against his victim, and was not acting under the influence of religious fanaticism, and in defence of his deed merely repeated the accusations which have, in season and out of season, been alleged against Boutros Pasha, in violent and threatening language, in the columns of the Nationalist press. Though their wretched and misguided follower will pay the penalty, I have no hesitation in saying that the leaders of the Nationalist party are morally responsible for the murder of Boutros Pasha. For years past they have promoted and fomented these attacks, in full knowledge of the fact that their words could not fail to stir the ignorant and excitable youths to whom they were addressed to the acts of violence which they now pretend to deplore. It is an example of the irony of fate that the blow due to the criminal incitements of these self-styled patriots should have fallen upon the first genuine Egyptian who has risen to the highest position in the service of his country.

Boutros Ghali Pasha was born in 1846, and, after a long and distinguished official career, first entered the Ministry in 1893, as Minister of Finance. In the following year he was appointed Minister of Foreign Affairs, in which office he remained until the day of his death. On the retirement of Moustapha Fehmy Pasha in November 1908, he was summoned by the Khedive to form the administration which has just been brought to so untimely a conclusion. The valuable services which throughout his official life he rendered to his country, and the loyalty and integrity which he displayed in many difficult and delicate situations, are so well known that I need not expatiate on them here. His death at the present time is an irreparable loss to Egypt, and it will be long before the Khedive and his country find a more devoted, single-minded, and capable servant.

Mohammed Said Pasha, whose sixteen months' tenure of the Ministry of the Interior had been marked by important reforms rendered possible owing to the cordial relations subsisting between himself and the Adviser, was selected as the Prime

Minister, and entrusted with the mission of forming a new administration, composed as follows :—

President of the Council and Minister of the Interior	Mohammed Said Pasha.
Minister of Justice	Saad Zagloul Pasha.
Minister of Foreign Affairs	Hussein Roushdi Pasha.
Minister of Education	Ahmed Heshmat Pasha,
Minister of Public Works and War	Ismail Sirry Pasha.
Minister of Finance	Youssuf Saba Pasha.

Though some of the Ministers have changed office, the only new recruit is Youssuf Saba Pasha, formerly for twenty years at the head of the Post Office, during which period he earned for himself a well-deserved reputation as a capable and zealous administrator. His appointment has been received with approval throughout the country.

The task of giving a calm and impartial review of the general situation during 1909 is rendered exceptionally difficult by the fact that it has to be undertaken at a time when the calamity which has cast a slur on the fair name of Egypt, and caused a general feeling of disquietude throughout the country, is still fresh in men's minds. Up to the moment when this catastrophe happened there seemed every prospect that the wise and sober course pursued by Boutros Pasha and his colleagues, and their refusal to be hustled from the path of moderation by the extremists on either side, were gradually bringing about a better state of feeling. The Nationalist party was slowly but surely losing ground, the effervescence in the schools was abating, and the students appeared to be once more occupied with their lessons. The encouragement given to the Legislative Council to become a more useful part of the machine of government and the wider administrative functions conferred upon the Provincial Councils were beginning to convince such critics as were open to conviction that the policy of gradually training the Egyptians for self-government was intended to be a reality. That the improvement which had begun to manifest itself in the attitude of the country towards its rulers should be cut short by the mad act of one individual, and that justification should be given to the numerous elements which advocate a policy of stern repression, would indeed be a calamity, and the best tribute which his former colleagues, who are now responsible for carrying on his policy, can pay to the memory of Boutros Pasha is to ensure the continuation of the work of pacification which characterized his brief tenure of office as Prime Minister.

During 1909 the Press Law, which had been revived in the early part of the year, was applied with great, perhaps too great, moderation. Two native papers were warned, and one was suppressed, the latter having already been suspended under the ordinary law by the Native Tribunals and its editor sentenced to twelve months' imprisonment. Sheikh Shawish, the editor of the "Lewa," was also sentenced to three months' imprisonment for writing an article which contained scurrilous libels on the late Boutros Pasha and another high native official. These warnings were not, however, successful in preventing the extreme Nationalist journals from continuing to pour odium and contempt on the authorities, and the Government may perhaps be blamed for not having used more freely the powers which they possessed to put a stop to these abuses. The Ministers against whom the diatribes of the Nationalist writers were chiefly directed were reluctant to utilize the Law to repress personal attacks upon themselves, and they preferred to take up the attitude of treating unfounded and libellous accusations with silent contempt. Sad experience has, however, now shown that this attitude does not suffice in Egypt. It is possible, though not, I fear, probable, that those who have been engaged for the last few years in stirring up the evil passions of the ignorant and credulous may at last perceive that they are playing with fire, and endeavour to mend their ways. If this should not turn out to be the case, it will become necessary to apply the Press Law with greater severity than heretofore. No obligation of Government is more imperative than to protect efficiently the lives and reputations of those who devote themselves to the service of their country.

Turning to the economic situation of the country during the past twelve months, the chief feature has been that, in spite of a good Nile and favourable climatic conditions, the cotton crop has been very considerably below the average of recent years. The high prices prevailing have, indeed, to some extent compensated for the falling off in the yield, but none the less the result comes as a great disappointment to those who had looked forward to an abundant crop, which might clear away the financial stagna-

tion from which the country has been suffering ever since the crisis of 1907. Moreover, the Agricultural Bank returns indicate that the effects of this long-continued depression are reaching the smaller cultivator, and some difficulty is being experienced in recovering the Bank's advances. That the effects of the crisis have not yet passed away is further proved by the fact that imports again showed a falling off, though this was in part due to a fall in price of many of the principal articles of consumption. The revenue also has suffered, especially under those heads which depend directly on the available resources of the public, namely, import duties and railway receipts. The former showed a reduction of £E. 183,000 on the preceding year, and the latter of £E. 175,000. All these factors show that patience is necessary before the country can be said to have completely regained its former prosperity. At the same time, I do not consider that, so long as agriculture prospers, there is cause for serious anxiety. A careful investigation is proceeding into the causes of the failure of last year's cotton crop, and I do not doubt that remedies are to be found for most of the evils which affect the cultivation of cotton in Egypt. All agricultural countries are liable to violent fluctuations in their crops, and there seems no reason to suppose that the results of last year need be considered in any way significant of what the future will bring forth.

In April of last year much interest was aroused by the discovery of petroleum at Ras Jemsah, a point on the Red Sea coast about 160 miles south of Suez, in the district known as the Red Sea Oilfields, where on several former occasions boring for oil had been unsuccessfully tried. For over a year a private company had been engaged in boring operations at this spot under a prospecting licence granted by the Egyptian Government. From the first borehole put down, a flow of oil under high pressure was obtained at a depth of about 1,290 feet, and the well was successfully capped without accident. A second flow of oil was encountered in September last, at a depth of 1,660 feet, in a boring commenced in March 1908 at a point about 150 yards north-west of the first. This well was also successfully capped. The analyses of the oil have given good results, and exploratory work to determine the extent and position of the oil-bearing territory is proceeding. Other companies are now actively prospecting in the neighbourhood, and a survey, both topographical and geological, of the area is being made by the Survey Department. In several other localities which are considered favourable, or which show indications of the presence of oil, preliminary operations and boring have been commenced.

Throughout the past year long and laborious negotiations were proceeding between the Egyptian Government and the Suez Canal Company in respect of a proposal put forward by the latter for the extension of its concession. A draft project was finally drawn up and laid before the Council of Ministers last autumn. The main lines of the arrangement were that the concession was to be prolonged for forty years from 1968, the date when the existing concession comes to an end, and that during such further period the profits of the undertaking were to be equally divided between the Government and the company. The half-share of the profits during the extended period which the company would acquire was to be paid for partly by a lump sum of £E. 4,000,000, and partly by a gradually increasing share in the profits from 1921 to 1968. The calculation upon which the amount of compensation has been based contains, no doubt, a considerable speculative element, inasmuch as it depends upon the uncertain factor of the rate of increase of future profits, but the arrangement is, in the opinion of those best competent to judge, a satisfactory bargain from the Egyptian point of view. After much discussion and thorough consideration of the various points involved, the Ministers unanimously arrived at the conclusion that, if certain amendments, which did not alter the main lines of the project, were accepted by the company, the proposed arrangement was undoubtedly advantageous to Egypt. At the same time, they decided, in my opinion quite rightly, that, although the question was not one of those upon which the Government were obliged, by the terms of the Organic Law, to consult the General Assembly, they would not, in view of its exceptional importance to the present and future generations, come to a definite decision without first ascertaining whether the General Assembly were favourable to the extension of the concession. The Assembly was convoked for this purpose at the commencement of last February, and it appointed a committee from amongst its members to consider the scheme. The report of that committee has just been presented, and it concludes by recommending the rejection of the proposal. Neither the tone of this document nor the arguments adduced in support of its conclusion can be said to have justified the hope that the scheme would be examined with an open mind, and the chief feature by which the report is characterized is entire lack of confidence in the intentions and good faith

of the Government. At the time of writing, the Assembly itself has not yet given its opinion.

In the domain of administration, it will be seen, in subsequent chapters of this report, that many reforms of importance were introduced in 1909. The new Police Supervision Law, together with other subsidiary measures passed at the instance of the Ministry of the Interior, has produced an immediate and far-reaching effect upon the state of public security in the provinces which has already surpassed the expectations of its promoters, and is, I trust, in course of remedying a state of affairs as to which loud and well-grounded complaints have long been uttered. During the few months which have elapsed since the new system has been in operation, serious crime has shown a reduction of 27 per cent. A Law has been passed regulating the conditions of child labour in factories, and its application has so far proved successful in removing the abuses to which attention has been called. The long debated question of the water supply of Cairo has now been settled in a manner which gives satisfaction to the legitimate complaints of the inhabitants of that city, while insuring that all necessary precautions are taken to ensure a pure supply, and a beginning has been made with the drainage scheme, which will, when finished, make Cairo one of the best drained cities in the world.

As regards legislation in matters where foreigners are concerned, there is, I regret to say, no progress to be recorded, though several important proposals are now, and have been for some years, under the consideration of the Powers. This is due to the fact that it is a labour of Hercules to get the assent of fifteen Powers to any alteration in the Mixed Codes, and until some change is effected in the existing method of legislating, foreigners resident, or having interests, in Egypt must continue to bear with resignation the imperfections and deficiencies of the law.

2. Legislative Council.

In my last report, I mentioned that the Ministers proposed in future to attend the meetings of the Council, in order to take part personally in its discussions, and I further stated that it had been decided to conduct the proceedings in the presence of the public and representatives of the press. Since then, the Government have announced their readiness, within certain limitations necessary to ensure regularity in the proceedings, to answer all questions on administrative matters of general interest which the members may submit to them. With the grant of this important privilege, it would appear that everything possible has been done to enable the Council to carry out its present consultative functions in as real and effective a manner as possible.

Under these circumstances, it is of especial interest to review the proceedings of the Council during the first session in which these changes have been in operation, and to observe how far they have contributed to increase the influence for good which the institution is in a position to exert over public affairs. During the session of June 1909, no less than 16 draft laws or regulations, many of which had been before the Council for a considerable time, were carefully and thoroughly discussed. The Ministers were present, and gave full explanations in regard to these measures, with the result that the Government were able to accept nearly all the amendments which were ultimately proposed. These laws comprised some of the first importance, such as that enlarging the powers of the Provincial Councils, and that empowering the authorities, under certain conditions, to place dangerous characters under police supervision, both of which are dealt with in greater detail elsewhere. During the same session, an important constitutional change was passed by the Council, and accepted by the Government, prescribing that that body would in future be in permanent session from the 15th November up to the end of May of the following year, instead of, as heretofore, meeting every other month throughout the year. This will considerably increase the working time of the Council, as, under the former system, only half the winter was utilized, and during the nominal meetings in the summer months no business was transacted.

A like activity has characterized the session which began last November. The two laws held over from the preceding summer were discussed and approved with certain amendments, and out of seven new laws and regulations since submitted to the Council for opinion, all but one, which is still under examination, have been passed with amendments. I may add that in all these cases practically every amendment of importance was accepted by the Government.

I take this opportunity of placing on record the great loss which the Council has sustained by the retirement of His Highness Prince Hussein from the arduous post of

President, during his tenure of which his only preoccupation has been to increase the usefulness of the institution and direct its working so as to promote to the fullest extent possible the welfare of the country.

Though, as I have pointed out, good work has been done by the Council during the past year, further progress has yet to be made before it can be said to render the full utility of which it should be capable, and recent proceedings have shown that the members occasionally fail to take a broad view of the matters under discussion, and to discriminate between what is important and what is a matter of detail. They also find a difficulty in shaking themselves free from false ideas put into their heads by those who are permanently hostile to the existing régime, and in looking at the business laid before them with an open mind. One instance of these shortcomings is the constant opposition to grants for the development of the Soudan. The Council seems unable to appreciate what a small price Egypt is paying for the entire control of the waters of the Upper Nile, which are vital to her prosperity, or to understand that the only way of ultimately relieving the budget of the annual grant-in-aid for the Soudan is by supplying funds for the material development which will enable that country to become self-supporting. Again, when the Government recently informed the Council of their readiness to answer questions on administrative matters—a privilege not included among the rights accorded by the Organic Law, and the value of which is obvious to all acquainted with the history of representative assemblies—the discussion which ensued turned almost entirely upon the question as to whether this privilege was to be viewed as a favour granted by the Government or a right already possessed by the Council, and no appreciation was shown of the practical advantages to be derived from the concession which the Ministers had voluntarily proffered. Quite recently, when the Budget for the current year was under debate, the principal speakers contented themselves with repeating all the foolish and unfounded criticisms of the financial administration with which the hostile Nationalist press is constantly filled, without any attempt to verify the so-called facts upon which these criticisms are based. A very cursory examination of the reports and returns issued by the Finance Department would have shown the Council how entirely without foundation these allegations were. Before the discussion on the Budget for next year takes place, I venture to recommend those members who desire to acquire a thorough understanding of Egyptian finance to make careful study of the *Statistical Year Book of Egypt for 1909*, recently issued by the Ministry of Finance. This work, which has been produced under the direction of M. Randone, the Director of the Statistical Department, gives a most comprehensive and well-arranged mass of information, compiled from the returns of former years, and the results will come as a considerable surprise to those who have been accustomed to animadvert in no friendly spirit on the financial administration of the past.

These errors should not, however, be regarded too seriously, and are natural enough in a body that is as yet inexperienced in public affairs. The weak points of the institution at present are that the majority of the members are easily led astray by the more turbulent spirits, and that the chief preoccupation of all of them is to avoid being abused in the native press for want of patriotism, which is the invariable result of any support, however mild or platonic, given to the proposals of the Government. With time and patience it may be hoped that the members will free themselves from these faults, and will gradually become able to form an independent judgment on the matters brought before them, without being over-awed by the loquaciousness of some of their colleagues, or led astray by Nationalist calumnies. The Government have gone as far as is possible in the direction of giving every facility to the Legislative Council to utilize the powers which they now possess, and no extension of functions is desirable until the proceedings of the Council show that such a course can be adopted without danger to the well-being of the community. In this respect I can only repeat what I said in last year's report, viz., that "the future development of the institution must depend upon the wisdom and discretion displayed by the members themselves."

II. FINANCE.

3. Budget of 1910.

The following table gives a summary comparison of the budgets of 1909 and 1910:—

	1910.		1909.	
	£E.	£E.	£E.	£E.
Estimated receipts	..	15,350,000	..	15,100,000
Estimated expenditure—				
Ordinary	14,088,000		13,900,000	
Special	1,062,000		950,000	
Total	..	15,150,000	..	14,850,000
Estimated surplus	..	200,000	..	250,000

The principal changes introduced into the new budget are stated in the note of the Financial Adviser as follows:—

“In view of the present economic situation of the country it is impossible to count on any improvement in 1910 in the revenue under the important heads of Customs and Railways; the estimated receipts from these sources show reductions as compared with 1909 of £E. 75,000 and £E. 95,000. On the other hand the revenues from certain other sources show a satisfactory expansion.

“The total receipts of the Direct Taxes Department are estimated at £E. 5,565,000 as against £E. 5,434,000 in 1909.

“As in 1909, a good flood has rendered it unnecessary to provide for any loss of revenue on account of Sharaki; the new rates of tax which are coming into force in Keneh and Assouan are expected to bring in an extra £E. 12,000; an increase of £E. 20,000 is foreseen on account of tax on land newly brought under perennial irrigation in Minieh, Beni Souef, and Girgeh, while land under temporary tax should as usual yield an increase of £E. 20,000.

“The general reassessment of house-tax will produce a further increase of £E. 50,000. The total revenue from this source is now more than £E. 312,000, of which £E. 40,000 is the result of the new decree raising Cairo house-tax to 10 per cent. of the rental value.

“Though there has been a certain amount of difficulty in the collection of direct taxes during the last two years, it is satisfactory to note that the arrears are still insignificant in comparison with the large sums collected. The total of arrears, which at the end of 1907 amounted to £E. 11,000, rose in the following year to £E. 37,000; at the end of the present year they will probably have fallen to much the same figure as two years ago.

“The development of the work of the Native Courts and the introduction of a new judicial tariff in the Mehkemeh Sharieh make it possible to expect an increase of revenue of £E. 20,000 from these sources.

“In consequence of the great diminution in land transactions, a reduction of £E. 200,000 in the receipts of the Mixed Courts was foreseen in the budget of 1909; this estimate, however, has proved unduly pessimistic, and £E. 60,000 has been added to the figure of the current year.

“‘Various receipts’ show a net increase of £E. 30,000, due to the contribution of the Tramway Company to the works connected with the new Boulak bridge, while the remaining revenues are expected to yield a further increase of £E. 30,000.

“The total net increase in the revenue as a whole is thus expected to reach £E. 101,000. To this falls to be added a further apparent increase of £E. 149,000 arising from a change in the method of accounting for expenses payable from the Badalieh (Military Exemption) Fund. Since 1908 the revenue from this source has been shown in a special account and devoted to improving the situation of the conscripts in the army and police and to increasing the pay of police volunteers.

“In accordance with the recommendation of the Legislative Council and with a view to showing clearly in the budget the total sums expended on the army and on the

police, it has been arranged to carry to the receipt side of the budget the sums appropriated in aid of it from the Badalieh fund. This fund is retained distinct and assigned to the same special purposes as hitherto. The total sum to be appropriated in 1910 is £E. 149,000, and a corresponding sum has been entered on the expenditure side of the budget and divided between the chapters 'Police' and 'Army' and a special chapter entitled 'Indemnities to conscripts at the end of their period of obligatory service.'

"The budget of expenditure for 1910 is rendered difficult of comparison with that of the current year,

"(1) by the inclusion as explained above of sums on account of gratuities to conscripts on discharge and supplementary pay to the police, previously charged to the Military Exemption Fund ;

"(2) by the transfer of the police expenditure from the budget of the Interior to that of the Provinces and Governorates, and of the subventions to Municipalities and Local Commissions from the same budget to that of 'Services divers des Ministères.'

"The total expenditure shows an increase of £E. 300,000. To the extent of £E. 149,000 this increase is merely apparent, being due, as already explained, to the inclusion of the expenditure met out of the Military Exemption Fund, compensated by a corresponding receipt on the revenue side.

"As regards the remaining £E. 151,000 of the increase, it arises to the extent of £E. 112,000 on the special credits, and there remains £E. 39,000 as the apparent amount of the net increase on the ordinary budget. The real increase is larger, for account must be taken of certain reductions of credits for the manufacture of articles in the Government workshops, which are balanced by corresponding reductions of receipts.

"The real net increase of ordinary expenditure provided in the budget of 1910 is about £E. 90,000, of which the following are the principal items :—

Increases—						£E.
Ministry of Education	..	..	..	..	..	27,000
Ministry of Justice	..	..	..	..	..	37,000
Provinces and Governorates (including Police)	..	..	..	..	..	40,000
Department of Public Health	..	..	..	..	..	8,000
Department of Prisons	..	..	..	..	..	5,000
Ministry of Public Works	..	..	..	..	..	5,000
Decreases—						
Railways	..	..	..	..	..	44,000
Subvention to the Soudan Government	..	..	..	..	..	10,000

"The special credits for non-recurrent expenditure reach a total of £E. 712,000 as compared with £E. 610,000 in 1909. The unexpended balance of special credits granted in former years, and carried over into 1910, is estimated at £E. 350,000, as against £E. 340,000 in the previous year.

"The increase in the special credits is compensated to the extent of £E. 50,000 by the increase in the sum to be credited to revenue next year on account of the Cairo Tramway Company's contribution to the Boulak bridge works. Moreover, a credit of £E. 52,000 has been provided for prophylactic measures against human and bovine plague; the cost of these measures was previously met by means of supplementary credits granted in the course of the year.

"The other credits are enumerated in detail in the budget; the only items calling for special notice are the following :—

"(1.) £E. 33,000 is provided to complete the Lunatic Asylum at Khanka. The asylum should be finished by the end of 1910 and will, it is hoped, suffice to meet the crying need for increased accommodation for lunatics ;

"(2.) £E. 180,000 is provided for the continuation of the work on the new bridge between Boulak and Ghezireh ; £E. 29,000 is provided for the road along the Bahr-el-Aama ; and £E. 50,000 towards the construction of a quay at Boulak. Both these latter works are to be carried out in conformity with the convention entered into with the Cairo Tramway Company, by virtue of which the company contributes £E. 200,000 towards the cost of the works and the construction of the bridge ;

"(3.) Provision is made for the construction of a new Summary Tribunal in the Attarin district of Alexandria, for a Parcels Post Office in Cairo, for a new Markaz at Kous, and for certain new police posts. A sum of £ E. 10,000 is also provided for the construction of a telegraph line to the Oasis of Siwa, the urgent need for which was demonstrated this autumn."

4. Accounts of 1909.

The estimates for the year were as follows :—

Révenue	..	..	..	..	..	..	£E.	15,100,000
Expenditure—							£E.	
Ordinary	..	..	..	..	..	13,900,000		
Special	..	..	..	..	..	950,000		
								14,850,000
Surplus	..	..	..	..	..	..		250,000

The accounts show the following result :—

Revenue	..	..	..	..	..	..	£E.	15,402,000
Expenditure—							£E.	
Ordinary	..	..	..	..	..	13,568,000		
Special	..	..	..	..	..	673,000		
								14,241,000
Surplus	..	..	..	..	..	..		1,161,000

It will be seen that the revenue was £E. 302,000 in excess of the estimates, which were, as usual, drawn up with caution. As compared with that collected in 1908, which itself represented a decrease of £E. 464,000 on the preceding year, there was a further falling off of £E. 119,000, a sign that the effects of the financial crisis of 1907 were still being felt. Customs duty and railway receipts show further reductions, and there is also a slight diminution in the revenue from tobacco. The following table gives a comparison between the returns under each of these three heads during the last three years :—

		1907.	1908.	1909.
		£E.	£E.	£E.
Customs duty	.. ..	2,142,000	1,982,000	1,799,000
Railway receipts	.. ..	3,565,000	3,464,000	3,289,000
Tobacco	.. ..	1,648,000	1,688,000	1,656,000
Total	.. ..	7,355,000	7,134,000	6,744,000

This diminution has, however, been in some measure compensated by increased receipts from judicial and land registration fees, which rose from £E. 1,246,000 to £E. 1,344,000, and by a growth in the revenue from the land and other direct taxes, which was £E. 5,448,000 in 1909, as compared with £E. 5,288,000 in 1908.

The actual expenditure of the past year compares with that for which provision was made in the budget as follows :—

		Ordinary Expenditure.	Special Expenditure.	Total.
		£E.	£E.	£E.
Budget	.. ..	13,900,000	950,000	14,850,000
Actual	.. ..	13,568,000	673,000	14,241,000

It will be observed that, during the twelve months, savings of no less than £E. 609,000 were effected on the authorized expenditure, a result which testifies to the prudent administration of those responsible for the finances of the country.

5. Reserve Fund.

The present situation of the Reserve Fund is as follows:—

	£E.
The balance on January 31, 1909, was	7,375,000
Add:	
Receipts from sales of land (estimated)	50,000
Receipts from interest on investments and miscellaneous receipts	335,000
Total	7,760,000
Deduct payments made in 1909 (estimated)	2,650,000
Total	5,110,000
Add estimated surplus on the Budget of 1909	900,000
Total	6,010,000

Out of this sum provision of some £E. 229,000 must be made for the depreciation in the value of the securities in which the Fund is invested, leaving an estimated balance unexpended on the 31st December, 1909, of £E. 5,781,000. Of this balance a sum of about £E. 2,133,000 is pledged on account of credits granted, but not yet expended.

The following observations in regard to the present state of the Fund are taken from the Financial Adviser's note on the budget:—

“Misleading statements have recently been made as to the securities in which the Reserve Fund has been invested. The Reserve Fund has been and is invested exclusively in—

“(a.) Egyptian Government securities, or securities guaranteed by the Egyptian Government;

“(b.) British Government securities, or securities guaranteed by the British Government;

“(c.) Indian Government securities.

“Since the funds in the hands of the Caisse de la Dette were transferred to the Government in accordance with the terms of the decree of the 28th November, 1904, no Egyptian Government bonds have been sold with a view to the investment of the proceeds in other securities. When a portion of the Government's cash balances was invested in 1906, British and Indian Government securities were bought, to avoid the disadvantages attendant on too narrow a field of investment.

“The credits on the Reserve Fund for 1910 are as follows:—

	£E.
Irrigation	694,000
Drainage of Cairo	180,000
Railways	400,000
Ports and Lighthouses	28,000
Soudan (extension of the railway)	354,000
Total	1,656,000

“In 1908 the total of the credits granted on the Reserve Fund amounted to £E. 3,680,000 and in 1909 to £E. 3,080,000. As will be seen above, the total of the credits for 1910 is largely reduced. As the unpledged balance of the Fund becomes smaller, the scope of the new works to be undertaken must necessarily be diminished, however regrettable this may be from the point of view of the country's development. Irrigation works continue to receive the chief share in the credits granted, but the situation of the Fund has made it necessary to cut down the grants wherever possible.”

In regard to the credit granted for the Soudan, the Financial Adviser makes in his note the following observations, in which I entirely concur:—

“A sum of £E. 354,000 is allotted to the Soudan for the extension of the railway south of Khartoum. This railway is being pushed forward for economic and strategic reasons. It is an essential factor in the scheme of development of the country whereby its resources may be so increased as to enable it at an early date to dispense with the Egyptian subsidy. It is necessary as a measure of insurance against possible disturbances which, if not promptly quelled, might involve very heavy military expenditure.

“The broad grounds of the financial policy of the Government in the matter of the Soudan were set forth in the Financial Adviser's note last year. It is satisfactory to observe that this policy is steadily bearing fruit. The revenue of the Soudan for 1910

is estimated at £E. 1,100,000, £E. 50,000 more than will probably be collected in 1909 thus continuing the progress of expansion shown by the annexed table :—

“COMPARATIVE Statement of the Revenue of the Soudan for each year since the reoccupation.

Year—								Revenue realized.
								£E.
1898 ..	..	..	..	..	..	..	..	35,000
1899 ..	..	..	..	..	..	..	..	126,000
1900 ..	..	..	..	..	..	..	..	156,000
1901 ..	..	..	..	..	..	..	..	242,000
1902 ..	..	..	..	..	..	..	..	270,000
1903 ..	..	..	..	..	..	..	..	462,000
1904 ..	..	..	..	..	..	..	..	576,000
1905 ..	..	..	..	..	..	..	..	665,000
1906 ..	..	..	..	..	..	..	..	818,000
1907 ..	..	..	..	..	..	..	..	976,000
1908 ..	..	..	..	..	..	..	..	979,000
1909 (estimated)	..	..	..	..	..	..	..	1,050,000
1910 (estimated)	..	..	..	..	..	..	..	1,100,000

“Although the bulk of the increase of revenue is still required to meet the cost of expanding services, £E. 10,000 has been assigned in 1910 to the reduction of the Egyptian subsidy. This fact and the steady development of the Soudan revenue give promise of the gradual reduction of the burden on Egypt. What the total amount of this burden is, is shown by the annexed table, which has been drawn up in response to the request of the Legislative Council.

Year.	Advances for work of development.	Annual expenditure.				
		3 per cent. interest on sums advanced in former years for capital expenditure.	Annual contribution.	Total gross annual expenditure.	Sums recovered or collected by Egypt for Customs dues, &c., on Soudan trade.	Net annual expenditure.
	£E.	£E.	£E.	£E.	£E.	£E.
1899 ..	..	..	439,800	439,800	79,300	360,500
1900 ..	..	..	457,700	457,700	92,440	365,260
1901 ..	121,000	..	417,000	417,000	161,322	255,678
1902 ..	143,000	3,630	390,000	393,630	152,516	241,114
1903 ..	129,000	7,920	390,000	397,920	156,576	241,344
1904 ..	622,000	11,790	380,000	391,790	171,940	219,850
1905 ..	750,000	30,450	380,000	410,450	200,840	209,610
1906 ..	699,000	52,950	380,000	432,950	215,894	217,056
1907 ..	922,000	73,920	380,000	453,920	205,432	248,488
1908 ..	638,000	101,580	380,000	481,580	220,180	261,400
Total..	4,024,000	282,240	3,994,500	4,276,740	1,656,440	2,620,300”

6. Egyptian Debt.

On the 31st December, 1908, the total outstanding capital of the Debt was 95,514,000£., and the charge on account of interest and sinking fund £E. 3,586,000. Debt to the amount of 273,000£. was paid off during the year. The total capital, therefore, amounted to 95,241,000£. on the 31st December, 1909, and the annual charge to £E. 3,579,000.

It has, however, to be borne in mind that stock to the extent of 6,008,000£. is held either by the Government or by the Commissioners of the Debt. The interest on this amount is £E. 219,000.

The total amount of debt in the hands of the public was, therefore, at the end of last year 89,233,000£., involving an annual charge of £E. 3,360,000.

7. Domains Administration.

The value of bonds in circulation on the 1st January, 1909, was £E. 797,000 and on the 31st December, 1909, £E. 618,000, £E. 179,000 having been paid off in the course of the year out of surplus revenue and sale of land. The bonds are guaranteed as follows: (1) Annuities due from sales of land already effected £E. 227,000; (2) the excess of revenue over expenditure in 1909, which will be approximately £E. 114,000, as compared with a surplus of £E. 118,000 in 1908; and (3) 145,540 feddans of land officially valued at about £E. 3,157,000.

The following table gives the results of sales of land by auction during the past five years:—

					Put up for Sale.	Sold.	Price.
					Feddans.	Feddans.	£E.
1905	..	..	..	..	3,970	2,979	117,746
1906	..	..	..	..	2,628	1,912	93,200
1907	..	..	..	..	1,889	1,560	88,668
1908	..	..	..	..	235	21	1,662
1909	..	..	..	..	922	100	7,901

The smallness of the amount sold during the last two years is of course due to the financial crisis of 1907.

The Administration cultivates directly 29,000 feddans, and leases the remainder of its land. With a better drainage system a large proportion of the poorer lands might be made more productive; and new pumping stations for drainage purposes, which should be at work by the end of 1910, are now being erected. In the northern part of the Delta there are some 40,000 feddans of practically uncultivated land, at present only used for pasture, which could gradually be brought under cultivation by the execution of suitable irrigation and drainage works. The land is scattered in small plots over a large area and the population is very scanty, but these difficulties could be overcome and in other respects a scheme of this nature would appear financially sound.

The Administration also helps the Government and the Khedivial Agricultural Society by carrying out agricultural experiments on a large scale. A farm of some 15,000 feddans has been devoted to this purpose, and in addition it assists the Society to provide a large supply of selected cotton seed for distribution to cultivators throughout the country. Further, to counteract the recent deterioration of Indian wheat, which had been imported into Egypt in 1897, arrangements are now being made for the purchase of a fresh supply of superior quality which will be available for distribution by the sowing season of 1911. Special attention will be given to investigating, on a more extended scale than is possible within the limited area administered by the Agricultural Society, new methods of combating the ravages of the cotton and boll worms, and any scheme which promises success will be given a practical trial. The question of the results obtained by employing chemical and other manures in the cultivation of cotton will also be the subject of special study. Experiments for the purpose of throwing light on the effect on the cotton plant of subsoil water at varying levels have already been undertaken, and, in connection with the enquiry now proceeding on the subject of cotton cultivation in Egypt, useful information with regard to atmospheric conditions, shedding of bolls, etc., is being obtained.

The following table gives statistics for the last fifteen years of the cotton grown by the Administration:—

YIELD of Cotton grown by the State Domains Administration from 1895 to 1909.

Year.					Area Cultivated.	Total Yield.	Yield per Feddan.	Price per Kantar.	Value of Crop.
					Feddans.	Kantars.	Kantars.	£E.	£E.
1895	..	..	..	..	16,239	84,566	5.21	2.232	189,000
1896	..	..	..	..	16,197	78,788	4.86	2.007	158,000
1897	..	..	..	..	15,636	84,682	5.42	1.621	137,000
1898	..	..	..	..	14,372	72,354	5.03	1.642	119,000
1899	..	..	..	..	14,897	77,331	5.19	2.152	167,000
1900	..	..	..	..	12,582	56,040	4.45	2.957	166,000
1901	..	..	..	..	12,290	61,569	5.01	2.137	131,000
1902	..	..	..	..	11,417	52,524	4.60	2.464	129,000
1903	..	..	..	..	10,940	56,355	5.15	3.243	183,000
1904	..	..	..	..	10,327	38,517	3.73	3.081	119,000
1905	..	..	..	..	9,980	40,460	4.05	3.040	123,000
1906	..	..	..	..	10,042	41,643	4.15	3.747	156,000
1907	..	..	..	..	9,888	35,180	3.56	4.032	142,000
1908	..	..	..	..	9,860	31,555	3.23	3.181	101,000
1909	..	..	..	..	10,024	20,440	2.04	4.180	85,000

8. Agricultural Bank.

The Agricultural Bank of Egypt was founded some eight years ago with the object of providing money on easy terms for the smaller cultivators, and in my last year's report I gave an account of the conditions under which this work is being carried on. The main end which the promoters of the institution had in view was to maintain, and if possible to increase, the peasant proprietary class, and thus create a conservative element in the country which would make for stability. It was hoped that the advances would enable the fellaheen to extricate themselves from the clutches of the village usurers, and would furnish them with capital for agricultural improvements and for extending their holdings. It was recognized that the project was essentially of an experimental character, and it was clear that success would depend upon the use made of the facilities afforded for borrowing money at a comparatively low rate.

Owing to a variety of circumstances, the Bank's operations during the first few years were conducted under exceptionally favourable conditions, and they were not put to a severe test until the end of 1907, when the great prosperity which the Egyptian peasantry had begun to look upon as permanent received a temporary set-back. Accurate information as to the purposes for which the loans are used has never been forthcoming, but there is little doubt that a large proportion of the money borrowed was devoted to the purchase of land. Of the remainder, some was used to pay for agricultural improvements, while the balance must have been employed, in what proportions it is difficult to say, in settling old debts and in expenditure of a more or less unproductive nature. The Bank's operations would appear, therefore, to have resulted in an increase in the amount of land held by the fellaheen, but the impression that the loans have contributed to augment the number of small owners is erroneous. The Bank does not lend to any one not already possessed of land, so that it cannot create new individual holdings, and the recent apparent increase in the number of small holdings is due to the effect of the survey operations in dividing up properties between their real owners, and also perhaps in some measure to the fact that holders *par indivis*, when in pecuniary straits, divide up their property with a view to raising money on it.

An important element in the case is whether the land, which is in Egypt usually sold on the instalment system, has been bought at prices which have entailed too heavy a burden on the purchasers during the ensuing period of lean years. The greater part of the loans were put out at a time when the value of land was continually rising owing to the great increase in the price of cotton. During the past two years the cultivators have been feeling the effects of the crisis of 1907, and have moreover suffered from low prices in 1908 and a bad cotton crop in 1909, the result being that borrowers are finding difficulty in meeting their instalments. The following table shows the amount of the annuity to be collected on the loans of the Agricultural Bank in each year from 1904, the amount of arrears at the end of each year, the proportion of the latter to the former, and the percentage of total arrears recovered in the following year :—

Year.	Annuity to be collected.	Amount of annuity in arrear at end of year.	Percentage of arrears to annuity.	Percentage of arrears of former years collected.
	££.	££.		
1904	917,942	27,718	3·0	76·6
1905	1,415,547	94,633	6·7	89·5
1906	1,740,117	54,322	3·1	91·3
1907	1,855,751	113,128	6·1	80·0
1908	1,886,046	263,753	14·0	74·2
1909	3,804,141	319,408	17·7	67·1

These figures cannot be called altogether satisfactory, and they would seem to indicate that some portion of the advances has been expended unwisely or used for unproductive purposes. The loans now outstanding amount to a sum of ££. 8,136,000, distributed over 238,000 debtors, and the practical difficulty of discriminating between the demands put forward is very great. Nevertheless, measures have been taken to ensure that in future there shall be more careful investigation into the situation of prospective borrowers and the purposes for which loans are required than has occasionally been the case heretofore. It is also hoped that it may be feasible to introduce a system of collective guarantors and to form co-operative village organizations with which the Bank could deal directly. The collective guarantee would, on the one hand, ensure the punctual repayment of the loans, and on the other, secure that no advances were made except for remunerative objects.

The accumulation of arrears may also be in part attributed to the difficulties in the way of instituting proceedings against recalcitrant debtors, both on account of the large number of defaulters (40,000 at the end of January 1910) and also owing to the delay and expense involved in having recourse to the law. The clients of the Bank have begun to realize the obstacles in the way of enforcing prompt payment, and I fear that they are sometimes inclined to take advantage of them to postpone the fulfilment of their obligations even when they are in a position to pay. Last year the number of actions brought in the courts by the Bank for the recovery of debts was the subject of criticism which was, in my opinion, very unreasonable. It is the Bank's duty to the shareholders to maintain amongst its debtors a sense of respect for their obligations, and however reluctant it may be to have recourse to legal proceedings, there are many cases in which no other argument is able to convince. As a matter of fact, in the first eleven months of 1909, judgments were obtained against only 328 defaulters, and the amount of land sold up was under 800 feddans—a clear proof that the Bank has used its legal powers with great moderation. Nevertheless, in spite of all these difficulties, it is satisfactory to find that in 1909 the Bank succeeded in recovering two-thirds of the arrears overdue at the end of the preceding year. As for the legal impediments which I have just pointed out, a series of proposals for remedying them by expediting the procedure in the courts, facilitating the sales of land, and reducing the cost of legal proceedings, are at this moment under the consideration of the Government.

It must not be hurriedly assumed, because the results of the last two years have been less favourable than heretofore, that the facilities accorded for borrowing cheaply have not effected a general improvement in the financial position of the fellah, and have merely encouraged him to increase his indebtedness. The period in question has been abnormal, and several unfavourable circumstances have occurred simultaneously to affect agricultural prosperity and to lay bare the weak spots in the present system. The right policy for the Government and the Bank is, therefore, not to abandon or restrict a business which has, I am convinced, done much to relieve the condition of the peasantry, but to set to work to remedy the defects which the experience of recent years has shown to exist in its practical working.

9. Trade and Customs.

In 1909 the Customs receipts amounted to ££. 3,455,000, made up as follows:—

	££.
Imports	1,514,000
Exports	251,000
Other receipts	34,000
Tobacco	1,656,000
Total	3,455,000

This figure is less than that of 1908 by ££. 215,000.

The total value of merchandise exported and imported, exclusive of transit, re-exportation, and specie, was £E. 48,306,500, an increase of £E. 1,890,500 on the 1908 total of £E. 46,416,000, or 4·1 per cent.

Specie to the value of £E. 7,010,000 was imported, and £E. 6,458,000 exported, showing a net import amounting to £E. 553,000, as against a net export in 1903 of £E. 466,000. A notable feature of the movement of specie in 1909 was the unprecedented export of gold to India, amounting to no less than £E. 2,204,000 during December last. The banks took advantage of the fact that gold was released here earlier than usual, owing to the partial failure of the cotton crop, to profit by the Indian demand for gold to move an exceptionally heavy harvest.

The following table shows the movements in Egypt's foreign trade during twenty-one years, from 1888 to 1908 inclusive, divided into triennial periods (000's omitted) :—

Periods.	Average of Triennial Periods.						
	1888 to 1890.	1891 to 1893.	1894 to 1896.	1897 to 1899.	1900 to 1902.	1903 to 1905.	1906 to 1908.
Cotton exported—							
Quantity Kantars.	3,075	4,609	5,280	6,130	6,067	6,009	6,635
Price per kantar £E. ..	2·95	2·19	2·01	1·81	2·45	3·07	3·54
Value " ..	9,063	10,102	10,592	11,102	14,857	18,472	23,466
Total exports of merchandise.. £E. ..	13,507	15,707	14,875	15,706	19,950	23,605	28,929
Total imports of merchandise	7,613	9,004	9,162	11,026	14,724	19,626	25,077
Excess of exports over imports of merchandise £E. ..	5,894	6,703	5,713	4,680	5,235	3,979	3,852
Excess of imports over exports of specie " ..	78	836	1,357	1,468	1,704	3,478	3,192
Total excess of exports over imports £E. ..	5,821	5,867	4,356	3,212	3,531	501	660
Foreign charges and Govern- ment operations in securities	4,800	5,600	5,500	5,500	4,600	6,500	3,600
Balance of trade—							
I.e., excess of exports over imports and foreign charges £E. ..	1,021	267	..	..	..	..	..
or Excess of imports and foreign charges over exports	..	..	1,144	2,288	1,069	5,999	2,940

It should here be mentioned that the figures for 1909 have been intentionally omitted as being misleading for the purposes of comparison. The amount of cotton exported in 1909 is higher than the average for the last three years, although the recent crop is a particularly short one. This is due to the fact that the 1908 crop was late, and consequently a larger proportion than usual was exported in the following year, while on the other hand the 1909 crop was pushed forward for export owing to the high prices prevailing in November and December.

The principal features in the above table which merit attention are : the rapid increase in the production of cotton, accompanied by a heavy fall in the price during the first half of the period ; the continuous rise in the price of cotton during the past nine years, causing a large increase in the value of exports ; the still larger expansion of imports, on account of which the excess of exports over imports has steadily fallen throughout the whole period ; the large net imports of specie, contributing still further to reduce the balance of exports over imports.

It will be observed that the excess of exports over imports, including both merchandise and specie, which nearly reached £E. 6,000,000 in the early part of the period under review, was, by the inflow of foreign capital, gradually reduced in the years of great prosperity. The reaction which set in during 1907, when the supply of foreign capital was in great measure cut off, again caused the excess of exports to increase, and this excess would have been more marked, had not the Government, between 1907 and 1908, sold securities abroad to meet expenditure against the Reserve Fund.

Imports.

The value of imports in 1909 (excluding specie) was £E. 22,230,500, as compared with £E. 25,100,000 in 1908, a decrease of £E. 2,869,500, or 11·4 per cent. This large decrease is, however, to a considerable extent only apparent. Owing to a fall in price during 1908 subsequent to the formation of several of the yearly tariffs, the figures for that year bear an inflated value, estimated at about £E. 1,000,000. During 1909, the exact reverse has happened, and a rise in price after the tariff had been drawn up caused the real value of the imports to be about £E. 1,000,000 more than the amount shown in the annual returns, which is that on which duty has been paid. The difference in the real value of the imports for the two years should thus be reduced by about £E. 2,000,000. As will be seen, the decrease is distributed over nearly all the categories into which imported goods are divided.

The falling off in the imports of wheat (£E. 104,000), maize (£E. 21,000), sesame (£E. 34,000), and live stock (£E. 32,000) can be regarded as satisfactory, being due to better local crops and the disappearance of cattle plague. There was also a reduction of over 7 per cent. in the quantity of sugar imported, which, coupled with an increase of £E. 11,300, or 23 per cent., in the value of refined sugar exported, shows that the local production of this crop is extending.

On account of the great diminution in building operations, timber and building materials decreased by about £E. 324,000 and £E. 32,000 respectively, or over 20 per cent., compared with 1908. Furniture also shows a decrease of £E. 26,500.

The value of the coal imported was £E. 1,136,000, a falling off of 23 per cent. on 1908. This is attributed in part to the fact that the Nile was much higher this summer than last, and consequently irrigation pumps were worked during a shorter period.

Coal in transit, paying duty, has increased by £E. 132,900 in value and 387,000 tons in quantity. Freights being higher, the shipping companies have used less of their hold space for storing bunker coal than in the preceding year.

Compared with 1908, there was a considerable falling off in the imports of cotton tissues, iron and steel, and machinery.

The only increases of importance are under the headings of rice and chemical manures.

While the export of native-grown rice has increased by £E. 26,700, or 18·9 per cent., the import of the cheaper Indian rice, which is consumed by the poorer part of the population, exceeds that of last year by £E. 40,000.

Chemical manures, which pay no duty, have increased from £E. 96,000 in 1908 to £E. 178,000, a very satisfactory feature from the agricultural point of view.

Exports.

The value of exports in 1909 (excluding specie) was £E. 26,076,000, as against £E. 21,316,000 in 1908, an increase of £E. 4,760,000, or 22·3 per cent.

Cotton was exported to the amount of 6,952,000 kantars, valued at £E. 21,478,000. As I have explained above, this figure is, owing to abnormal circumstances, exceptionally large, and cannot form a basis for comparison with former years. The deficiency in this season's yield will not appear till the returns for 1910 are made up.

In my last year's report I mentioned that a consignment of cotton in seed was imported from Syria to be ginned in Egypt. Owing, however, to the fears expressed by the Agricultural Society lest Egyptian seed should become mixed with inferior qualities from Syria, the prohibition of the import of cotton seed, hitherto applied only to the American product, was extended in August last to cotton seed from all other countries.

The amount of cotton seed exported was 3,308,000 ardebs, of the value of £E. 2,433,000, compared with 3,742,000 ardebs in 1908, valued at £E. 2,471,000, *i.e.*, a decrease of 11·6 per cent. in quantity and of 1·6 per cent. in value.

The export of eggs has grown from £E. 86,000 in 1908 to £E. 153,000 in 1909.

Onions, in spite of a decrease of 7·3 per cent. in quantity, have increased in value by 30·6 per cent., the figures being £E. 260,000 in 1909 against £E. 199,000 in 1908.

The quantity of gold and silver in bars and jewellery exported has increased from £E. 3,200 in 1908 to £E. 85,700 in 1909—a sign that the effects of the financial crisis have penetrated down to the lower strata of society.

The import of leaf tobacco has decreased from 8,042,000 to 7,907,400 kilog., Turkey keeping the first place with 45·1 per cent., and Greece coming next with

39·3 per cent. Cigarettes show a total export of 457,200 kilog., equal to that of the preceding year, in spite of a continuous falling off in the quantity sent to Germany. During the year the export duty levied in Turkey on tobacco sent to Egypt was reduced from 3 to 1½ Turkish piastres. At the beginning of the present year a very serious fire took place at the Alexandria Custom House, destroying the south wing of the tobacco stores and causing much loss to a large number of merchants, principally cigarette manufacturers, who stock the higher qualities of tobacco. The quantity destroyed was about 56,000 bales, valued at £E. 300,000.

The new commercial convention with Italy was ratified in February 1909. A commercial treaty with Russia was concluded during the year, and negotiations for an arrangement with Denmark are now proceeding. When these are completed Egypt will have obtained the complete liberty of action in commercial affairs which was granted by the firman of 1873, but which could not come into practical operation till all the pre-existing treaties with Turkey had lapsed.

I append to this report (Annex I, p. 51) a note by Mr. Clive, the Commercial Secretary to the Agency, dealing in detail with the trade between Great Britain and Egypt.

10. Post Office.

The number of offices open on the 31st December was 1,485, an increase of 28 over the previous year.

The receipts from this service amount to £E. 313,000, showing an increase of £E. 16,000 over 1908; while the expenditure has dropped from £E. 266,000 to £E. 263,000, a decrease of £E. 3,000. The net surplus for 1909 is therefore £E. 50,000 as compared with £E. 30,000 in 1908 and £E. 62,000 in 1907.

The total number of articles dealt with in 1909 was 72,310,000 as compared with 69,530,000 in 1908, being an increase of 4 per cent. over 1908 and 10 per cent. over 1907.

It may be of interest to note that a sudden drop of some £E. 3,500 in the stamp receipts of the Alexandria office, which occurred during the months of February and September, was accounted for by the fact that the usual consignment of lottery advertisements sent by an Austrian firm to England via Egypt had been discontinued. This consignment had been sent annually since the introduction of penny postage between England and Egypt and had incidentally provoked a certain amount of unfavourable comment in the British press.

The amount of money forwarded through the Post Office was £E. 20,863,000 as compared with £E. 22,449,000 in 1908. Inland money orders increased in number, but decreased in value by approximately £E. 163,000, thus giving more work and less profit. Specie packets, which are principally used for the payment of workmen and purchases of produce, diminished in number by 3,076 and in value by £E. 1,196,000. On the other hand, the number of British postal orders sent from Egypt increased in 1909 even more rapidly than during 1908, and 58,000, of a total value of £E. 35,000, were despatched as against 47,000, with a value of £E. 29,000, in 1908.

The increasing number of articles entering the country from abroad is shown by the figures of the parcels service, 955,000 parcels being dealt with, as compared with 870,000 in 1908. The cash-on-delivery service, established in 1908 with Great Britain increases slowly but steadily, as may be seen from a comparison of the figures from the 1st June to the 31st December in the two years:—

	1908.	1909.
Number of parcels	1,716	2,773
Value	£E. 2,276	£E. 4,355

Seven new offices of the Savings Bank were opened in 1909. The number of depositors rose from 87,000 to 93,000. Of these, 70,000 were Egyptians and 23,000 Europeans, including 3,139 British subjects as against 2,874 last year. The Bank is still too much used for current accounts and but rarely as a real savings bank, and the fellah shows little inclination to deposit his savings with the Post Office.

11. Railways and Telegraphs.

The estimates for railway expenditure in 1910 show a decrease of £E. 44,000 as compared with the corresponding figure for 1909, in spite of the fact that there has

been a rise in the price of coal. Purchases of rolling stock from revenue have been curtailed, but it will be necessary to restore in future years the amount provided on this account. On the other hand, the relief staff, an expensive necessity in a country where the train service is the same all the seven days of the week, is being reinforced in order to give more rest to the employes. Every effort has been made to avoid discharging staff, so that it has not been possible to cut down expenditure to the extent that the reduced earnings would at first sight appear to justify.

Credits to the amount of £E. 400,000 have been granted from the Reserve Fund for capital expenditure on the railways during the current year, the more important being as follows :—

	£E.
Construction of the line from Ashmoun to the Barrage	86,000
Construction of the line from Zifteh to Zagazig	15,000
Extension of the Cairo-Marg line to Khanka and Abou Zaabal	42,000
Improvement of the signalling system on the main line	74,000
Reconstruction of Alexandria station	25,000
Reconstruction of Talkha bridge	45,000

Turning to the final results of 1909, the receipts, for the second year in succession, show a decrease, and there was, as compared with the preceding year, a falling off of about 2 per cent. in the volume of passenger traffic and 7 per cent. in the weight of goods carried, the reduction in the latter case being chiefly under the heads of cotton, coal, timber and other building materials, and sugar. In order to reduce the expenditure, the number of goods trains run was diminished by 10 per cent.

Capital expenditure during 1909 amounted to £E. 362,000. Progress was made with the new line from Marg to Abou Zaabal, though delay was caused by difficulties in obtaining possession of land. Improvements continue to be introduced into the signalling system, and the interlocking of all stations between Cairo and Alexandria is now complete, with the exception of Tantah, where the work is nearly complete. At Cairo, the extension of the main station building has been finished, and improved methods for dealing with the large third-class passenger traffic are being introduced, including the provision of subways in connection with the new platforms.

The following table enables a comparison to be made of the working of the railways for the last three years :—

	1907.	1908.	1909.
Gross receipts	£E. 3,565,000	£E. 3,435,000	£E. 3,258,000
Expenditure	" 1,953,000	" 2,082,000	" 1,975,000
Net earnings	" 1,612,000	" 1,353,000	" 1,283,000
Gross receipts per kilometre of line open	" 1,536	" 1,473	" 1,398
Net earnings	" 694	" 586	" 551
Percentage of working expenses to gross receipts	57·6	60·2	60·6
Number of passengers	26,082,627	25,841,778	25,306,000
Tons of goods	6,747,449	5,775,198	5,181,000
Estimated capital value of the railways	£E. 24,236,000	£E. 25,093,298	£E. 25,293,000
Interest earned on capital	6·65 per cent.	5·39 per cent.	5·07 per cent.

In June 1909, the Khargeh Oasis Railway was taken over by the Railway Administration, the Government having purchased the line from the Corporation of Western Egypt for £E. 125,000, half the amount spent on its construction. During the six months following the transfer, goods traffic increased by 40 per cent. and passenger traffic by 30 per cent., as compared with the corresponding period of the previous year. The rates have recently been reduced to the level of those of the other State lines, and a further increase in traffic is anticipated.

The returns of the Auxiliary Railways of Upper Egypt show an improvement on those of the previous year. Passenger traffic increased, and the sugar crop carried was considerably larger than in 1908. The system has now been extended into Beni-Souef, and further extensions are in progress.

The gross receipts of the Telegraph Department during the past year amounted to £E. 108,000 and the expenditure to £E. 104,000, practically the same figures as in 1908. The number of messages transmitted increased, however, by about 3,000.

III. AGRICULTURE.

12. Cotton Crop.

The total area planted with cotton in 1909 was approximately 1,530,000 feddans, being somewhat less than in the preceding year. During the early part of the season, and indeed down to the end of August, there seemed every probability of a record crop. An ample supply of water was available during the summer, and, as a general rule, the climatic conditions were favourable. In spite of these encouraging features, the ultimate yield—amounting according to the latest estimate to about 5 million kantars—caused general disappointment and was, both in quantity and quality, much below that of recent years. The reasons of this sudden and unexpected falling off are still somewhat obscure. No doubt insect pests were exceptionally active. The cotton-worm inflicted a certain amount of damage to the growing crop, while in very many districts the appearance of the bollworm late in the season was responsible for the greater part of the loss. The Government are taking such steps as are within their power to mitigate the ravages caused annually by these scourges. The administrative measures prescribed by the law of 1905 for the destruction of the cotton-worm were put in force throughout the country. 77 special inspectors and 167 assistants were appointed at a cost of about £E. 5,500 to supervise the operations, and 110,000 children requisitioned to pick the contaminated leaves in localities where labour was scarce. There were 10,000 prosecutions of cultivators for not destroying the worm, and 650 omdehs and sheikhs were punished administratively for neglect of duty in this connection. Unfortunately the efficiency with which the campaign was organized and carried into execution was to a certain degree neutralized by an especially severe visitation of this pest. As for the bollworm, which in 1909 was even more destructive than the cotton-worm, the Khedivial Agricultural Society has made a very thorough investigation into its history, and, as a result of its recommendations, a decree has been passed prescribing certain measures on the part of the fellaheen which will, it is hoped, help to reduce the ravages occasioned by this insect.

It has hitherto been an article of faith amongst native cultivators that the severe rotations put in force whenever the summer supply of the Nile is low are detrimental to the cotton and are largely responsible for the recent decline in the yield; this theory is, however, discredited by the fact that this year the summer supply was all that could be desired, and consequently rotation restrictions were removed at a very early date. It is clear, therefore, that other and more recondite causes, which perhaps vary in different parts of the country, must be sought to account for this phenomenon, and in my last year's report I enumerated the chief explanations which had so far been suggested. With a view of obtaining all the information available upon a subject of such vital importance to the prosperity of the country, the Government have appointed a special commission, containing representatives of all sections of the community interested in the production of cotton, to examine the question. The commission has been divided into two branches, of which the first is studying questions connected with the soil, such as irrigation and drainage, and the second conducts investigations into the life history of the plant and the enemies by which it is attacked.

Two points which will no doubt engage the very special attention of these bodies are (1) how far the diminution of the yield is due to fluctuations in the level of the water in the subsoil, and (2) whether the seed itself is deteriorating. The former point is closely connected with the drainage question, and there is no doubt that in some districts, especially those in the north of the Delta, the drains are insufficient to serve the very considerable increase which has taken place in the cultivated area. This defect is more severely felt in years of good Nile, as the native cultivator has a tendency to water his crop too heavily whenever a sufficient supply is available, with the result that the drains become congested. In former reports, I have mentioned that the importance of this matter is fully recognized by the Government, and that large sums are being spent yearly to improve the drainage system of the country. Though, however, insufficient drainage may account for the poor yield of certain parts of the country under cotton, it is not by itself an adequate explanation of the general tendency of the yield to diminish, and facts can be adduced to show that the tendency is equally observable in high lands where the question of drainage does not enter at all. Again, admitting the imperfection of existing drainage facilities, there has been no sudden and general failure of the system as a whole which could account for the

diminution in the total cotton output of the country by 25 per cent. in a single year. In order to provide accurate *data* for the study of this branch of the subject, the areas planted with cotton were in 1909 measured in detail by the Survey Department, and similar statistics will be prepared in future years; an investigation into the movement of the subsoil water in the Delta was also put in hand, and it is hoped that valuable information will thus be obtained as to the action of the water in the soil on cotton and other plants. The preparation of these statistics, which entails much laborious and accurate inquiry, is rendered possible owing to the high state of efficiency to which the Survey Department has been brought under the capable administration of Captain Lyons, the late Director-General, and I take this opportunity of bearing testimony to the eminent services which Captain Lyons has rendered to science in Egypt during his tenure of this post.

As regards the second point, it is clear that the question of seed is of the first importance if the high quality of Egyptian cotton is to be maintained. The Agricultural Society has for some years provided facilities to enable cultivators to obtain trustworthy seed, and arrangements have now been made with the Domains Administration whereby a greatly increased supply of good seed of the existing varieties will be available next year. Further, the Society is engaged in valuable experiments for breeding new varieties of plants which may show an improvement both in quality and strength on those now sown.

As will have been seen from the facts mentioned above, the Khedivial Agricultural Society continues to render most valuable assistance to the Government in the consideration of the many difficult problems which attend the cultivation of cotton in this country. The Society includes amongst its members landowners from all parts of the country, and its work produces results unattainable by a Government Department, however efficient. Further, it enjoys one special advantage in the fact that its action can penetrate more deeply amongst the smaller native cultivators, thus enabling the lessons it has to teach to be widely diffused and applied practically in the fields. The Government, on their side, have been anxious to pay every attention to the various recommendations brought forward by the Society, and it may be hoped that the combined efforts of the two will succeed in devising remedies for the various evils which affect the prosperity of Egyptian cotton.

13. Sugar and other Crops.

The cultivation of sugar-cane in Egypt continues to increase, as is shown by the fact that in 1908-9, 359,000 tons of cane were produced, as compared with 253,000 in the preceding season, while the supply in 1909-10 is estimated to reach as much as 500,000 tons. The percentage of yield will also probably be high in the present season, in consequence of favourable climatic conditions. The total area under sugar amounts to not less than 50,000 feddans, a considerable advance on recent years. A good example of the revival of this industry is afforded by the Mattai factory, which was closed in the season 1907-8 for want of supplies of cane, and reopened the next year with a consumption of only 24,000 tons, but which will in the present season work 110,000 tons of native cane. The figures as to the proportions of native and foreign raw sugar used for refining show that a very considerable increase of production is still necessary before the factories can be entirely supplied from Egyptian sources. The total capacity of the Hawamdieh refinery, which supplies the whole country, is 50,000 tons of raw sugar. In 1908-9, 20,000 tons of this total consisted of Egyptian sugar, 30,000 tons being imported to make up the deficiency. In the present season the home production is calculated to yield 38,000 tons, leaving only 12,000 tons to be supplied from abroad.

With the exception of cotton, all other crops were exceptionally good in 1909, and prices fell to a normal level. The cost of forage, also, which had been in 1908 at almost a famine price, making the feeding of farm animals a difficult matter for the smaller cultivators, fell below the average. The maize crop, which supplies the staple article of food amongst the fellaheen, was extremely good, owing to the abundance of water in summer, which made early sowing possible.

As I have mentioned elsewhere, the Agricultural Society is arranging with the Domains Administration to import a considerable quantity of Indian wheat for seed purposes. This wheat has been grown in certain parts of Egypt for some years with very satisfactory results. Fresh seed is, however, now required, as that produced in the country has deteriorated. The grain resulting from the sowing of the seed which is now being imported will be available for general distribution in the following season.

14. Animals and Cattle Plague.

It is very satisfactory to note that there has been a great diminution in cattle plague during the past year as compared with 1908. In the latter year 8,355 deaths were recorded, a figure which has now fallen to 1,998. This result is largely due to the greater interest displayed by the provincial authorities in enforcing the application of restrictive measures, though it is unfortunately still the case that in some districts the law is evaded by cattle dealers and butchers who can make considerable profit out of the sale of infected cattle and meat. During the last two years the loss from cattle plague throughout the whole country was about '56 per cent. and '14 per cent. respectively of the total number of animals.

The yearly census of farm animals gave the following result in 1908 and 1909 :—

							Cattle.	Buffaloes
1908	::	::	::	::	::	::	737,732	750,548
1909	::	::	::	::	::	::	725,116	728,284

The falling off of 12,000 cattle and 22,000 buffaloes in 1909 is due to the fact that the import of cattle from abroad diminished during that year and consequently more animals were slaughtered locally.

Efforts are now being made by the Egyptian and Soudanese authorities to lay the foundations of a cattle and sheep trade between the two countries. In the spring of last year, owing to the scarcity of forage, cattle were very cheap in Egypt, and it hardly paid to bring animals from the Soudan, but during the last six months there was a considerable increase in the import both of sheep and cattle compared with the two preceding half-yearly periods. Soudan sheep seem now to have found a market in Cairo, and 36,000 were imported during the year as against 28,000 in 1908. The importance of fostering this trade and thus providing an outlet for one of the chief products of the Soudan is clearly recognized on both sides, and measures are under consideration for its future development.

IV. IRRIGATION.

15: The Nile Levels.

Following on the high flood of 1908 the water supply was well maintained throughout the winter and spring, and heavy rain in Abyssinia caused a marked rise of the river in Egypt as early as May. Consequently, for the first time for ten years the available summer supply was abundant, and though light rotations were enforced in order to ensure fair distribution, there was at no time a real deficiency of water. Moreover, the real flood began early, so that the usual difficulty of satisfying the demands of the cultivators in July and early August was entirely absent. The flood itself was well above the average throughout, abundant but not dangerous, and there is at the time of writing every prospect of a good summer supply in 1910. In addition to the good natural flow of the river, the Assouan reservoir contributed its share and enabled a steady level to be maintained throughout the weeks of lowest supply. The filling of the reservoir began at the end of November 1908 and was completed in the last days of the following January; the emptying was carried out during the month of June.

The high flood again necessitated calling out a large number of men on Nile corvée, as will be seen from the following table, which gives the figures for the last three years reduced to the usual hundred days standard :—

			1907.	1908.	1909.
Upper Egypt ..	::	::	11,383	9,900	12,273
Lower Egypt ..	::	::	769	18,000	8,564
Total ..	::	::	12,152	27,900	20,837

The experience of the preceding year, and numerous works of improvement carried out on the river banks by the light of that experience, considerably lessened the anxiety which the irrigation authorities feel during the critical period of a very high Nile, and there was no serious accident to chronicle.

16. Irrigation Works.

The operations in connection with the heightening of the Assouan dam executed during 1909 consisted in completing the thickening of the dam. A sum of £E. 176,000 was expended on this account in the course of the year. Further surveying work was undertaken in order to ascertain accurately the capacity of the new reservoir and mark out the land which will be inundated, and information as to the ownership and value of the property affected is being collected with a view to settling the question of compensation. Upon the subsidiary works of the Esneh barrage £E. 146,000 were spent.

In Middle Egypt the conversion works on the west side of the river were completed and a further 46,880 feddans added to the converted area. By the end of 1911 the entire system will be in full operation.

The East Ghizeh conversion works were also practically concluded in 1909; the pumps started working in August, and the whole area is now under perennial irrigation.

A sum of £E. 125,000 was spent on dredging, remodelling, clearance and general maintenance of the drainage system in Lower Egypt. Much attention was paid to the strengthening and improvement of the Nile banks, and £E. 117,000 were spent in this connection with the result that the banks are now stronger and in better order than they ever were; it is none the less desirable to add a word of warning as to the necessity of maintaining the precautions now taken against possible breaches, the risks of which, on the occurrence of a specially high Nile are, and always must be, very real.

In Upper Egypt £E. 56,000 were devoted to protection works against the flood, and 44 kilometres of agricultural land were opened up.

17. Rayah Menoufieh Head.

The sudden collapse in December last of this important regulator, which, though built some sixty years ago, and at a later date than the Rosetta and Damietta barrages, had always been considered the best and strongest of the older works, came as a complete surprise to the Irrigation Department. In 1888 a lock for navigation was added, but otherwise, with the exception of a few minor repairs, the work has never been touched, a fact which testifies to the confidence in which it was held by successive engineers in charge. Not much more than a year ago the floor was examined and found to be perfectly sound on the surface, whilst in the superstructure, which was of particularly solid and ample dimensions, no crack or other sign of weakness had ever been visible.

In December last the water level in the canal was gradually lowered, as is done every year during the winter closure, until the regulator carried a head of about $3\frac{1}{2}$ metres, as against its estimated maximum load of 4 metres.

The accident occurred very suddenly on the 26th December, the first indication being the bursting out of a spring on the surface of the water down-stream of the regulator. From the moment the spring was first observed until the final destruction of the work, only half-an-hour elapsed, an interval too short to allow of any action being taken to open the gates and so attempt a decrease of the head. The lock, which forms part of the main structure, though built at a later date, remained uninjured.

A commission appointed to examine into the circumstances of the accident came to the conclusion that nobody was to blame for what had occurred, and that those in charge of the work had duly carried out the instructions in force for regulating works. Periodic soundings had been made and recorded, and no trace of scour had been found. All that can be said is that the confidence of the engineers in this structure was misplaced, and it would be unwise to assume that the older works in the Delta, of which the drawings and records are often imperfect, can be trusted to carry large loads without being considerably strengthened.

The commission, after a careful examination of all possible sites, has recommended that a new regulator should be erected to the west of the original structure, and the cost of the proposed work is estimated at £E. 135,000. In view of the great urgency of completing the construction before the approach of the flood, the commission considered

that time was too short to allow the contract to be put up to adjudication in the usual manner, and on its recommendation the Government made direct arrangements with Messrs. Aird and Co., who had the necessary plant ready, and could be trusted to complete the work within the time available.

18. Land Reclamation.

The policy of the Government during the last few years in declining for the present to entertain offers from individuals or companies for the purchase of large areas of Government waste land with a view to their reclamation has caused some dissatisfaction, and an explanation of the reasons for this attitude may not be out of place.

Land reclamation in Egypt is primarily a question of a permanent supply of water combined with suitable facilities for drainage. During the summer months the dominating factor is want of water to irrigate the cultivated area, and there is no question of the capacity of the canals—which have to be large enough to take the much greater volume of water required in the flood season—to carry as much water as is available, the problem being entirely one of distribution, so as to ensure the cultivation of the largest possible area.

In flood time, on the other hand, when the quantity of water is far in excess of any possible requirements, the volume distributed is limited by the capacity of the canals, and especially the great trunk canals of the country, the size of which is in direct relation to the areas which they serve. It is therefore obvious that any important additions to the land under cultivation must necessitate exceedingly costly enlargements and ultimately the remodelling of the present system.

In these circumstances the attention of the Irrigation Service has for the last ten or fifteen years been concentrated upon the improvement of the summer supply, and, with the raising of the Assouan dam, a considerable extension in the area under summer crops will be possible without increasing the land under cultivation, and therefore without any great alterations in the existing canals.

Before, however, any proposal to extend the cultivated area can be safely entertained, the problem of providing an adequate flood supply and efficient drainage must be studied in a systematic manner. The Government must determine what areas are to be reclaimed, make the necessary provision for irrigation and drainage, and then, and not till then, consider the opportunity of inviting private enterprise to undertake schemes of this nature. The preliminary steps for collecting the requisite information on these important points are now being taken, but a considerable time must elapse before the stage of dealing with various proposals put forward for land reclamation can be reached.

In concluding my report on this branch of the Public Works Department, I take the opportunity of mentioning that Mr. A. L. Webb, C.M.G., the Adviser, retired at the end of September, after fifteen years in the service of the Egyptian Government, during which many public works of the first importance were brought, under his direction, to a successful completion. He was succeeded by Mr. C. E. Dupuis, Inspector-General of the Soudan Irrigation Department, the latter's place being filled by Mr. P. M. Tottenham.

V. PUBLIC WORKS, &c.

19. State Buildings.

The total cost of the buildings in course of construction during the year is estimated at £E. 488,000, distributed as follows:—

							£E.
Ministry of Justice	..	..	..	..	..	..	23,000
Ministry of Education	..	..	..	..	..	..	132,000
Ministry of the Interior	..	..	..	..	..	..	68,000
Ministry of War	..	..	..	..	..	..	134,000
Asylums	..	..	..	..	..	..	123,000
Post Offices	..	..	..	..	..	..	8,000
Total	..	..	..	..	..	..	488,000

In addition to these works, the Department has been engaged upon alterations and repairs to existing buildings to the value of £E. 70,000.

Designs and estimates for the following new works, the total cost of which is valued at £E. 511,000, are now in course of preparation :—

	£E.
Ministry of Justice	47,000
Ministry of Education	167,000
Ministry of the Interior	25,000
Ministry of Finance	179,000
Re-roofing Egyptian Museum	80,000
Miscellaneous	13,000
Total	511,000

In December 1908 a start was made on the permanent work of the Boulak bridge, and though the contractors have not advanced as rapidly with the piers as they originally hoped, they still contemplate their completion before the arrival of the flood. The spans should be erected by the end of the current year, but the bridge itself can hardly be opened before the spring of 1911. The sinking of the caissons for the Ghezireh bridge was concluded in August, and the superstructure will probably be completed by the end of July.

20. Technical Service.

The Technical Service paid 2,713 visits of inspection to steam engines of various kinds, and 737 new permits were issued for installations under suitable conditions. It is satisfactory to report that no explosion or serious accident occurred during the year to any machinery under the control of the Service.

21. Antiquities Service.

M. Maspero, the distinguished archæologist in charge of this service, reports that the work of demolishing and reconstructing the two skylights of the grand gallery in the Cairo Museum, mentioned in last year's report as amongst the more important repairs in hand, has now been executed. The final classification of the smaller objects has been begun, and several galleries have in consequence been rearranged. Further, the museum has been enriched by a colossal group, nearly 23 feet in height, and a large quantity of Coptic monuments.

Five important sections of the large catalogue were published in 1909. As, however, there are no fewer than ten manuscript volumes ready for the press, it is proposed to concentrate upon their publication the resources available for the catalogue, and to suspend for the next twelve months the preparation of the remaining sections.

Work in the provinces has made good progress. At Thebes, the Ramesseum enclosure has been cleared, and the restoration of Deir el Medina put in hand. Under the direction of M. Legrain, the columns of the great temple of Karnak, overthrown in 1899, have been all replaced, and the pylon of Rameses is now being reconstructed. The condition of the foundations of the temple must continue to be a source of increasing anxiety owing to the gradual rise in the level of the subsoil water, but all possible precautions are taken to minimize the danger. At Esneh, the surroundings of the temple have been cleared, and next year the pronaos will have been laid bare.

In Nubia, the operations to enable the monuments to resist the increased water level due to the heightening of the dam are making rapid progress, and the temples of Kalabsha, Dakka, Maharrak and El Sabawa have been thoroughly repaired and consolidated. The copying of the inscriptions and bas-reliefs is being carried on by the small international commission appointed for the purpose. Philæ is still standing, in spite of the prophecies to the contrary. A few small repairs have been necessary on the western quay, but the buildings as a whole are in excellent condition.

The second session of the International Congress of Classical Archæology held sittings last spring at Alexandria, Cairo and Thebes. Seven hundred European and American savants took part, and about two hundred Egyptians. The meetings proved a complete success in every way, and may be said to have had the result of enabling Egypt to take her place in the archæological world.

22. Preservation of Arab Monuments.

A sum of £E. 16,000 was allotted in 1909 for the restoration and repair of mosques and other Arab and Coptic monuments. Of this about £E. 8,500 was expended on the mosques of Aksonkor, Sha'aban, Almas, Khoshkadam, Abdul Basset, and Ibn Tuloun,

and the tombs of Kalaun Beibars al Hayat and Khalil al Ashraf; £E. 1,800 on the restoration of the White and Red Convents; and £E. 3,000 on the mosque of Sultan Hassan.

It is anticipated that the works in connection with the mausoleum of Kalaun will be concluded in the course of the current year, when some £E. 9,500 will have been spent on the restoration of this magnificent monument.

23. Zoological Gardens.

The menagerie contained at the end of 1909, 1,382 specimens, representing 387 species, the largest stock of animals that has so far been maintained at Ghizeli at one time. The most important species exhibited here for the first time are the African buffalo and the Arabian oryx. The collection has also been increased by a large number of specimens from the Blue Nile district. The general health of the animals was unusually good last year.

VI. INTERIOR.

24. Public Security.

In recent annual reports, attention has been drawn to the unsatisfactory state of public security in the provinces and to the great difficulties which lie in the way of finding an effectual remedy; and in my last report I mentioned that measures were under the consideration of the Government for dealing with specially dangerous characters who terrorize the districts in which they reside.

After investigations lasting over many months and consultations between the Ministry of the Interior and the various elements, official and non-official, which could help in throwing light on this difficult problem, a law dealing with the subject was promulgated in July last. This law was very thoroughly discussed by the Legislative Council, and practically all important amendments which they suggested were accepted by the Government. In view of the exceptional character of this measure, I annex (Annex II, p. 56) an extract from the Judicial Adviser's report for 1909 summarizing the provisions of the law and giving in detail the reasons for its adoption. Its main feature, and the only part to which attention need be called here, is that, under certain circumstances and with guarantees which are sufficient to prevent abuses being committed in practice, measures, to a certain extent restrictive of liberty, can be applied to professional blackmailers and other dangerous characters without their having necessarily been convicted by a regular tribunal of a definite offence under the Penal Code. The principal justification of this step is the difficulty, amounting sometimes to an impossibility, of obtaining convictions in such cases. The European judicial system which has been introduced into this country depends for its success on the co-operation of law-abiding citizens in the repression of crime. In Egypt, as has frequently been pointed out, the mass of the population, partly from fear of vengeance if the accused are acquitted, and partly from a hereditary disinclination to be involved in judicial proceedings, even in the comparatively harmless character of witness, are unwilling to give evidence, especially in cases where well-known dangerous characters are implicated. Under these circumstances, the most notorious malefactors frequently escape punishment and are encouraged by this immunity to persevere in their criminal practices.

In view of these considerations, the authorities, both English and Egyptian, were of opinion that special measures were required to cope with the special difficulties of the situation. At the same time, every care has been taken that the restrictions necessary for insuring a proper degree of protection to the community in general, do not involve the commission of injustice in individual cases, and that all humanly possible guarantees are afforded against the inclusion of innocent people in the category of "notoriously dangerous persons." The commissions which hear these cases, though not judicial tribunals in the strict sense of the term, have a considerable judicial element in their composition, and this feature equally applies to the revising committee, consisting of the Minister of the Interior as president, and the President of the Native Court of Appeal and the Procureur-Général as members, before which appeals are heard.

Further, the regulations applied to those who come under the category in question are in themselves as little punitive in character as possible, and are solely directed to

keeping these individuals under conditions in which it will be difficult, if not impossible, for them to commit crimes. In other respects, their freedom of action is not interfered with. Police supervision over persons residing in their own villages carries with it few practical inconveniences. The further and more severe measure of obligatory residence in a place designated by the Government is applied to such "dangerous persons" as fail to give satisfactory security for good behaviour, or to persons under police supervision who subsequently infringe the regulations to which they are subject, or are convicted by the ordinary tribunals of an offence. Even in these cases, the conditions of residence in the appointed locality have no penal character, and resemble those which have frequently been suggested in the case of compulsory labour colonies for able-bodied vagrants. Persons there confined are allotted a residence to which they can bring their families, and are allowed and encouraged to earn their livelihood in any way they please. Further, those who have no means of subsistence are provided with suitable employment for which they receive remuneration.

The whole of the proceedings under this law have been carried out under the personal supervision of Mr. Chitty, the Adviser to the Ministry of the Interior, whose intimate knowledge of the country and the people offers the best possible guarantee against the occurrence of individual abuses. The first step taken was to appoint committees, composed of Omdahs and "notables," to visit each village throughout the country and draw up lists of the names of persons whose presence in the locality was considered a danger to public security. The committees took six months to complete their labours, and their work was constantly supervised by the local authorities and the English inspectors of the Ministry of the Interior. When the lists were completed, the total number of names amounted to about 12,000. The Moudirs were instructed to make further inquiries and to note only the names of especially dangerous persons, and this revision reduced the number to about 1,200. Further revisions were made, at the most important of which English inspectors assisted, with the result that a final list of 283 persons, 236 of whom had previously been convicted or prosecuted for serious crimes, was drawn up.

The first session of the special commissions, appointed to examine these cases, resulted in 281 persons, out of the 283 which the Ministry allowed to go forward, being placed under police supervision and ordered to find security for good behaviour. It may seem surprising that there were practically no acquittals, but it must be borne in mind that the final list sent forward only contained names with which the Minister and Adviser were personally acquainted, or about which, from information in their possession, there could be no possibility of doubt. In fact, every person sent up for trial had been known for years to the administration as a dangerous character. The sittings were held publicly in the offices of the Moudirs, the front benches being allotted to the advocates of the accused and the representatives of the press, and the proceedings were conducted on the same lines as those of ordinary law courts. The witnesses whom the accused had summoned for their defence almost invariably turned against them, and testified to their criminal antecedents. In general, the witnesses, realizing that the authorities were really in earnest, displayed considerable moral courage in giving their evidence, notwithstanding threats and insults openly directed against them by the accused during the trials. The number of appeals against the decisions of the commissions lodged by the accused was 102, and the Ministry of the Interior ordered independently a revision in 52 cases. Up to the present time, 272 have had their residence fixed in the Dakhla Oasis, where a suitable settlement is in course of formation.

The crime statistics, since the introduction of this law, have shown a very great improvement, and the following table shows the number of crimes reported to the police during the six months from the 1st September, 1909, to the end of February 1910, as compared with the corresponding period of the two preceding years:—

Classification.	September 1 to December 31.			January.			February.			Total, September 1 to February 28.		
	1907.	1908.	1909.	1908.	1909.	1910.	1908.	1909.	1910.	1907-8.	1908-9.	1909-10.
Murder and attempted murder ...	477	585	442	103	153	84	100	129	88	680	867	614
Robbery and attempted robbery ...	264	283	162	49	69	38	42	60	22	355	412	222
Other crimes ...	482	451	308	102	134	106	125	140	104	709	725	608
Total ...	1,223	1,319	1,002	254	356	228	267	329	214	1,744	2,004	1,444

These figures differ in some degree from those supplied by the Parquet and given later on under the heading of "Justice," as the latter are based upon the official classification of the offences, an operation which takes a certain amount of time. Consequently the police returns, which are made up in accordance with the dates of commission, are a better indication of the amount of crime which has actually occurred in a given period. It should further be remembered that the terrorism exercised by the dangerous characters who come within the scope of this law is only partially represented by the returns of reported crime. In the many cases where their attempts at extorting blackmail were successful, nothing was heard of the matter by the local authorities, and there can be no doubt that the improvement in public security is far greater than will ever be indicated by statistics. The measure has given universal satisfaction to the inhabitants of the country, and there are satisfactory indications that the villagers are regaining confidence, and are beginning to help the authorities when crimes are committed. In one of the most important provinces of Lower Egypt, throughout a whole month the perpetrators of every case of crime were arrested. I trust, therefore, that I am not over-sanguine in thinking that, not only will the measure, which I have described, have a speedy and permanent effect in improving the state of public security in the provinces, but that, in the long run, it will conduce to the reformation of many human beings whose existence is at present merely a curse to themselves and their neighbours.

25. Central Administration and Police.

During 1909, an extensive scheme of reorganization, which comprehended practically all the departments of the Ministry of the Interior, was undertaken. The important division of Public Security has been divided into two sections, the first concerned with what may be termed preventive measures, and the second charged with the detection of crime and the preparation of criminal statistics. A technical bureau is in course of formation with a view to training staff in the scientific methods employed in other countries in criminal investigations. The division has been strengthened by the appointment of two inspectors with legal qualifications to assist the provincial police in their investigations, and has been placed under the control of a capable British official possessing expert knowledge.

A special branch has been organized to deal with matters concerning the provincial municipalities and local commissions, of which there are now 39, including three new local commissions established last year. The efforts of this department are especially directed to developing the interest of provincial towns in the management of their own affairs, one of the principal difficulties with which it is at present necessary to contend being to make the members of some of these bodies understand that their institutions are not Government concerns, and that they are expected to take the initiative in carrying out local reforms.

The total strength of the police force at the end of last year was 379 officers (of whom 56 were Europeans) and 7,085 non-commissioned officers and men. It is satisfactory to record that, at the present time, the whole of the ordinary police, who do beat and patrol duty, including the fire brigade, are volunteers, in receipt of the increased rates of pay fixed in 1903 when compulsory service was abolished. Provision has been made in the budget of 1910 for an increase of the force both in Cairo and Alexandria, and for the creation of 13 new outposts in the provinces.

During the past year, the total quantity of hashish seized by the Coast-Guards, Customs, and police was 23,000 kilogrammes, as compared with 15,000 kilogrammes in 1908. The police instituted proceedings against 3,336 persons for the use of hashish in public establishments, and obtained convictions in 3,258 cases. There were also 37 prosecutions in Cairo and Alexandria on account of gambling. In 29 cases convictions were obtained, there were four acquittals, and four cases are still pending. The number of prosecutions for the unauthorized sale of liquors was 159. 135 applications were received for licences to sell alcoholic drinks, of which 53 were refused.

26. Provincial Administration.

In addition to the Police Supervision Law, already described, various accessory measures have been introduced in the course of the last twelve months which will, it is hoped, have considerable effect in improving the state of public security in the villages.

In the first place, the scheme for the reorganization of the Ghaffir force has now taken shape. It is proposed in future to recruit the force by volunteers, who accept to serve in their own villages for three years under the same rules of discipline as are applied to the police. The military authorities have agreed that these men, though remaining liable to conscription, will not, in ordinary circumstances, be called upon to serve in the army, and it is therefore hoped that a sufficient number may be obtained from those who have been balloted under the recruiting law, but are not required for the army, and also from men already in the force who are willing to accept the new conditions. In view of the number of men (about 45,000) involved, it will be necessary to carry out the scheme gradually, two or three provinces being taken up at a time. Under the provisions of the new Provincial Councils law, the number of Ghaffirs and also their rates of pay will in future be fixed by the Councils.

A useful measure for diminishing crime has been the formation throughout the country of local committees of arbitration or conciliation, to which disagreements among the rural population arising out of private animosities can be referred, either by the parties concerned or by the authorities. In the short time during which this scheme has been in operation, over 900 disputes or feuds have been settled, at all events temporarily. As private animosities and revenge are responsible for nearly 40 per cent. of the crimes committed in the provinces, this measure cannot fail to exercise a considerable effect upon the criminality of the country.

Another fruitful source of dissension amongst the rural population is the question of the alignment of their village streets, and every year a large number of denunciations are made as to buildings encroaching on the streets, the complainants more often than not being actuated solely by a desire to annoy an enemy. The matter frequently ended in the forcible removal of a part of a building, with the result that, not only was the Government involved in a law-suit, but the dissensions between the complainant and the owner of the building became more acute than ever. As a general rule these encroachments occasioned no serious inconvenience to the public, and merely offered occasions for the indulgence of a vexatious habit, very prevalent in this country, of making use of Government machinery in order to be revenged on a neighbour. With a view of inducing the people to settle these questions amicably amongst themselves, village committees have now been formed to which in future all such complaints are to be referred. A fair start has been made, and up to the end of December the committees had dealt with 678 cases, in 433 of which the parties acquiesced in the decisions. In the remaining cases the local authorities are endeavouring to bring about an amicable settlement.

The reforms which I have enumerated in this and the two preceding chapters show that great progress has been made during the last twelve months in the Ministry of the Interior, and I do not think it is too much to say that there is already proof of permanent improvement in the state of public security and of the general administration in the provinces. This satisfactory result is entirely due to the unsparing energy and industry and intimate knowledge of local conditions displayed by the Minister, Mohammed Saïd Pasha, and Mr. Chitty, the Adviser, who must share between them the credit for all that has been accomplished. The year's record affords, indeed, a striking example of what can be effected by the intimate co-operation of the English and Egyptian elements in the administration.

It is with very great regret that I have to report Mr. Chitty's departure from Egypt on the ground of ill-health. During his twenty-seven years of service, no Englishman has been more successful in grappling with the peculiar difficulties which surround the task of administration in an oriental country, or in securing the esteem and affection of all classes in every town and province in Egypt, and his retirement is deplored by the whole population. His successor in the difficult and delicate post, which he has filled with so much credit for the last year and a half, is Mr. R. Graham, the Councillor of the British Agency in Cairo for the last three years.

27. Provincial Councils.

On former occasions I have pointed out that the soundest method of meeting the desire which exists among certain sections of the population for a larger participation in public affairs is the development of local self-government, which is undoubtedly the best preparation and education for the ultimate exercise of more responsible functions. The law intended to give practical effect to this view by enlarging the powers of the Provincial Councils was, I am glad to say, finally promulgated in June last, after

discussions lasting over nearly two years. The measure was fully debated in the Legislative Council, and an agreement arrived at with the Government on all the points at issue of any practical importance. The following is a brief summary of the changes introduced by the new law into the system heretofore existing :—

The Provincial Councils owe their origin to the Organic Law of 1883. As created by that law, they consisted of members few in number (varying from 3 in the Fayoum to 8 in Gharbieh), possessing a high property qualification, and elected upon a general list for the Moudirieh by electoral delegates chosen, one for each village, by universal manhood suffrage. It would appear that they were originally intended to act as advisory bodies associated with the Moudirs.

It is more than doubtful whether, under then existing conditions, such bodies could, in any case, have been of any real service in administration; but the fact that, under the law as drawn, they were only to meet when summoned by decree put an end to all possibility of their exercising any continuous influence over the affairs of the province. Their principle duty has been to elect from amongst their own members representatives upon the Legislative Council. They have been consulted each year as to the annual programme of irrigation works in the province; under a decree of 1890, they have from time to time approved the creation of agricultural roads, and voted funds for their construction; and, under a few other special decrees, representatives of the Councils have been added to various administrative commissions. In other respects, the provisions of the Organic Law as to these Councils have remained practically a dead letter.

As regards composition, the new law provides for the election of two representatives from each Markaz (subdivision of a province) by the village delegates. The number of members is, in all cases, considerably increased, and will range from 6 in the smaller provinces to 20 in Gharbieh. The property qualification (payment of land- or house-tax of £E. 50 a-year) is undoubtedly high; but, as it serves ultimately as the qualification for election to the Legislative Council, it has been left unaltered, except that, as a premium on education, it has been reduced to £E. 25 in the case of persons holding higher education certificates. It is provided, on the suggestion of the Legislative Council, that candidates must be resident and possess the necessary qualification in the Markaz.

The Moudir remains *ex officio* president of the Council. Under the old law the chief engineer was a member, with a vote, for irrigation purposes. Under the new law, there are no *ex officio* members other than the Moudir, but provision is made for the attendance of public servants at meetings of the Council and its committees at which matters connected with their departments are discussed.

The period for which members are elected remains at six years, one representative of each Markaz retiring by rotation every third year.

In order to secure continuity of action, the times of meeting of the Councils are left to be governed by their standing orders. The president has also a general power to summon meetings, and is bound to do so upon the requisition of one-third of the members.

In respect of a limited number of matters the Councils are given the following specific powers :—

(a.) Moudirs possess a not very clearly defined power of making bye-laws. This power is henceforth to be exercised only with the consent of their Councils. The like is the case as to the application within the province of bye-laws made by Ministers.

(b.) Public markets are to be authorized by the Council.

(c.) The Council is to fix the number of ghaffirs (village watchmen) in each village, subject to the approval of the Ministry of the Interior, and to determine their pay. Appeals against the village assessments to ghaffir-cess are to be heard by a standing committee of the Council.

(d.) The construction of Ezbehs (outlying hamlets) has hitherto required the authorization of the Ministry of the Interior, and has only been permissible upon properties at least 50 acres in extent. The power to authorize the construction of Ezbehs is transferred to the Councils, subject to a right of appeal by the applicant to the Minister of the Interior, and the restriction as to acreage is removed. The powers of the Minister of the Interior as to the suppression of Ezbehs are also transferred to the Councils.

(e.) Finally, the Councils are created local authorities in connection with elementary vernacular education and trade schools, a matter which has aroused considerable interest in recent years and for which considerable endowments have been provided by local notables. Subject to the general control of the Ministry of Education, the

Councils can establish or take over schools and can encourage by grants-in-aid existing schools which submit to their regulations. Power is given to appoint managing committees for schools or groups of schools; and not more than four persons can be co-opted as additional members of the Council for educational purposes. A strong desire was expressed by the Legislative Council that some powers should be given to the Councils in respect of more advanced education: upon the recommendation of that body it was provided that of all sums raised for educational purposes, 70 per cent. shall be devoted to education of the type above described and 30 per cent. to more advanced education.

The financial powers of the Councils are of a somewhat tentative character—as was almost necessarily the case in a country where any general scheme of local taxation would be hampered by the Capitulations. The provisions of the law of 1883, that the Councils may vote contributions for purposes of public utility within the Moudirieh, subject to the approval of the Government, is reproduced; and it is further provided that, up to an amount equal to 5 per cent. of the local assessment of the province to land-tax, that approval shall not be withheld.

In addition to the specific powers above detailed, the Councils are given a general power to make representations as to the needs of the province—agriculture, irrigation, means of communication, public security, public health, and education being specifically mentioned.

Finally, they may be consulted generally by Ministers or by the Moudir, and must be consulted as to a large number of specific matters, some of the more important of which are, changes of administrative or judicial districts, the modification of village boundaries, the creation of local commissions for towns within the province, the local application of laws to towns and villages, the creation of light railways, and the annual irrigation programmes of new works, clearances, and rotations.

Due savings are inserted in respect of all matters finally dealt with by local commissions within the province.

It may be stated that the Legislative Council was desirous that considerably greater power should be conferred upon the Councils. In several important respects concessions were made to the wishes of that body which are recognized to be of a somewhat experimental nature, and it will be fortunate if none of these give rise to difficulty in practical working. The lack of administrative experience of the classes from which the members will be drawn and the fact that the expense of most of the matters to be dealt with by the Councils will continue to be borne by the central Government would have rendered it unwise to go much further. On the whole, it may fairly be said that the Councils will have sufficient definite powers, both financial and otherwise, to enable them to learn from their own mistakes—which is the most certain way of teaching representative bodies; while their general consultative powers will enable them, if they are so minded, to get into the closest touch with administration in all its aspects. The only limit which can be placed to their power of influencing local administration is that which will result from their own capacity or incapacity to render useful service.

In order to give time for making the arrangements necessary for putting the scheme into execution throughout the country, the new law did not come into operation until the 1st January last, the elections being held in the preceding month. The number of members to be elected was 83, and 247 candidates presented themselves. It is satisfactory to note that, out of a total of 2,480 electors, 2,194 recorded their votes, and in many instances the competition was very keen. The eligibility of 42 out of the 83 successful candidates was contested and referred to the law courts for decision. The principal ground for these objections was the alleged non-fulfilment of the provision requiring that a member of the new Councils should have been inscribed on the electoral list for five years. A similar condition existed in the Organic Law, but, owing to the insignificance of the functions of the old Provincial Councils, many did not think it worth while to have their names inscribed on the electoral list. It has been observed that since 1908, when it became known that the Government proposed to extend the powers of the Councils, the number of names added has been very large. The interest taken in the elections was quite exceptional for an oriental country, and justifies the hope that the large land-owners and notables in the provinces will help in making these bodies a useful and successful part of the machinery of government. If that should turn out to be the case, I venture to reiterate my opinion that this measure will, in the long run, prove a not unimportant step in the direction of preparing the Egyptians to govern themselves.

28. Alexandria Municipality.

The effects of the financial crisis were felt more keenly in 1909 than in the previous year, with the result that the municipal budget shows a slight falling off in the receipts accompanied by an increase of expenditure. The figures are as follows:—

						1908.	1909.
						£E.	£E.
Receipts	..	..	..	..	..	258,000	256,000
Expenditure	..	..	..	..	..	236,000	244,000
			Surplus	..	..	22,000	12,000

The extraordinary receipts for the past year amounted to only £E. 13,000, of which nearly £E. 5,000 was derived from the sale of lands on the new quay.

The proposal to issue a loan of £E. 500,000 to meet the expenses of the break-water in the east harbour and the drainage scheme mentioned in last year's report, has been sanctioned by the Government in principle, and is now waiting for the approval of the Powers.

During the course of the year a report was presented on the heavy infant mortality of the town, and the steps to be taken to mitigate the evil are now being studied.

29. Prisons.

The total number of prisoners at the close of 1909 was 13,325 compared with 13,120 in 1908. Of these, 4,233 were undergoing penal servitude, 6,495 detention or imprisonment, 1,188 were under appeal, and 1,409 still awaiting trial; 360 were women.

In accordance with the decree of the 11th July, 1908, of which an account was given on p. 36 of last year's report, 291 habituals were during the year sentenced for an indeterminate period to the adult reformatory.

The total number of admissions throughout the year was 108,365, compared with 84,632 in 1908, the daily average number confined being 13,420 as against 12,226 in 1908. The deaths were 166, making the mortality per mille on the average population 12·4 (13·6 in 1908).

During the year, 2,589 juveniles were whipped (1,881 in 1908). The total number of inmates at the juvenile reformatory on the 31st December, 1909, was 726 (518 in 1908), 654 being boys and 72 girls, the daily average number of boys and girls confined being 620.

The expenditure of the Department, exclusive of the amount spent on building (£E. 8,000), but including industries, amounted to £E. 191,000 against £E. 187,000 in 1908, the gross earnings of prisoners amounting to £E. 45,000, compared with £E. 51,000 in 1908.

A satisfactory feature is that the cost per prisoner on the daily average population has been reduced from £E. 11 last year to £E. 10.

30. Child Labour in Factories.

The law on the subject of child labour in cotton ginning factories, which was in course of preparation when my last report was issued, passed safely through the different ordeals to which it was subjected, and was promulgated in July last. The chief provisions of the measure are as follows:—

1. No child under nine years of age may be employed in a cotton ginning factory.

2. The employment of children between nine and thirteen years of age is subject to the conditions that the child (a) holds a certificate of age and physical fitness for work, and (b) must not work for more than eight hours a day; night work and certain other particularly dangerous forms of employment are altogether prohibited.

3. All persons engaged in recruiting or supervising child labour must be licensed.

4. Government inspectors have the right to enter factories in order to supervise the proper working of the regulations, and to report any infringement of the law.

5. A first offence may be punished by fine up to £E. 1, and a second by imprisonment not exceeding a week. (These penalties are obviously inadequate for the offences

which they are intended to repress, but they are the maximum which, under the existing system, can be applied to foreigners.)

6. The Ministry of the Interior has power to extend the regulations to other industries, should such a course appear necessary.

Last year I pointed out that the co-operation of the factory owners in putting an end to the abuses connected with the employment of young children, would be far more efficacious than any infliction of minor penalties. It is, therefore, very satisfactory that the inspectors charged with supervising the execution of the new regulations during the last ginning season, report that the managers have everywhere done their utmost to conform to them. There were 115 factories in work during the season, and the number of contraventions up to the end of the year was only 38. Considerable difficulties were at first anticipated in arranging the shorter hours of the children in combination with those of older workers. This problem has, however, been solved in the majority of factories in the most satisfactory way possible, namely, by the practical cessation of the employment of children under thirteen years of age. A further consequence of the change is that, inasmuch as younger children are no longer engaged, wages for gin hands have risen from $2\frac{1}{2}$ to 3 piastres a day; the increase in the expense of ginning due to this cause is stated to be a negligible quantity as compared with the total cost of production.

31. White Slave Traffic.

The Alexandria police, in co-operation with the Society for the Repression of the White Slave Traffic, continue to do what they can, within the limits allowed them under the Capitulations, to repress this evil, and much credit is due to them for their efforts in this direction. During the past year 1,200 girls of minor age were stopped on disembarking at Alexandria and handed over to various authorities who accepted responsibility for their welfare, and 40 persons, mostly foreign subjects, engaged in this traffic were expelled from the country.

At a conference held in Vienna last October in connection with this subject, a motion was adopted, at the instance of the British and French delegates, to the effect that the Mixed Courts should be empowered to try persons of all nationalities who are found carrying on the trade in Egypt, and that the question should be further examined at the meeting of the official congress in Madrid in May of this year. It may be useful to take this opportunity of putting on record the point of view of the Egyptian authorities in regard to this matter, which is an instance of the practical difficulties placed in the way of an eminently desirable reform by the privileges arising out of the Capitulations.

Under existing arrangements the Egyptian Government are responsible for the punishment of Egyptians who engage in the traffic and the provisions of the native penal code on the subject are now being examined in order to see whether they require elucidating or strengthening. The trade is not, however, carried on to any considerable extent by Egyptians, nor is it the case that Egyptian women and girls are specially in need of protection in this respect. The evil with which the Vienna conference was concerned is the exploitation of European women by other Europeans, and for this no responsibility whatever can rest with the Egyptian Government. The Powers could, were they so minded, deal as effectively with such offences when committed in Egypt as when committed within their own territorial limits.

That being so, it is now suggested that the Egyptian Government should assume a new and onerous responsibility in the hope that the general interest of morality may be thereby furthered. This they would not hesitate to do, were there any reasonable probability that the object aimed at would be attained; but before any measures are taken which shift this responsibility from the Powers to the Egyptian Government, it would be necessary from the outset to arm the latter with adequate powers. Now all experience goes to show that, though something might be accorded, Egypt could never hope to obtain anything like adequate powers. The procedure of the Mixed Tribunals, even in misdemeanour cases, is not that which the Egyptian Government, were it a free agent, would recommend, and from the point of view of this country it seems hardly fair that she be advised to make herself responsible for the trial of these very difficult cases, unless she is to have a reasonably free hand in prescribing the procedure to be followed. Of this there appears no chance and it is evident that any detailed revision of the procedure by an international commission here would raise at least as many difficulties as would be involved in the giving of adequate powers to the various Consular Courts.

Assuming, however, that the difficulties of legislation and jurisdiction could be surmounted, it must be borne in mind that in the particular class of offences now under discussion, the real difficulties are difficulties of police. Now, where foreigners are concerned, it is precisely in respect of these that the Egyptian Government are most hampered by the Capitulations and by the general attitude towards the execution of the law to which the Capitulations give rise. As long as the trial of foreigners by Egyptian criminal tribunals is the exception and not the rule, neither the Government nor the native tribunals and police are likely to obtain, either from the consulates or from the foreign population, that assistance and support which is essential to the sound administration of justice.

32. Prevention of Cruelty to Animals.

In 1909, 3,574 animals entered the infirmary of the Society for the Prevention of Cruelty to Animals, as compared with 1,855 in 1908. It will be observed that, owing to greater activity on the part of the society, the number has nearly doubled.

One of the practical difficulties under which the society labours is that it has no power to detain animals belonging to Europeans, but can only in such cases prosecute the owner, another instance of the way in which progress in Egypt is retarded by the effects of the Capitulations. On several occasions it has, however, been possible to persuade European owners to leave their animals under treatment in the infirmary, and, under present conditions, this appears to be the only solution. As an instance of the utility of the society's work it may be mentioned that an inspection carried out one night last summer through the native quarters resulted in the arrest of 25 animals, 8 of which had to be destroyed at once.

The society depends almost entirely on donations and subscriptions to maintain an efficient staff, supplies, ambulance, &c., and the sum of £ E. 2,285 recovered last year from owners barely covered the cost of feeding and stabling. Annual subscriptions in 1909 show an increase of 70 per cent. over 1908, donations remaining the same, but the excess of expenditure over income amounted to £ E. 331, and the small reserve fund must soon be extinguished unless more support is obtained. The increased activity of the society is in great measure due to the zeal and energy displayed by Mr. F. Powell, the new secretary, whose work has with justice received great commendation from all lovers of dumb animals. It must be hoped that the latter will be encouraged by these results to show their appreciation by the practical method of increasing their subscriptions.

33. The Pilgrimage.

Amongst the occurrences of the year a notable event was the accomplishment of the pilgrimage to Mecca by His Highness the Khedive and Her Highness the Vice-Reine Mère, this being the first occasion, since the early times of the Khedivial dynasty, when the ruler of Egypt has undertaken this arduous journey. The safe return of their Highnesses aroused the greatest enthusiasm throughout the country, and, in commemoration of the event, a refuge is to be erected by public subscription at Suez for the benefit of future pilgrims on their way to the holy places.

It may be mentioned that the total number of Egyptian pilgrims this year was about 10,000. Moreover, 5,000 foreign pilgrims passed through the country by land to embark at Suez, and some 10,000 others traversed the Canal. In consequence of a case of plague at Jeddah, the pilgrimage was declared infected, and consequently all pilgrims were obliged to undergo ten days' quarantine on their return.

Now that the Hedjaz can be reached by rail, it would appear that the present quarantine arrangements require modification. The question, however, more directly concerns Turkey and Europe than Egypt. The present organization affords sufficient protection to this country as far as arrivals from Arabian ports are concerned; the eastern frontier is easy to guard, and as regards Syrian ports, Egypt can always protect herself by imposing quarantine.

VII. PUBLIC HEALTH.

34. Hospitals.

The work of the Government hospitals and dispensaries continues to show satisfactory progress. The in-patients treated during the year numbered 37,000, while in the out-patient department a total attendance of over 350,000, including 144,500 new patients, is recorded. Moreover, some 33,000 persons have been attended gratuitously by the district medical officers. The improvement observable during recent years in the quality of the work done is largely to be attributed to the excellence of the course of education at the School of Medicine.

The two travelling ophthalmic hospitals visited Mansourah, Ghizeh, Beni-Souef and Luxor during the year, working between them on 442 days. Over 7,000 new patients were treated, and the total number of attendances was 100,000, giving an average of 221 per working day in each hospital. More than one-third of those attending for treatment were under 15 years of age. The popularity of the service amongst the fellahen is of good augury for the future, and it may be hoped that in time some appreciable effect will be produced on the mass of ophthalmia prevalent in this country.

At Tantah 5,000 new cases were dealt with in the permanent ophthalmic hospital, and there were 77,000 visits by patients under treatment. 1,763 major and 2,418 minor operations were performed. The ophthalmic hospital at Assiout is nearly finished and will be ready during the year. The construction of the Mansourah hospital, the foundation of which was due to the generosity of Bedrawi Bey, a local notable, has not yet been put in hand. The plans have, however, been approved, and it is hoped that work will be begun this year.

Efforts are being made to deal with ophthalmic cases in the Government schools, by instructing the teachers, and through them the students, in some of the simple rules of hygiene.

The staff of this department is to be reinforced by an English inspector in view of the great increase of work; a suitable candidate has been found and will shortly be appointed.

35. Lunatic Asylums.

The accommodation at the Abbassieh asylum was raised from 877 beds to 947 during the year. Another block of 60 single rooms should be completed shortly, thus raising the number of beds to 1,007. In the meantime, as dangerous lunatics cannot be refused admission, overcrowding still exists, and on the 31st December the number in the asylum was 1,150, being 203 in excess of the establishment. Good progress has been made with the construction of the new asylum at Khanka. The first portion, which it is hoped to have ready by March 1911, will have accommodation for 240 patients.

During 1909 546 patients were admitted to the Abbassieh asylum, 101 cases being due to pellagra and 43 to hashish. An investigation has been instituted into the causes of the former obscure disease, and the work is proceeding on much the same lines as have been proposed in the case of the committee recently formed in London to study the subject. There seems little doubt that a connection exists between maize diet and the disease, though whether the connection is of a causative or contributory nature remains to be proved.

36. Plague.

It is satisfactory to record a marked diminution in plague during 1909, especially in the more dangerous pneumonic form. The total number of cases was 513, as compared with 1,511 in 1908, while the number of deaths fell from 780 to 207.

The special organization established two years ago in the southern provinces for dealing with the disease has largely contributed towards this satisfactory result. Disinfecting stations with the necessary appurtenances and a competent staff have now been supplied to each Moudirieh. A supernumerary staff of trained disinfectors is kept in readiness at headquarters and a plague medical staff has been organized ready to proceed at short notice to an infected locality.

The campaign waged against plague for the last ten years has been productive

of many indirect advantages in addition to its direct effect in preventing the spread of this terrible scourge. Death registration has been rendered more complete, attention has been called to the unhealthy conditions of life and the need for local improvements, while the medical staff have received a sound and efficient training. The total sum spent by the Public Health Department in combating plague during the whole of this period has not amounted to more than £E. 249,000 or about £E. 25,000 a-year.

37. Infant Mortality.

Last summer the death rate of children under one year assumed unusual proportions in Cairo. The weekly rate, which is about 105 on the average, rose to 130 in the latter part of March, 188 towards the end of April, and 654 in the middle of May. The figures for the next four weeks averaged 573, the maximum reached being 700. Then came a sudden drop to 248 in July, followed by a further gradual decline till in December the mean of the previous winter was reached. High infant mortality may be observed during the summer in all hot countries, being generally due to digestive troubles, but the immediate cause of the unusually serious outbreak in Cairo last year has not so far been discovered. Careful and thorough investigation is necessary before any definite conclusion can be arrived at, and it is hoped that some steps may be possible in this direction during the approaching hot weather. In any case, it is certainly desirable to do all that is possible to educate mothers in habits of care and cleanliness and in the rational bringing up of children. A most useful lead in this direction has been given by the Lady Cromer Dispensaries, which are endeavouring to instil elementary ideas on the subject among the poorer classes. It is understood that the Princesses of the Khedivial family have recently decided to establish a society for the protection of infant life, and a general movement on these lines amongst the wives and daughters of the well-to-do might be expected to produce great improvement in existing conditions.

38. Cairo Water Supply.

For nearly three years the question of the water supply of Cairo has been under consideration, and I have now to report that the Government have at length arrived at a definite conclusion in regard to this important matter. It will be remembered that in 1903 it was decided to obtain the water supply for Cairo from deep wells at Rod-el-Farag instead of from the Nile. Subsequently numerous complaints arose as to the quality of the new water, and the native population evinced a very strong feeling in favour of the direct supply from the Nile. An international commission was accordingly appointed in 1907 to investigate the question. The report of that commission was of an unsatisfactory nature, as it did not come to any definite conclusion on the main point at issue, namely, the relative merits of filtered Nile water as compared with deep-well water, and further experiments were recommended with a view to seeing whether it was possible to devise some method of removing the defects which admittedly existed in the well supply. It became therefore necessary to submit the whole subject to a second examination in order to arrive at a practical decision as to what steps it was desirable to take, and a committee, presided over by Mr. Webb, the late Adviser to the Public Works Ministry, and including among its members the Director-General of the Public Health Department, was appointed for this purpose. After experiments and deliberations lasting over nearly eighteen months, the committee reported last July, and recommended that, subject to proper precautions being taken as regards intake and filtration, the wells should be abandoned and the water supply taken from the Nile. The Government approved these recommendations, and have now arranged with the water company of Cairo to revert to the river supply under conditions, as regards intake and filtration, laid down by the Public Health Department.

It is not within my province to offer an opinion on the scientific and technical points on which the recommendations of the committee are in great measure based, but, from the point of view of the mere layman, I venture to think that the following considerations amply justify the measure which has been adopted:—

1. The decision has been arrived at with unanimity after prolonged and exhaustive examination of the question in all its bearings and consideration of the views of all the most competent experts in this country.

2. The bacteriological purity of well water is of little practical advantage from the hygienic standpoint if the population will not drink it,

3. The present system is extremely unpopular amongst all the inhabitants of Cairo, from the highest classes to the lowest, and the experience of over five years has in no way reconciled them to the change.

4. At Alexandria, where the supply is taken from Nile water in a far more polluted condition than is the case at Cairo, the system of filtration which is to be introduced into the latter city has been in operation for some years with excellent results.

The chief point in the scheme approved by the Government which has attracted unfavourable comment from local critics is the decision to place the intake, from which the water will be drawn, in the neighbourhood of the water company's installation down-stream of the town, and it has been assumed that this course has been adopted for financial reasons, in order to avoid the expense of establishing the intake up-stream. It hardly seems necessary to state that this decision, which so obviously lends itself to superficial criticism on the part of the man in the street, was the outcome of very careful reflection, and was only arrived at after a thorough examination of the quality of the water both above and below the town had conclusively proved that there was no appreciable difference between the two. This result is not surprising when the various factors in the case are taken into account, namely, the absence of drainage, whether domestic or from manufactures, the scanty rainfall, and, above all, the great volume of water in the river. In fact it may be said that the normal composition of Nile water, provided it be taken at a sufficient distance from the bank, compares everywhere most favourably with the average river supply in Europe. Under these circumstances, it has been thought preferable to leave the intake in the immediate neighbourhood of the water-works but some 100 metres out in the stream, where it can be efficiently watched, rather than to place it at some distant spot, where supervision would be difficult and uncertain. The suggestion that considerations of economy have unduly influenced the Government is, I venture to think, sufficiently disproved by the fact that the cost involved by the alteration of the water supply has been very considerably increased owing to the system of filtration which has been adopted. The sanitary authorities urged strongly that there was no other system which had been shown by past experience to be capable of meeting all the requirements of the case, under the climatic and other special conditions of this country, and in deference to their views a system was finally approved which, whatever its merits, had certainly the disadvantage of being much more expensive than several others which were put forward.

39. Cairo Drainage.

During the year progress has been made with the scheme approved in 1908 for the drainage of Cairo, and two important contracts have been given, one to an English firm for the surface water drainage of Cairo, the sewerage of Zeitoun and suburbs, the construction of the main collector, and the construction of purification works at Khanka, 15 miles north of Cairo; and the other to a French firm for the construction of the rising main from the main pumping station to the purification works. In the case of both these undertakings work has already begun. Various smaller contracts have been given to local firms, and one in particular for the manufacture of the special bricks required by the scheme, will materially assist a local industry. Early in 1910 it is proposed to put up for adjudication the contracts for the main pumping machinery and the compressed air system.

As many foolish and unfounded rumours have been in circulation regarding the effects upon the public health of the execution of the drainage scheme it may be well to mention that no excavation work will be undertaken within the city during the winter season, and in any case there will be no danger to health even when this work is in progress. The sewers will be laid near the surface, in order that the subsoil may not be disturbed to any great depth, and the trenches will be of no great size, and will only remain open for a few hours; all earth will be disinfected directly it is brought to the surface, the pipes will be immediately laid and the trench refilled. There is therefore not the slightest ground for anxiety as to the health of the city being prejudicially affected during the carrying out of the scheme, which, when completed, will fulfil all modern sanitary requirements and will enable Cairo to rank with the healthiest cities of the world.

It is hoped that before the commencement of the winter season of 1910-1911 the surface water system for dealing with the rainfall in Cairo will be practically finished, and that there will then be no further flooding of the streets during wet weather,

40. Mosquitoes and Malaria.

The anti-mosquito movement in Cairo was first started in 1902, the measures adopted consisting in oiling cesspools, wiring ventilators, putting fish into ornamental waters, and removing stagnant water. These measures have met with a certain amount of success, though not sufficient to permit the disuse of mosquito curtains; in fact, so long as excavations and low-lying spots exist which contain infiltration water during high Nile, mosquitoes will continue to breed in Cairo. No doubt the steps now taken are efficacious within certain limited areas, but a much more effective cure will be the completion of the drainage scheme. In Port Saïd the anti-mosquito campaign has been carried on in more favourable circumstances, and has, owing to the compact area of the town and the absence of infiltration, resulted in a distinct improvement in the conditions of life.

There has been some misunderstanding as to the object of the measures taken in these two towns, and it appears to have been supposed that they were intended to combat malaria. This is an error. The anopheles mosquito, the species which carries malaria, breeds in fresh and slightly saline water, and is but rarely found in Cairo and Port Saïd. Indeed, the destruction of the urban mosquito has about as much to do with the suppression of malaria as with the suppression of tuberculosis. In Suez and Ismaïlieh, on the other hand, true malaria existed, and the measures taken in those towns to stamp out the anopheles mosquito have, as is well known, produced great improvement in the public health.

VIII. JUSTICE.

41. Native Tribunals.

(a.) *Criminal Jurisdiction*.—The number of offences in 1909, as compared with those in 1908, is given in the following table:—

						1908.	1909.
Crimes	..	..	..	..	..	3,655	3,828
Misdemeanours—							
Parquet	..	..	..	..	..	32,905	33,230
Markaz	..	..	..	..	..	33,230	37,253
Contraventions—							
Parquet	..	..	..	..	..	9,968	8,632
Markaz	..	..	..	..	..	69,405	74,264
Total	..	..	..	..	..	149,163	157,207

It will be observed that in 1909 minor offences, which comprise contraventions dealt with by the Parquet as well as all Markaz cases, show an increase of 7,546 over the corresponding total in 1908. It is probable that, as regards misdemeanours dealt with in the Markaz, the increase is due to greater activity on the part of Markaz officers in availing themselves of the extended jurisdiction in such cases. However that may be, the increase is in no way serious, and the total of minor offences last year is still far below that of 1905, when, without the extended jurisdiction, it reached 161,845.

Serious misdemeanours, namely those dealt with by the Parquet, rose in 1908 to 32,905, and again in 1909 to 33,230, being an increase of 325. The following are the figures for the more important offences during the last three years:—

	1907.	1908.	1909.
Theft. (Article 274)	11,383	12,764	12,642
„ (Article 275)	3,791	3,782	3,958
Forgery (Article 183)	322	372	430
Obtaining by false pretences (Article 293)	497	517	598
Misappropriation (Articles 294–299)	905	1,014	1,458
Cattle poisoning (Articles 310, 312)	332	333	305
Destruction of crops (Article 321)	3,050	3,158	3,172

Turning to crimes, their continued tendency to increase was unfortunately maintained during the earlier part of last year. Real crimes, classified by the Parquet as such, numbered 3,828 as against 3,655 in 1908 and 3,288 in 1907. The distribution of the different classes of offences for these three years was as follows:—

Offences.	1907.	1908.	1909.
Murder	789	859	911
Attempted murder	425	611	647
Aggravated assault	56	64	67
Robbery	509	497	546
Attempted robbery	50	57	45
Theft (Article 50)	424	459	490
Destruction of crops (Article 51)	..	..	1
" " (Articles 320, 322)	192	184	143
Cattle poisoning	71	94	84
Arson	456	501	492
Rape and indecent assault	118	128	166
Forgery	60	74	95
Corruption	8	4	2
Miscellaneous	130	123	139
Total	3,288	3,655	3,828

Taking the year 1909 as a whole, it will be seen that the increase in cases of murder and attempted murder was again an unsatisfactory feature in the general criminality of the country. If, however, the statistics for the last four months of 1909 are taken separately and compared with the corresponding periods of previous years, a marked diminution in crime will be apparent, the result, no doubt, of the measures adopted under the recent police supervision law which came into force in July last. The following table shows the number of crimes committed during the first eight and the last four months respectively of the past three years:—

	1907.	1908.	1909.
January to August	2,130	2,373	2,741
September to December	1,158	1,282	1,087

It should be added that an examination in detail of the figures shows that this reduction is almost entirely under the headings of murder and attempted murder. How far these results are likely to prove permanent, it is, as yet, too early to say. The diminished figures are, at any rate, *prima facie* proof that, in the exercise of their new powers, the police have been largely successful in laying their hands on the real authors of crime.

(b.) *Civil Jurisdiction*.—The civil work of the Native Tribunals shows as in former years a steady increase in all the courts except that of appeal.

In the course of 1909 civil jurisdiction was extended to ten more Markaz Tribunals, with the result that 5,156 cases, of which 4,529 were disposed of, came before them up to the end of the year. This measure has not, however, lessened the pressure in the Summary Tribunals as the following table makes clear:—

1. CASES entered for Trial.

	1908.	1909.
Markaz Tribunals	2,534	7,809
Summary Tribunals	153,333	182,116
Central Tribunals—		
(a.) First Instance	5,726	6,564
(b.) Appeal	4,814	4,322
Court of Appeal	1,158	1,157

2. CASES disposed of.

					1908.	1909.
Markaz Tribunals	..	..	..	..	2,536	7,060
Summary Tribunals	..	..	..	..	149,736	186,942
Central Tribunals—						
(a.) First Instance	..	..	..	..	4,875	7,074
(b.) Appeal	..	..	..	..	3,963	5,411
Court of Appeal	..	..	..	..	1,159	976

There is a general increase of arrears in the civil courts with the exception of appeals in the Central Tribunals. The accumulation of causes awaiting trial is most marked in the Summary Tribunals and in the first instance cases of the Central Tribunals, though in both instances the judges have actually disposed of more cases than in 1908. In the Court of Appeal the arrears equal 37 per cent. of the appeals entered for trial, and 183 fewer cases than in 1908 have been disposed of. These figures show that the judicial staff can no longer cope with the work devolving on it, and it has therefore been found necessary to include ten new posts for judges in the budget for the current year.

(c.) *Vacations*.—A useful innovation has been introduced into the leave regulations of the Tribunals. Under the former system, the judicial vacations lasted over a period of three and a half months between June and September, during which half the judges in each Tribunal were on duty and the other half on leave. This system presented many drawbacks. Owing to the reduced staff, arrears accumulated, and in cases of extension of leave the remaining judges suffered from over-work. To remedy these defects, the vacation period has been lengthened to five months, from May to October, and leave is now granted to one-third only of the judges at a time, each judge being allowed fifty days instead of the fifty-four previously given. The new arrangement came into effect last year, and the results have been most satisfactory. The cases disposed of from May to October show an increase of nearly 31,000 over the corresponding period of 1908, and the number of judges delegated from one tribunal to another, one of the chief inconveniences of the old system, was reduced by more than half.

42. Mehkemehs.

In last year's report I referred at some length to the general demand for reform of the Mehkemehs, the defects of the existing organization, the changes required to remedy these defects, and the actual project which, at the time of writing, was still under the consideration of the Legislative Council. During 1909, the judicial authorities made great efforts to meet in a conciliatory spirit the various criticisms brought against their proposals; certain modifications were introduced in deference to the wishes of the newly appointed Grand Kadi of Cairo; and it is with especial satisfaction that I am able to report that this important reform was approved in December by the Legislative Council with a few amendments, almost all of which were accepted by the Government.

Under the new system, the Mehkemehs are divided into three categories, viz. :—

1. The Supreme Court at Cairo;
2. Eight Courts of First Instance in the principal towns of Egypt; and
3. Summary Courts in these towns, as well as in all Markaz towns.

The Summary Mehkemehs have jurisdiction in all questions relating to marriage or arising out of it, and their decisions are final in some of these, while in others they are subject to appeal before the Mehkemehs of First Instance. The latter, besides these appeals, judge all other questions of personal status, subject to appeal before the Supreme Mehkemeh.

The selection of candidates for judicial posts in these courts is entrusted to a commission presided over by the Minister of Justice or his representative, and composed of the Grand Kadi of Cairo, the Rector of El-Azhar University, the Moufti of Egypt, and an Inspector of Mehkemehs. The commission is also consulted as to the promotion and transfer of Kadis.

It was pointed out last year that an improvement in the pay and position of judges and functionaries attached to the courts was an essential part of the new scheme, and an improved scale of pay, under which the former receive an aggregate increase of over 50 per cent., and the latter of nearly 11 per cent., has recently been approved. On the other hand, a large increase in the Mehkemeh receipts has resulted from the new judicial tariff which came into force in May of last year.

Some years ago it was decided to pass in review, classify, and index the archives

of the 19 principal *Mehkemehs*. Down to the end of 1908 the work had been completed in 12 courts, and in 1909 it was finished in three more. The termination of this very considerable labour—consisting in the classification of documents some of which are upwards of 700 years old—may be expected to be reached in 1911, some 13 years from the date when the task was first undertaken.

43. Mixed Tribunals.

Attention was called last year to the congested state of business in the Mixed Tribunals, and to the various suggestions put forward for dealing with it, and I cited the opinion of the late *Procureur-Général* to the effect that the increase of cases was largely due to the financial crisis, and that the situation would be relieved when the liquidation came to an end. During 1909 there has been a decrease in the arrears, owing to a substantial advance in the judicial output. Roughly speaking, in 1908-9, with over 24,000 cases set down, more than 25,000 were disposed of, and the arrears accordingly diminished by about 1,000. It is interesting to note, as a symptom of the return to normal conditions, that the number of commercial cases was 4,614 in 1909, as compared with 5,291 in 1908. There had been a large increase in these cases in the preceding year, so it may be presumed that merchants have been meeting their engagements more punctually, and that confidence is being gradually restored. Bankruptcies, however, are not diminishing, and cases of fraudulent bankruptcy increased to 63 in 1909 as compared with 37 in 1908. There were 32 convictions, and of the convicted bankrupts 12 absconded and thus escaped punishment, as the Egyptian Government have no means of obtaining the extradition of fugitive criminals.

During the past year the general question of introducing improvements into the existing organization of the Tribunals, with a view to increasing their efficiency, was under consideration. The Government have now, as a preliminary to addressing the Powers, submitted their proposals to the International Commission of Judicial Reform. The modifications suggested are (1) that the number of judges required to constitute a bench should be reduced to five in the Court of Appeal and three in the Tribunals of First Instance; (2) that the Presidents of the Courts, including the Court of Appeal, should be appointed by the Egyptian Government; and (3) that an age limit of 65 years should be fixed both for judges and counsellors. In the meantime, the Government have accepted a suggestion put forward by the Court of Appeal, that, in view of the pressure of business, and of the long intervals which frequently occur between the death or departure of a judge and the appointment of his successor, a supernumerary European judge should be appointed, who would not be specially attached to any of the three Courts, but could be temporarily employed wherever his services were most needed.

It is with great regret that I have to report the death, in October last, of Mr. Satow, British judge of the Mixed Tribunal in Alexandria since 1906, an able and hard-working magistrate, whose loss will be severely felt by his colleagues. He has been succeeded by Mr. Vaux, barrister-at-law, and licentiate of the Paris Faculty of Law, previously a judge of the Native Tribunals.

The Mixed Tribunals have sustained another great loss by the recent death of the *Procureur-Général*, M. Borchgrevink, who had rendered valuable and loyal service during sixteen years.

44. International Legislation.

It has been frequently pointed out both by my predecessor and myself that the present system, under which no important law can be made applicable to Europeans resident in Egypt without the consent of fifteen different Powers, has reduced Egypt to a state of legislative impotence, and that the practical inconvenience resulting from this state of affairs is becoming greater every day, as the requirements of the country increase. The following statement of the present position of the various measures now under the consideration of the Powers affords very clear proof of the practical impossibility of working the present system, even when the Powers in general are conciliatory and the proposals themselves are merely intended to remedy admitted administrative defects which could have no political bearing:—

The question of the fusion of the land registry offices was first submitted to the Powers in May 1903, and, after lengthy discussions throughout 1904, was accepted by a majority of the Great Powers at a meeting of the Plenary Commission in March 1905.

Since that date, verbal negotiations have been proceeding with the Powers who have not so far accepted the project, and the present position is that all the Great Powers have adhered except France and Russia.

The complementary proposal for the adoption of the Torrens system of registration of title was also put forward in May 1903 and discussed by the Plenary Commission in January 1904. It was approved by the Sub-Commission in April 1908, and by ten Powers at a meeting of the Plenary Commission in the following month. The text was communicated to the Powers in June 1908, and, at the present time, has been accepted by all except France and Russia.

The proposal for the modification of Article 12 of the Mixed Civil Code is of great importance to the Egyptian Government, as its acceptance would to a certain extent mitigate the evils which at present result from the existing unworkable system of legislating for Europeans. It is proposed that alterations in the Mixed Codes, with the exception of such as concern the actual organization of the Mixed Tribunals, should in future be enacted by the Egyptian Government in agreement with the majority of a body composed of the judges of the Mixed Court of Appeal and one judge from each of the countries not represented in that court. The scheme was originally put forward in January 1905, discussed by the Plenary Commission and sent to the Sub-Commission in March of that year. In view of divergence of opinion in the Sub-Commission, the project was withdrawn for a time, and subsequently presented again by the Government in March 1909. At the meeting of the Plenary Commission held in the May following, there was a large majority in favour of the project, provided an amendment were introduced making it necessary that new legislation should be approved by a two-thirds majority. This the Government would be willing to accept, as being in any case a considerable improvement on the existing state of affairs, which requires the separate consent of each country.

IX. EDUCATION.

45. General.

The Ministry of Education has under its direct management 144 elementary vernacular schools (Kuttabs); 6 normal schools for training teachers for Kuttabs, including one for women; 32 higher primary schools for boys and 2 for girls; 5 technical and trades schools; the three professional colleges of medicine, law, and engineering; 3 training colleges for teachers; and the school for Kadis. The attendance at these institutions on the 31st December last, as compared with previous years, was as follows:—

	1890.	1895.	1900.	1905.	1906.	1907.	1908.	1909.
Government Kuttabs ..	1,961	2,625	3,966	7,410	9,045	11,014	12,369	13,365
Institutions for training teachers for Kuttabs ..	..	..	..	1,478	2,939	2,978	2,788	2,747
Higher primary schools ..	5,761	7,333	6,489	7,175	7,918	8,544	8,585	8,386
Technical and trades schools ..	393	393	377	675	769	859	819	854
Secondary schools ..	734	684	569	1,345	1,380	1,910	2,113	2,243
Professional colleges ..	382	249	288	743	962	1,304	1,511	1,548
Studying abroad ..	28	12	4	2	3	22	40	55

In addition to these Government institutions, the Ministry has under inspection the following private establishments:—

	Attendance.
3,582 Kuttabs ..	.. 190,875
13 Higher primary schools ..	.. 3,517
7 Trades schools ..	.. 843
1 Training school for nurses and midwives ..	.. 29
The Ghizeh Reformatory ..	.. 726

In accordance with the provisions of the recent law under which the Provincial Councils have become the local education authorities and have been entrusted with the

supervision of elementary and industrial (including agricultural) education, it is intended to hand over to these bodies the provincial elementary schools at present under the direct control of the Government. The special task of the Councils in regard to these establishments will be to increase and improve the existing school accommodation, to assure adequate equipment and a competent teaching staff, and to meet local needs by the co-ordination of public and private effort within the province. Grants, in connection with a system of departmental inspection, will still be given from the State budget to vernacular and industrial schools, and the Ministry of Education will assist the Councils in all technical matters such as the preparation of courses of study and plans of buildings, and will, so far as is practicable, place the services of their inspectors at the disposal of the local education committees. One of the chief evils of the present time is the creation in one locality of superfluous schools, in competition with already existing establishments working on precisely similar lines, while the needs of another are neglected. To avoid this waste of energy, co-operation is essential, both between the Ministry and the Councils, and between the latter and the various private agencies already in existence for the promotion of education.

In my last two reports I mentioned the steps which are being taken to increase the amount of teaching given in the vernacular. The use of a foreign language as the medium of instruction can only be defended as a temporary expedient to tide over the period of transition until all teaching is in Arabic. In the primary schools the change has already been accomplished, and all matters are now learnt in the language of the country. In the secondary schools, the lessons, with the exception of Arabic itself, were formerly given in English or French, but since 1907 mathematics are being taught in Arabic, and it is proposed to transform gradually the teaching of other subjects in a similar manner. It is, therefore, of the first importance that not only the European inspectors of the Department but also the European teaching staff, who may be required to teach in Arabic and to act as examiners at the public examinations, should possess a thorough knowledge of the language, and every inducement is held out to encourage them to become proficient in it.

The elementary examination in Arabic, originally instituted in 1897, is now compulsory, with few exceptions, for all European teachers, and until it has been passed, they cannot be confirmed in their appointments or receive a rise of pay. Moreover, two further examinations have been instituted, the Advanced and the Honours, which are optional, but entitle successful candidates to prizes of £E. 50 and £E. 100 respectively. Since the scheme was introduced, 154 Europeans have passed the elementary, 13 the advanced, and one the honours examination. The small number of successful candidates in the higher examinations is in great measure due to the difficulty of securing capable teachers, combined with the expense of a long course of study, and in order to remove this obstacle, free classes for instruction in Arabic have recently been formed. These classes have been well attended, and will no doubt in process of time add greatly to the usefulness of those who have known how to profit by them.

46. Educational Expenditure.

The estimated expenditure on education for 1910 is £E. 505,000, and the real increase in the budget as compared with that of last year amounts to £E. 27,000. Of this sum about £E. 6,000 is allotted to the Department of Agriculture and Technical Education for further grants-in-aid to private industrial schools, increase of staff in the schools and workshops, and improvement of salaries. The remaining £E. 21,000 is devoted to other branches of the Ministry's work: about £E. 9,000 is expended on providing further facilities for training Egyptian teachers; the school for Kadis, which will not attain its full development until 1911, requires over £E. 3,600 for extensions this year; nearly £E. 2,000 is devoted to the development of elementary vernacular education; the growth in the number of candidates at the public examinations is responsible for an increase of £E. 2,000; £E. 2,600 is allotted to increasing the salaries of the technical staff, while £E. 3,000 is required for the general expenses of the schools.

In addition to the ordinary expenditure, special credits amounting to £E. 27,500 have been granted for non-recurrent expenditure during 1910. They include £E. 16,000 for the reconstruction of the primary schools at Beni Souef and Keneh, which are both in a very dilapidated condition, and £E. 8,000 as a first instalment towards the construction of a girls' school at Alexandria.

47. Elementary Education.

There are signs of a decline of interest in the promotion of elementary vernacular education, due, in some measure, to the feeling that, in view of the imminence of local taxation for educational purposes, private benevolence is no longer called for. The Provincial Councils are, however, now at work, and as they are specially charged with the supervision of elementary schools, for which seven-tenths of the total expenditure on education in their budgets is reserved, it may be hoped that the development of vernacular instruction will receive a new impulse.

During 1909 the present system of Government inspection combined with grants-in-aid has shown a satisfactory rate of progress, as may be seen from the following table:—

	Number of private Kuttabs inspected.	Number of Kuttabs awarded a grant.	Total amount of grant.
			£E.
1908	3,679	2,949	19,992
1909	3,582	3,054	21,479

It should be explained that the reduction in the number of Kuttabs under inspection shown in the first column is the result of the incorporation of small and inefficient schools into larger ones already existing in the same neighbourhood; the total number of pupils in the schools shows a considerable advance, the figures being as follows:—

	Boys.	Girls.	Total.
1908	160,789	13,753	174,542
1909	174,023	16,852	190,875

Substantial progress has, further, been made in the efficiency of the Kuttabs, 1,142 of the head teachers being now considered fairly qualified for their duties. In 1,109 Kuttabs the teaching was reported to be good, and 1,522 are classed as well managed by the inspectors. Classification by religion shows that all but 28 of the 3,582 Kuttabs under inspection in 1909 were Moslem schools. Of the 28 Coptic Kuttabs there were only two which did not receive a grant-in-aid. The total number of non-Moslem children was 2,989, or less than 2 per cent. of the aggregate number of pupils.

In addition to the 3,582 independent Kuttabs under inspection for grants-in-aid, the Ministry of Education had in 1909 under its direct control 144 Kuttabs with a staff of 355 men teachers and 57 women teachers, attended by 9,183 boys and 4,182 girls, making a total of 13,365 pupils. The attendance shows a considerable advance over 1908, when there were 8,806 boys and 3,563 girls.

48. Primary Education.

The number of boys' higher primary schools under the direct control of the Ministry remains at 32, four of which have boarding departments. The boys in attendance number 7,941, a decrease of 223 over last year, chiefly accounted for by the stringency with which the age rule was applied last October, in order to avoid the evil of taking older boys into schools which are intended for children of the primary standard. Moreover, the number admitted to certain schools which had been overcrowded was limited, with the result that 80 candidates were refused in Cairo at the beginning of the present session for want of room. A satisfactory feature of these schools is the regularity with which the pupils attend, the average number of those in attendance in 1909 being 96 per cent. of the number on the registers, a percentage which compares favourably with other countries.

The quality of the teaching staff has also improved owing to the appointment of

students who have recently obtained their diplomas in place of a corresponding number of untrained teachers. No new teacher holding only the primary education certificate has been appointed during the present school-year, and the general situation in regard to this matter is that, of 436 teachers employed, 48 per cent. (as against 39 per cent. in the previous year) hold a teaching diploma or the diploma of a higher college or special school; 27 per cent. (as against 34 per cent. in 1908) hold the primary education certificate only, and 18 per cent. (as against 23 per cent. in 1908) hold no certificate at all. It must be mentioned that those who hold no certificate are mostly old teachers who were brought in before certificates existed.

In addition to the Government primary schools there exist many private schools of the same character, and the following table shows the number of these institutions, divided according to nationality :—

Nationality of Institution.					Number.	Number of Boys in attendance.
Egyptian	..	..	..	..	187	20,646
American	..	..	..	..	88	4,736
French ..	..	..	..	..	78	7,575
Greek ..	..	..	..	..	13	2,386
Italian ..	..	..	..	..	10	1,478
English ..	..	..	..	..	10	885
Various ..	..	..	..	..	7	899
Total	..	..	..	..	393	38,605

As only 12 of these establishments are under the inspection of the Ministry of Education, it is not possible to give an account of the quality of the work which is being done in the schools privately maintained. The statistics of the primary education certificate examination appear to indicate that progress is being made.

The number of candidates for the primary certificate, 4,750 in 1909 as compared with 4,140 in 1908, shows an increase of 610. The percentage of passes decreased from 42 per cent. in 1908 to 34 per cent. in 1909, the falling off being in some degree due to the failure of a large number of private candidates, of whom only 10 per cent. passed. 42 per cent. of the candidates from Government schools were successful as compared with 38 per cent. from private schools, which usually only send up candidates likely to succeed. The number of girl candidates was 40, as compared with 31 in the previous year, and 17 were successful.

The permission granted in 1908 to candidates for the primary certificate to answer all papers, with the exception of the language tests, in Arabic, English or French as they preferred was continued in 1909. Out of the 4,750 candidates, only 61 in geography and 7 in arithmetic selected English or French for answering the questions.

Of the total number of 1,634 successful candidates in 1909, 1,035, or 63 per cent., are pursuing a further course of study in the secondary schools or abroad; only 73 have been appointed to the Government service as compared with 166 in the previous year, so that it would seem that the time is approaching when this certificate will no longer be a sufficient qualification for an official career.

49. Secondary Education.

During the last two or three years there has been an increasing demand for secondary education, and great difficulty has been found in providing adequate accommodation. The number of students has grown very rapidly, rising from 1,033 in 1904 to 2,113 in 1908 and 2,243 in 1909, and it has been impossible to increase the number of classes in the same ratio. Two undesirable results have followed: in the first place, the proportion which should be maintained between the numbers in the different school-years has fluctuated; and secondly, the size of some of the classes has passed far beyond the accepted limit. To reduce these inconveniences restrictions have been placed on the number of new admissions, which amounted in 1909 to 533 as compared with 628 in the preceding year. Notwithstanding this measure, it was, however, still possible to receive all suitable applicants under 17 years of age.

The teaching of mathematics in Arabic has been extended to all the classes of the First and Second Years, and the teaching of arithmetic and geometry in the vernacular has been introduced into the Third Year. It is a very satisfactory sign that two

English teachers of mathematics who passed the advanced examination in Arabic, and were as an experiment entrusted last year with a few lessons in that language, are now able to undertake the teaching of geometry in Arabic.

Great difficulty has been found in recruiting Egyptian teachers for the work, and it cannot be denied that several of the masters provisionally appointed do not come up to the standard required for the secondary schools. Nevertheless it is stated that the students have made more progress this year than last, and further improvement may be looked for when better qualified Egyptians are available, and the English mathematical masters who are now studying Arabic become capable of giving instruction in the vernacular. The teaching of other subjects in the language of the country will be undertaken in due course.

The examination for the secondary education certificate in 1909 was held under new regulations. The most important change was the division of the examination into two parts; part I being an examination in the work of the first two years, and part II an examination in the curriculum prescribed for the Third and Fourth Years on the literary and scientific sides respectively. In and after 1912 no candidate will be allowed to enter for part II unless he has passed part I at least two years previously.

The results of part I of the examination in 1909 were as follows:—

	Number of Candidates.	Number successful.	Percentage successful.
Government schools	709	449	63
Non-Government schools	165	52	31
Private study	101	9	9
Total	975	510	52

Of the 510 successful candidates, 495 are continuing their studies in secondary schools (453 in Government schools and 42 in non-Government schools).

The following table gives the results in part II of the examination:—

Candidates.	Literary side.			Scientific side.			Total.		
	Presented.	Passed.	Percentage successful.	Presented.	Passed.	Percentage successful.	Presented.	Passed.	Percentage successful.
Government schools	158	128	81	137	85	62	295	213	72
Non-Government schools	171	77	45	41	12	29	212	89	42
Private study	175	23	13	41	4	10	216	27	12
Total	504	228	45	219	101	46	723	329	46

In 1908, 233 candidates, or 52 per cent., were successful, so that last year shows a smaller percentage from a much larger field. The number of candidates from non-Government schools and private study has increased in an even greater proportion than the number from Government schools.

Of the 329 successful candidates, 250 are now continuing their studies in higher colleges in Egypt or abroad. The number of those who have proceeded to foreign schools or universities has increased from 3 in 1907, and 33 in 1908, to 40 in 1909. 45 candidates are employed in the Civil Service, as compared with 38 in 1908, and 6 have found other occupations. The number of those returned as "unemployed" has increased from 10 in 1908 to 28 in 1909.

50. Female Education.

The most interesting development during the past year in connection with female education is the appointment of one of the former students of the Sanieh Training College as head-mistress of an important private school at Fayoum containing 150 girls, and of another trained woman teacher as vice-principal of the Boulak Normal School for

women teachers in Kuttabs; both these ladies are Egyptian Moslems. In addition to these, 18 Egyptian women are at present employed in teaching, after completing their course at the Sanieh Training College.

These appointments are a sign of the growth of the movement for female education in this country. The first schools for girls were regarded more as charitable institutions, and in 1899, out of 229 girls in the primary schools considerably more than 50 per cent. were free pupils. In 1904 free instruction was abolished, in the Sanieh Primary School, and despite an increase in the fees, the school has received the maximum number which can be accommodated. The same tendency is to be observed at the Abbas Girls' School, as may be seen from the following figures:—

Year.						Paying Pupils.	Free Pupils.
1907	..	..	..	..	..	84	52
1908	..	..	..	..	..	114	34
1909	..	..	..	..	..	122	25

At the present time 420 girls out of the 445 in attendance at the primary schools are paying pupils.

Turning to vernacular education, the number of girls taught in Kuttabs rose from 17,000 in 1908 to 21,000 in 1909, and during the last five years the number of girls' Kuttabs has increased by 44 per cent. and the number of pupils by 111 per cent. At the Boulak Normal School for women teachers in Kuttabs there are now 60 students undergoing training, and 14 passed the final examination last year, all but one of whom have received appointments.

51. School of Medicine.

During the year 16 students obtained their diplomas, 1 student died, and 17 left (13 of their own accord and 4 by superannuation); in October 50 new students joined. There are at present 206 students in the School of Medicine and one in the School of Pharmacy.

The Anatomical Department sustained a great loss during the year through the resignation of Professor Elliot-Smith, F.R.S., on his appointment to the chair of Anatomy at the University of Manchester. Dr. Bahgat Wahby, an Egyptian, was appointed in his place, and three demonstrators have been added to the staff to assist in getting the collection in the museum into order.

Four medical students were sent to England for a post-graduate course of study with a view to joining the teaching staff on their return. One was unfortunately obliged to resign on account of ill-health, but another is being sent in his place, and two more will follow shortly.

52. School of Law.

The number of students in attendance is 352, of whom 238 belong to the English and 114 to the French section. Last year the total was 373 (240 English and 133 French). The diminution on the French side is due to the reduced supply of candidates from the secondary schools who take French as their principal European language. In the French section applications were received from 18 students, and all were admitted; in the English section there were 90 applications for 53 vacancies, as compared with 71 for 49 places in 1908.

At the final examination in 1909, 72 candidates obtained the diploma, 38 in French and 34 in English. Of these, 10 have obtained Government employment, 20 are working without salary in the Parquet, and 5 have gone to France to continue their legal education; the remainder are inscribed as advocates in the Native Courts. I would again draw attention to the fact that there is a serious danger of the law as a profession becoming overstocked, if it is not so already. At the beginning of last year there were 580 practising lawyers on the roll of the Native Courts; 70 recruits a year would probably suffice to fill vacancies and allow for expansion. The Khedivial School alone could have provided this number in 1909, without taking into account the numerous Egyptians who study at the French School of Law in Cairo or in France.

An important change has recently been effected in the regulations for the yearly

examinations. Hitherto entrance to these examinations has been restricted to members of the Law School, but they will in future be thrown open to external students. A holder of the secondary education certificate will thus be able to present himself to all these examinations, and if successful to receive the diploma. The French School of Law, which has hitherto prepared students exclusively for the examinations of the Faculty of Law in France, has already made arrangements to utilize the facilities now offered so as to enable its students to qualify for the legal profession without making a series of journeys to France.

53. Training of Teachers.

The arrangements for training students to be fully qualified teachers and for providing courses of instruction for young teachers in actual service continue on the same lines as in previous years. There are now nine institutions providing a complete course of training, an additional normal school for men teachers in Kuttabs having been opened last September.

Of these institutions the most important are the Khedivial and Nasrieh Training Colleges. The former, intended for men teachers of the Effendi class, was moved in the course of the year into the buildings previously occupied by the Ministry of Education. The college is divided into two sections, the higher containing 70 students, as against 46 in 1908: the lower, 167 as against 120 last year. At the diploma examination last June, 9 students in the higher section were successful, 5 receiving appointments in secondary schools and 4 being sent to England to continue their studies. In the lower section, 4 obtained the diploma and were appointed to primary schools.

The Nasrieh Training College, on the other hand, is intended for Sheikhs. There are now 9 classes with 275 students, as against 10 classes with 303 students in 1908, the numbers having been reduced to prevent the supply of teachers exceeding the demand. At the diploma examination last June, 47 students were successful. All have received appointments, except 6 who proceeded to Europe to continue their studies.

The following tables show the output of teachers, trained (a) in whole or (b) in part, during 1909, and the number of students at the various training institutions, as compared with the previous year :—

(a.) STUDENTS undergoing a complete Course of Training.

Training Institution.	Students successful on completion of course.		Number of students in attendance.	
	1908.	1909.	1908.	1909.
Khedivial Training College, Cairo—				
(a.) Higher College (for men teachers of English, geography, history, mathematics, science, &c.)	..	9	46	70
(b.) Lower College (for men teachers of English, geography, mathematics, &c.)	..	4	120	167
Nasrieh Training College (for men teachers of Arabic, &c.)	19	47	303	275
Saniieh Training College (for women teachers of Arabic, English, &c.)	3	5	16	20
Boulak Normal School (for women teachers in Kuttabs)	22	14	60	60
Five normal schools (in Cairo and the provinces) for men teachers in Kuttabs	118	124	373	395
Students undergoing training in England	2	5	40	55
Total	164	208	958	1,042

(b.) TEACHERS in actual Service who receive Partial Training.

Training Institution.	Teachers successful on completion of course.		Number of teachers receiving partial training.	
	1908.	1909.	1908.	1909.
Khedivial Training Centre for men teachers in primary schools	23	25	68	21
Bi-weekly normal classes in Cairo and the provinces for men teachers in Kuttabs	632	724	2,355	2,292
Total	655	749	2,423	2,313

54. Educational Mission in Europe.

From the year 1907 onwards the Egyptian Educational Mission in Europe, which had been in existence for a considerable period, has been largely extended, and 20 students are being sent annually to Europe for a three years' course in various branches of study. The intention is to provide a supply of efficient Egyptian teachers for the schools more quickly than is at present possible with the means available within the country.

Of the 41 students in training in 1908-9, 7 have come back to Egypt; 19 more proceeded to England in the summer of 1909, one of whom was subsequently compelled by ill-health to return, so that there are now 52 students in all. Besides these 52 students in England, there are 3 preparing for the "Doctorat en Droit" at French universities. Five women students are also being trained for the girls' schools; three are at Stockwell Training College, London, and two at Homerton Training College, Cambridge.

With regard to the results of what must still be considered an experiment, the success of the students at examinations during the past year has not been especially remarkable; the most satisfactory work was accomplished by the two engineering students, and by the medical students who took up research work after taking their degree.

In addition to the students maintained abroad by the Government, there are 10 young Egyptians in England and 17 in France whose education is supervised by the Ministry. Further, an increasingly large number go independently to Europe to complete their education, and there must be approximately 100 in England and 300 in France, Belgium and Switzerland.

55. School for Kadis.

The school for Kadis is now in the third year of its existence and continues to justify the expectations of its founders as to its utility. The students have avoided the distractions of political agitation, and are devoting themselves with diligence to their work, which comprises instruction in religion, law, literature, mathematics, and physical science. The majority of the staff of instructors, *i.e.*, 24 out of 31, are taken from Ulema and students of El-Azhar who subsequently completed their studies at the Nasrieh Training College.

Last September there were 321 applications for admission, out of which 110 were chosen, bringing the total number of students up to 334. Of the new candidates, 107 were admitted to the lower section and 3 only to the higher section. As none of the students will complete the full five years' course of the lower section until June 1911, a further year must elapse before the higher section can be adequately filled.

56. Egyptian University.

The courses of lectures given in this institution have been increased from 5 to 8, and the following table indicates the subject-matter of the lectures, the language in which each is delivered and the number of students in attendance:—

Subject.	Language.	Attendance.
Arabic Literature.. ..	Arabic	133
Higher Mathematics .. ..	.. ..	63
Physical Science .. ..	.. ..	93
Arab Astronomy and Science .. ..	.. ..	51
English Literature	English	39
French Literature	French	77
Political Economy .. ..	.. ..	137
Lectures for Egyptian Ladies .. ..	.. ..	58

The inauguration of a course of lectures exclusively for ladies is an interesting departure; of the 58 lady students in regular attendance, 35 are Egyptians and 23 Europeans.

The University has been fortunate in receiving considerable encouragement from foreign countries; the Italian Government presented a complete set of laboratory apparatus and accessories to enable a course in physics to be undertaken; France has consented to receive and educate gratuitously 3 young Egyptians sent by the University; lastly, thanks to the assistance of several foreign countries, municipalities and learned societies, the University library already possesses a collection of 8,000 works.

The number of advanced students maintained in Europe at the expense of the University in order to form a nucleus of future professors has been increased from 11 to 19.

57. Agricultural and Technical Education.

During last year the equipment and organization of the new trades schools at Boulak, Luxor, Damanhour, Beni-Souef, and Toukh was taken in hand. The first three have already commenced work with 225 boys and 32 girls; the other two will be ready in the early part of 1910.

The sums collected locally for these schools amount to £E. 51,000, and an income of £E. 3,600 a year from the rent of lands with which they have been endowed is available for maintenance. In addition, annual grants will be made by the State and by the Wakfs administration. Progress has been made with a small trades school at Nag-Hamadi, and a scheme for a similar school at Sohag in the province of Girgeh, to give instruction in weaving, the chief industry of the locality, has been successfully launched.

The four trades schools of older date, namely, those at Abou-Tig and Fayoum, the Mohammed Ali School at Alexandria, and the Coptic trades school at Cairo, have made fair progress, the attendance at the end of December being 586 as compared with 442 in 1908, but the standard of work is not yet, however, equal to that in the model workshops. Five of the provincial trades schools have adopted a suggestion to include a section for agriculture and horticulture, and in four of the new schools special attention will be given to weaving, one of the oldest industries in the country.

A school of practical housewifery for girls has been instituted at Boulak, in addition to the trades school for boys. It will provide practical training for domestic service and for the duties of wife and mother, a matter of especial importance in Egypt, where among the poorer classes the laws of household economy and hygiene are unknown and infantile mortality is very high.

The chief difficulty encountered in organizing trades schools is to obtain a trained staff. The fact that all instruction is given in Arabic and that the schools depend for their work upon the orders of the local inhabitants points to the desirability of appointing native teachers. Workshop instructors are trained in the Boulak Technical School and the two model workshops, but it is difficult to keep pace with the demand. In order to provide native teachers for the higher technical schools four additional students have been sent to Europe, thus bringing up to 10 the number of those now taking technical courses abroad.

Turning to the six technical schools and workshops under the direction of the Department, the total number in attendance in 1909 was 956 as compared with 930 in the previous year, and in the final examinations 88 students out of 93 qualified for diplomas.

The number of students enrolled in the School of Engineering was greater than

in any previous year, namely, 112, of whom 67 were Moslems. All the 28 students of the fourth year were granted the diploma and 23 have entered the irrigation service.

The School of Agriculture is unable to accommodate all the applicants for admission, and out of 77 candidates in October last only 35 could be received. Of 138 students, all but 10 are Egyptians, and 80 per cent. are Moslems. A native vice-principal has recently been appointed and the post was given to one of the earliest students of the school, who was subsequently a successful member of the staff. Of the 14 students who passed the final diploma examination last June, 9 have found employment in Egypt and one has gone to England for further study.

In the Boulak Technical School there was inaugurated last October a section of industrial arts and crafts which will specialize in weaving, internal decorative work, and furniture making; an English instructor has been appointed and 11 candidates were admitted to the first year's course; the most promising students will be selected at the end of two or three years for further training in England. Another new feature has been the introduction of a practical course of training in the building trades.

42 applicants were admitted to the Mansourah Trades School, bringing the total attendance up to 90. A second teacher of drawing and mathematics and a mechanic instructor in the engineering workshop, both Egyptians, have been appointed. All the 16 students who completed the school course in July successfully passed the certificate examination, and have since found places in neighbouring workshops.

At the Boulak Model Workshops 61 boys completed their four years' training and obtained remunerative posts within a short time. The workshops have maintained the good quality of their work and an unusually large number of orders has been received. As an experiment, evening classes were started for boys who had finished the four years' course; 64 students were enrolled and the attendance was good.

The first four years' course at the Assiout Model Workshops was completed in December and there is good prospect of the first batch of 49 boys finding remunerative work. The attendance numbered 228 as compared with 199 last year. Boot and shoe-making was commenced in the saddlery section as being a trade likely to provide employment in the neighbourhood.

58. Khedivial Library.

The number of volumes in the library at the end of the year was 70,580. Of the new acquisitions, 2,267 volumes were added to the European department, for the most part works on English and French literature and jurisprudence. In the Oriental department there were 752 additions, but no manuscripts of much value.

There has been a decrease in the number of visitors to the reference rooms from 24,000 in 1908 to 19,000 in 1909, while in the exhibition rooms there were only 22,000 visitors, as compared with 41,000 in 1908. On the other hand, the number of volumes issued has risen from 24,000 to 25,000.

59. Conclusion.

The foregoing pages are written chiefly for the information of the public, both in England and in Egypt, who are interested in the affairs of this country, and I trust that it will be considered that, under circumstances of exceptional difficulty, the co-operation of the British and Egyptian officials in the service of His Highness the Khedive has succeeded in maintaining the normal rate of progress in the various departments of the State.

Before concluding I should like to add a few words for the benefit more especially of the Englishmen at present in the service and those who may be desirous of entering it. My observations are intended not so much for those in higher positions, to whom they will contain nothing new, but for the numerous class of junior officials, with many of whom I am unfortunately unable to be in personal contact.

Some uneasiness has been caused among the latter and apprehensions felt that their careers and prospects of promotion may be unfavourably affected owing to the fact that the efforts made during the last twenty years to train the young generation of Egyptians for administrative functions are now beginning to bear fruit, with the result that natives are becoming qualified to fill posts of responsibility hitherto held by Europeans. It may therefore be as well to explain how the matter stands, in order that these apprehensions may be dispelled. Notwithstanding the improvement in the

raw material out of which the native public service is made, there can be no doubt that a considerable number of higher posts must inevitably be filled for many years to come by Europeans, thus providing promotion for the existing generation. It is true that in proportion as the quality of the younger Egyptians in the service improves there will be less need for new recruits from Europe. This, however, will not affect the position of those already employed, and a reduction in the number of Europeans to be taken in future will ensure that the few who are selected can be sure of opportunities for making a satisfactory career in this country. It must nevertheless be borne in mind that success for the European in the Egyptian service depends in an even greater degree than elsewhere upon the merits of the individual, as the only justification for the employment of non-Egyptian officials is found in their possession of qualities which do not exist amongst the natives of the country. Hence a high standard is expected of the Anglo-Egyptian officials, and those who can support this test need be under no apprehension that their work will not be properly appreciated or in due course rewarded. Apart from the ordinary professional and technical qualifications necessary for any particular department, the Englishman who would make a successful career in this country should have the vocation for dealing with Orientals; and those who do not possess this vocation, or who have not the perseverance to cultivate the qualities which can supply its place, must not be surprised if they remain behind in the race.

The chief qualifications necessary for those who have to deal with Oriental races are briefly as follows: In the first place, a knowledge of the vernacular is indispensable in order to understand and keep in touch with the people. The transaction of business through interpreters is, as all who have worked in the East know well, an unsatisfactory proceeding, and greatly increases the danger of falling into the hands of unscrupulous subordinates—a risk to which Englishmen are specially liable. Secondly, one of the most essential requirements is to be able to sympathise with the feelings and ways of thought of the people—I would even add their prejudices. In his last report on Egypt* Lord Cromer laid great stress on this point, and I venture to recommend my fellow-countrymen here to refresh their memories by reading again his wise counsels on this subject. Lastly, success in Egypt depends upon the possession of tact and the power of self-effacement, and unlimited patience—indispensable attributes in the very difficult task which is set before Englishmen in this country. More will be effected by the exercise of these qualities than by giving too free a rein to the impulses natural to eager and energetic natures.

Lest it should be thought that any of the above remarks imply a lack of appreciation on my part of the services rendered by the great bulk of the English officials in this country, I hasten to add my conviction that they are carrying out their mission, under circumstances of great and increasing difficulty, with great zeal and devotion. I am quite conscious of the severe trials to which tact and temper are often exposed by the peculiar conditions under which they work; I fully recognise the general measure of success with which their efforts have been attended, and I trust that they will not allow themselves to be discouraged by the never-ending obstacles which impede the accomplishment of their task.

The greatest of these obstacles at the present time is, perhaps, the general want of confidence in the intentions of the occupying Power, which prevails amongst the unofficial upper and middle classes in this country, and causes every proposal brought forward by the Government to be viewed in a hostile spirit. The chief reasons for this unsatisfactory state of affairs are, in my opinion, the following: In the first place, a great part of the press, native and English, too frequently publishes articles and letters, generally anonymous, which can have no other effect than that of stirring up bad blood between the English and the Egyptians; secondly, want of sufficient knowledge and inherent mistrust appear to put almost insuperable obstacles in the way of the population comprehending that the British Government are actuated by disinterested motives in the exercise of their control over the affairs of the country; and, lastly, the unrestrained criticism of a few individuals, based on the assumption that Great Britain should occupy Egypt for her own benefit, is not only in itself unedifying, but sets an exceedingly bad example to those in whom we are endeavouring to encourage the good old-fashioned virtue of respect for authority. In spite of these difficulties the only sound course, in my opinion, is to persevere on the lines already laid down, namely, that British intervention in the affairs of this country is directed to the sole end of introducing and maintaining good administration, and gradually educating and accustoming the Egyptians to carry this on for themselves. The Englishmen engaged

* "Egypt, No. 1 (1907)," p. 100.

in this task must possess their souls in patience, in the hope that time will clear away misunderstandings, and that, in the end, all classes of the community, European and Egyptian, will recognize that British policy in Egypt in no way differs from that followed by Great Britain all over the world towards countries under her influence, namely, to place before all else the welfare of their populations.

I have, &c.

ELDON GORST

ANNEX I.

British Trade with Egypt in 1909.

THE import trade during 1909 has been bad, and the value of imports into Egypt from all sources has decreased by no less than £E. 2,869,500, or 11·4 per cent. The figures for the last two years are :—

								£E.
1908	..	..	..	..	..	..	..	25,100,000
1909	..	..	..	..	..	..	..	22,230,000

and the share of the principal countries is shown in the following table :—

				1909.	Proportion of Total Imports.	1908.	Proportion of Total Imports.
				£E.	Per cent.	£E.	Per cent.
1.	{	United Kingdom ..	..	6,744,000	30·3	8,265,000	32·9
		British possessions in the Mediterranean ..	..	174,000	0·8	279,000	1·1
		British possessions in the Far East ..	..	975,000	4·4	993,000	4·0
2.		France ..	..	2,899,000	13·0	2,980,000	11·6
3.		Turkey ..	..	2,642,000	11·8	3,193,000	12·7
4.		Austria-Hungary ..	..	1,433,000	6·4	1,632,000	6·5
5.		Germany ..	..	1,129,000	5·7	1,119,000	4·4
6.		Italy ..	..	997,000	4·4	1,188,000	4·7
7.		Belgium ..	..	678,000	3·0	726,000	2·8

It will be seen from the above table that imports from Great Britain have decreased by no less than £E. 1,521,000, although her proportion of the total has only fallen from 32·9 per cent. to 30·3 per cent. British possessions, while showing a decrease in value, maintain their place with 5·2 per cent. of the total.

The period of depression in the import trade has not yet disappeared, and it would be as well not to count upon any great improvement in the present year. The heaviest fall in 1909 was in metals, where the large decrease of £E. 993,000 was largely at the expense of Great Britain. Coal decreased by £E. 669,000, while textiles were £E. 590,000 less than in 1908. In both these categories Great Britain was again the chief sufferer. The following observation in the section of Sir Eldon Gorst's report dealing with the general trade of Egypt should, however, not be overlooked :—

“This large decrease in the value of imports is, however, to a considerable extent only apparent. Owing to a fall in price during 1908 subsequent to the formation of several of the yearly tariffs, the figures for that year bear an inflated value estimated at about £E. 1,000,000. During 1909 the exact reverse has happened, and a rise in price after the tariff had been drawn up caused the real value of the imports to be about £E. 1,000,000 more than the amount shown in the annual returns, which is that on which duty has been paid. The difference in the real value of the imports for the two years should thus be reduced by about £E. 2,000,000.”

The figures for the fourteen categories into which goods are divided by the Customs are as follows :—

Category.	Year.	Total.	United Kingdom.	British Possessions.	
				Mediterranean.	Far East.
		£E.	£E.	£E.	£E.
1. Animals and foodstuffs ..	1909	944,243	71,961	32,057	54,085
	1908	1,162,124	77,117	28,340	48,737
2. Hides and manufactured leather ..	1909	361,480	140,835	116	8,371
	1908	380,331	128,507	82	4,545
3. Other animal products ..	1909	75,000	17,975	62	228
	1908	90,533	3,566	174	129
4. Cereals, vegetables, and farinaceous foods ..	1909	3,688,874	200,347	100,536	460,508
	1908	3,784,677	303,634	197,123	407,048
5. Colonial wares and drugs ..	1909	1,131,804	87,247	78	81,662
	1908	1,181,993	100,312	58	92,462
6. Spirituous liquors and oils ..	1909	1,209,244	169,626	18,785	8,158
	1908	1,254,591	198,405	20,712	8,915
7. Papers, books, and printed matter	1909	355,183	72,735	39	88
	1908	382,627	74,294	11	138
8. Coal and wood ..	1909	2,689,092	1,173,662	354	3,578
	1908	3,358,568	1,520,463	249	8,275
9. Stone, earth, glass, &c. ..	1909	535,026	78,880	11,206	463
	1908	655,112	108,015	17,476	403
10. Dyeing materials and colours ..	1909	240,231	28,382	131	34,867
	1908	266,434	37,780	85	51,455
11. Chemical products, medicine, and perfumery ..	1909	728,033	109,237	633	33,084
	1908	729,988	101,215	5,249	38,571
12. Textiles ..	1909	5,864,943	3,463,619	4,215	283,899
	1908	6,455,600	3,744,979	4,828	324,340
13. Metals and manufactured metals ..	1909	1,966,329	934,118	701	1,574
	1908	2,959,396	1,649,074	561	3,199
14. Miscellaneous ..	1909	1,602,332	188,997	805	3,025
	1908	1,577,881	191,346	309	3,904
Total goods imported ..	1909	21,391,314	6,737,621	169,718	973,590
	1908	24,239,855	8,258,707	275,257	992,121
Tobacco, tobacc, cigars ..	1909	839,185	6,057	3,992	1,385
	1908	860,542	6,106	3,871	1,293
Total imports ..	1909	22,230,499	6,743,678	173,700	974,975
	1908	25,100,397	8,264,813	279,128	993,414

1. In spite of a large decrease, amounting to £E. 184,000, in the import of live stock, which is due to the almost total disappearance of cattle-plague in Egypt, cattle and draught horses, also mules from Cyprus, show an increase. The figures are £E. 12,119, as against £E. 10,615 for 1908 in the case of the former and £E. 6,567 compared with £E. 4,483 in the case of the latter.

Frozen meat from Australia has increased from £E. 19,981 to £E. 29,650. This meat is sold chiefly to the hotels, and there does not seem much prospect of a further increase in the trade, as there is but little market for it among the native population.

Fish from Great Britain has fallen from £E. 35,692 to £E. 27,024, the figure at which it was in 1907.

Cheese from Malta has decreased from £E. 11,203 to £E. 9,887. Owing to the high prices ruling, the value of the total import has increased, though the quantity is some 50,000 kilog. less than in 1908.

2. The bulk of the boot and shoe trade is in British hands, and the import from Great Britain has increased from £E. 65,000 to £E. 79,000. Austria comes next with £E. 20,000.

3. Candles were imported to the value of £E. 40,000, and nearly half this trade went to France, the share of Great Britain being only one-fortieth. It seems that the paraffin candles from Great Britain are not appreciated here by the natives, who prefer the stearine candle made in France, Holland, and Belgium. Tallow from Great Britain fell from £E. 21,000 to £E. 16,000.

4. Owing to a better harvest in Egypt the import of cereals is nearly £E. 100,000 less than in 1908. Wheat from Cyprus has fallen from £E. 67,249 to £E. 1,881. Australian wheat, on the other hand, increased from £E. 6,000 to £E. 9,624.

The quantity of rice from India has increased, although the value remains about

the same as last year, at a little over ££. 300,000. Saigon rice, which is slightly cheaper, seems likely to compete seriously with the Indian product.

The total import of flour has increased from ££. 1,753,000 to ££. 1,792,000, but Great Britain's share has fallen from ££. 292,045 to ££. 187,271, although this figure is still 30 per cent. higher than that of 1907. France easily heads the list with ££. 1,187,000.

5. Notwithstanding a decrease in the total import, coffee from Aden has increased from ££. 17,242 to ££. 21,921. Pepper from Singapore has fallen from ££. 33,507 to ££. 29,185. There is a noticeable decrease in English jam, which has dropped to ££. 41,025, compared with ££. 51,946 in 1908, while the import of jam from other countries amounts to ££. 39,405, showing an increase of about ££. 4,000.

6. The chief imports from Great Britain in this category are beer ££. 38,648, compared with ££. 40,589 in 1908; mineral waters, which show a slight increase at ££. 10,436; mineral oil, which, chiefly owing to competition from America, has fallen from ££. 12,313 to ££. 11,487, and cottonseed oil. This latter stands at ££. 15,034, compared with ££. 35,423 in 1908. American competition and increased local production are responsible for the decline.

Wine in bottles from Cyprus again shows a decrease at ££. 16,103, compared with ££. 18,098 in 1908.

7. In spite of a general decrease the share of Great Britain for stationery has gone up from ££. 32,656 to ££. 33,604, and for packing paper from ££. 6,790 to ££. 7,888. Printed matter, on the other hand, has dropped from ££. 30,799 to ££. 26,819.

8. The market for high-priced furniture is still very stagnant, and the import from Great Britain has again fallen back from ££. 36,836 in 1908 to ££. 29,322.

Coal shows a heavy decrease, the figures for 1909 being only ££. 1,119,106, compared with ££. 1,457,120 in 1908. Lower prices were chiefly responsible for the decline. A contributory factor, however, was the abundant summer supply of water due to the high Nile, owing to which the fellaheen were not obliged to use their irrigation machines to the same extent as in previous years.

9. There is a heavy fall in the import of British cement from ££. 50,523 to ££. 25,000. Belgian cement, which is of a cheaper quality, has remained at the same figure as in 1908. Slackness in the building trade has affected the import of plaster from Cyprus, the figures being ££. 9,484, compared with ££. 17,345 in 1908. For the same reason window glass from Great Britain has fallen from ££. 9,743 to ££. 5,373.

10. Indigo from India has again decreased from ££. 51,442 to ££. 34,849, while the artificial product from Germany has suffered only a slight diminution.

11. The general import of chemical manure has almost doubled—a healthy sign as far as Egypt is concerned. The bulk of the import comes, however, from Belgium and Chile, the share of Great Britain being ££. 9,936 or only about 5½ per cent.

The import of medicines has increased from ££. 78,602 to ££. 86,672, and the share of Great Britain from ££. 20,866 to ££. 22,261.

In scented soap and perfumes the proportional share of Great Britain has slightly increased, although the actual value is slightly less than in the preceding year, being ££. 11,550 as compared with ££. 13,396.

12. The figures of the principal items of this category are as follows:—

	Year.	Total.		United Kingdom.	
		Amount.	Value.	Amount.	Value.
Cotton yarns {	1909	Kilog. 2,459,473	££. 180,992	Kilog. 1,375,277	££. 108,836
	1908	3,024,910	228,942	1,301,715	112,626
Cotton fabrics {	1909	Metres. 43,647,865	702,641	Metres. 34,890,284	499,595
	1908	36,144,811	682,991	28,053,682	466,563
	1909	Kilog. 21,846,395	2,344,125	Kilog. 20,464,672	2,169,875
	1908	21,449,080	2,593,241	20,070,597	2,402,675
Pure wool fabrics... {	1909	Metres. 2,835,823	397,426	Metres. 1,123,535	186,931
	1908	3,026,485	451,729	1,435,741	232,522

	Year.	Total.		United Kingdom.	
		Amount.	Value.	Amount.	Value.
		Metres.	£E.	Metres.	£E.
Superior linen or jute fabrics {	1909	2,973,035	87,900	1,438,323	40,825
	1908	3,341,560	96,780	1,755,452	48,505
Mixed fabrics of jute, cotton, {	1909	..	197,698	..	25,943
wool, linen {	1908	..	261,582	..	29,914
Oilcloth {	1909	..	34,166	..	28,260
	1908	..	28,002	..	22,772
Lace, ribbons, embroidery, &c., {	1909	..	50,826	..	16,968
in cotton {	1908	..	53,114	..	17,509
Made-up linen {	1909	..	299,616	..	88,818
	1908	..	269,151	..	73,602
Clothing {	1909	..	266,020	..	36,573
	1908	..	278,047	..	22,716
Woollen carpets {	1909	318,484	50,170	281,945	42,985
	1908	361,072	59,707	326,504	51,659

The following table, taken from the journal of the British Chamber of Commerce, shows the sources of supply of Manchester goods during the last two years :—

Country of Origin.						1909.	1908.
						£E.	£E.
England	..	..	..	..	..	2,669,000	2,869,000
Italy	..	..	..	..	..	148,000	172,000
Austria	..	..	..	..	..	84,000	106,000
Germany	..	..	..	..	..	80,000	53,000
France	..	..	..	..	..	38,000	32,000
Other countries ..	..	..	..	..	..	26,000	43,000

The state of the trade in these goods at the end of the year was unsatisfactory. The reasons given in the journal above mentioned are: (1) A poor cotton crop in the Delta, (2) the difficulty of disposal of the large stocks of grain in Upper Egypt and the consequent lack of ready money among the fellaheen, and (3) the great fluctuations of cotton prices in New York, which have inspired dealers with a feeling of insecurity and caused them to reduce their purchases to a minimum.

13. The figures for the principal items are as follows :—

					Year.	Total.	United Kingdom.
						£E.	£E.
Wrought iron and steel	..	..	..	..	1909	233,922	23,452
					1908	349,270	134,354
Hardware	..	..	..	..	1909	329,388	117,981
					1908	416,908	202,892
Iron bedsteads	..	..	..	..	1909	59,661	57,957
					1908	63,883	61,694
Copper, brass, &c.	..	..	..	..	1909	179,096	129,927
					1908	293,184	223,309
Agricultural machinery	..	..	..	..	1909	163,296	126,610
					1908	170,314	151,026
Locomotives and traction engines ..	..	..	..	..	1909	1,783	1,447
					1908	146,408	70,200
Steam engines	..	..	..	..	1909	109,138	76,789
					1908	152,308	98,432
Motor-cars	..	..	..	..	1909	33,503	6,193
					1908	49,634	5,820
Electric machines	..	..	..	..	1909	62,949	22,479
					1908	90,536	36,698
Other machines, or parts of machines. .	..	..	..	..	1909	158,190	68,287
					1908	183,692	74,314
Rolling-stock	..	..	..	..	1909	14,925	461
					1908	265,620	218,414
Bar silver	..	..	..	..	1909	81,380	68,984
					1908	104,737	89,525

The last two years have witnessed a great shrinkage in the import of metals into Egypt. The figures for 1908 were £E. 1,000,000 less than in 1907, and those for 1909 show a similar decrease compared with the previous year.

The largest fall is under the headings of locomotives and rolling stock, practically none having been imported with the exception of about £E. 14,000 worth from Belgium.

The decrease in the import of wrought iron and steel has been almost entirely borne by Great Britain. Belgium, the second largest importer, has nearly maintained her place. This may be in part due to the cheaper quality of the Belgian article.

In spite of a considerable decrease in the total import of motor cars, the share of Great Britain has risen from £E. 5,820 to £E. 6,193.

14. The value of goods received by parcel post has increased from £E. 706,054 to £E. 760,898. Imports by parcel post from Great Britain show an increase of 22 per cent. over the previous year, which is due to the extension of the system of cash on delivery between the two countries.

Other increases from Great Britain in this category are lamps from £E. 4,271 to £E. 8,390, tar from £E. 8,833 to £E. 13,726, and instruments of precision, surgery, &c., from £E. 12,832 to £E. 18,532. Electrical apparatus from Great Britain has decreased from £E. 49,812 to £E. 43,415.

Exports.

The total amount of exports from Egypt in 1909, including cigarettes, was £E. 26,076,239, compared with £E. 21,315,673 in 1908.

The figures for the principal countries are as follows:—

	1909.		1908.	
	Proportion of total.	Amount	Proportion of total.	Amount.
	Per cent.	£E.	Per cent.	£E.
1. { Great Britain	50·2	13,099,910	52·3	11,147,800
{ British possessions in Mediterranean	0·0½	11,670	0·0½	9,022
{ British possessions in Far East	0·4	110,175	0·7	149,666
2. Germany	9·5	2,481,826	8·7	1,848,932
3. France	8·8	2,298,541	7·9	1,687,424
4. America	7·3	1,902,498	5·4	1,136,600
5. Russia	5·8	1,515,614	6·4	1,377,577
6. Austria-Hungary	5·0	1,291,848	4·8	1,030,072

The figures in this and the succeeding table are, however, misleading for purposes of comparison, as Sir Eldon Gorst points out in Chapter 9 of his report. "The amount of cotton," it is there stated, "exported in 1909 is higher than the average for the last three years, although the recent crop is a particularly short one. This is due to the fact that the 1908 crop was late, and consequently a larger proportion than usual was exported in the following year, while, on the other hand, the 1909 crop was pushed forward for export owing to the high prices prevailing in November and December. . . . The deficiency in this season's yield will not appear till the returns for 1910 are made up."

The share of Great Britain is shown in the following table:—

				Total.		Great Britain.	
				Amount.	Value.	Amount.	Value.
				Kantars.	£E.	Kantars.	£E.
Cotton	..	..	.. { 1909	6,952,480	21,477,745	3,407,445	10,524,915
				6,348,489	17,091,603	3,124,119	8,428,847
				Ardebs.		Ardebs.	
Cotton seed	..	..	.. { 1909	3,308,118	2,432,939	2,544,919	1,868,550
				3,741,654	2,470,996	3,154,558	2,086,643

N.B.—1 kantar = 44·928 kilogrammes.
1 ardeb = 198 litres.

The other chief articles exported to Great Britain were :—

						1909.	1908.
						££.	££.
Eggs	..	..	..	..	..	126,572	75,589
Oil cake .. .	..	..	..	..	..	240,044	214,700
Onions .. .	..	..	..	..	..	115,855	103,178
Wool .. .	..	..	..	..	..	58,290	50,344
Cigarettes..	..	..	..	..	..	63,422	64,309

R. H. CLIVE.

March 26, 1910.

ANNEX II.

Extract from the Report of the Judicial Adviser for the year 1909.

*Public Security and the Relegation Law.**

In dealing last year with the general state of crime, I observed that the main difficulty with which we had to contend was the impossibility of inducing the law-abiding portion of the community to co-operate with the authorities in the effective repression of crime by coming forward to give evidence of facts within their knowledge, and that, as a result of this attitude, the most dangerous and hardened criminals habitually escaped conviction and punishment. I referred, in this connection, to the opinion of the Ministry of the Interior, that a large proportion of the crime of the country was the work of a comparatively small number of individuals whose names were well known to the police, but who could not be reached, owing to this difficulty of obtaining evidence against them. I added that that Ministry therefore advised that measures should be taken, upon proof of general bad character, to put these persons in a position in which they could do no further mischief for some time.

As may be seen from the figures, crime continued to increase steadily throughout the first eight months of last year, and even those who were most opposed to repressive measures of an exceptional character were compelled to admit that a condition of affairs had been brought about, with which the ordinary legal and judicial machinery appeared to be inadequate to deal.

The following table, which shows the extent to which crimes of violence have tended to increase during the last three years, affords eloquent testimony to the gravity of the situation with which the authorities were confronted :—

	Crimes.			Homicide and attempted homicide.		
	1907.	1908.	1909.	1907.	1908.	1909.
January	194	190	238	73	44	98
February .. .	224	275	314	69	110	126
March	254	274	388	89	104	143
April	259	226	309	82	82	139
May	286	348	333	102	120	111
June	266	351	362	84	131	132
July	323	346	409	99	129	175
August	324	363	388	127	170	172
September .. .	292	329	312	118	156	136
October	284	280	257	123	129	103
November .. .	261	357	234	116	158	109
December .. .	321	316	284	132	131	114
Total	3,288	3,655	3,828	1,214	1,464	1,558

Since the existing powers of the administrative and judicial police had proved insufficient to enable them to discover the authors of criminal acts, once committed, and

* Law No. 15 of 1909, officially entitled; "Loi soumettant certains individus à la surveillance de la Police."

secure their punishment by the Tribunals, the remedy appeared to lie in the direction of increasing their powers to prevent the commission of the acts in question. The primary duty of the police is, after all, to prevent the commission of crimes just as the primary duty of the law-courts is to punish their authors when brought before them.

Under circumstances such as those above described, where, by reason of the failure of the population in general to assist their efforts, the police are reduced to a condition bordering on impotence, it becomes not only justifiable but imperative to strengthen their hands by the adoption of exceptional measures for curtailing the liberty of the criminal classes. In other words, in certain contingencies, the interests of society, as a whole, render it necessary to restrict within certain limits the freedom of a minority of its members who have shown themselves to be dangerous to the community, not only because they have been convicted of one or more criminal acts, but also because, by their general conduct and criminal mode of life, they have clearly manifested anti-social tendencies of so pronounced a character as to make their continuance at large a positive danger to their fellows.

The principle was well expressed by the eminent Italian statesman and late Prime Minister of Italy, Signor Crispi, in introducing on the 23rd February, 1888, in the Italian Chamber of Deputies, the Italian project of law concerning public security. I cannot do better than quote his words:—

“When crime follows upon crime, without our being able to collect sufficient evidence concerning them to bring their authors to justice, either because the latter ingeniously contrive to throw dust in the eyes of the police, or because, by methods of intimidation, they reduce victims and witnesses to silence; and if we have the firm conviction that certain persons, and no others, are the secret authors of such crimes, then their forcible removal from the scene of their exploits becomes a practical necessity of self-preservation to which, whether we like it or not, we are forced, in the end, to have recourse.”*

Under these circumstances, it was decided to have recourse to the principle of requiring sureties for good behaviour from individuals of the class above described. This principle of requiring sureties for good behaviour from persons whose present mode of life, or past history, justifies suspicion, is one with which English lawyers are very familiar. It has large application in our own criminal law.† Thence it has passed into the criminal law of British India.

In the Indian Code of Criminal Procedure (Act No. V, of 1898), there are several provisions in this sense. Certain magistrates may require suspected persons to execute a bond with sureties for keeping the peace in the future.

This power is given to the magistrate when he receives information—

(a.) That any person is taking precautions to conceal his presence within the local limits of his jurisdiction, and that there is reason to believe that such person is taking such precautions with a view of committing any offence; or

(b.) That there is, within such limits, a person who has no ostensible means of subsistence, or who cannot give a satisfactory account of himself.

The period for which the bond is executed may not exceed one year (section 109).

The same power is given to the magistrate when he receives information that any person within the local limits of his jurisdiction—

(a.) Is by habit a robber, house-breaker or thief; or

(b.) Is by habit a receiver of stolen property knowing the same to have been stolen; or

(c.) Habitually protects or harbours thieves, or aids in the concealment or disposal of stolen property; or

(d.) Habitually commits mischief, extortion or cheating, or counterfeiting coin, currency notes or stamps, or attempts so to do; or

(e.) Habitually commits, or attempts to commit, or abets the commission of offences involving a breach of the peace; or

(f.) Is so desperate and dangerous as to render his being at large without security hazardous to the community.

The period for which the bond is executed may not, in this case, exceed three years (section 110).

The fact that a person is an habitual offender may be proved by evidence of general repute or otherwise (section 117 (3)).

* See “Il digesto Italiano,” by Luigi Lucchini, Turin, 1899–1902, vol. ix, Parte terza—V° Domicilio Coatto—p. 719.

† See, notably, 42 & 43 Vict., cap. 49, sec. 25

If the security required is not given by the date fixed, the person ordered to give such security is committed to prison during the period for which security was ordered to be given (section 123).

Any person imprisoned for failing to give security may be released before the expiration of the sentence, whenever the magistrate considers that such release is without hazard to the community or to any other person.

I may also refer, in this connection, to the law of Italy. In that country a much more drastic and very interesting system is organized by the law of the 30th June, 1889, and the regulations of the 8th November following, concerning public security.

This law provided for two institutions known respectively as "warning" ("ammonizione") and "compulsory domicile" ("domicilio coatto"). Certain classes of rogues and vagabonds, with no ostensible means of livelihood, and certain individuals indicated by public rumour ("voce pubblica") as habitual criminals, are, after a minute investigation of their antecedents, solemnly "warned" by the president of the tribunal, who orders them to conform to certain rules as to residence, similar to those of police supervision, enjoins them not to consort with convicts, not to carry arms, etc. The effect of the "warning" lasts for two years, and the result of any violation of its terms is to subject the offender to substantial terms of imprisonment. The "compulsory domicile" signifies that persons who have been "warned," as well as those under police supervision who have incurred a certain number of convictions for specified offences, may, "if they constitute a danger to public security," be compelled to reside in another portion of the kingdom, or be confined in a penal settlement for a period of from one to five years. In practice, these persons are not sent to any other region within the kingdom—such a measure would obviously be a futile solution of the problem—but are relegated to eight penal settlements in certain islands in the Mediterranean.* The sentences to "compulsory domicile" are not awarded by the courts but are pronounced by provincial commissions, presided over by the prefect, and composed partly of judicial and partly of administrative officials. An appeal lies to a higher commission, considerably more numerous, but composed of the same classes of officials with the adjunction of a popular element in the shape of two members of Parliament.†

It will be observed that the principle which has inspired the Indian and Italian provisions, and which is becoming more and more recognized in modern criminology,‡ is that society has the right to take preventive measures against its more unruly members.

In short, for the old abstract notion of "crime," for which the punishment was identical in all cases, there is substituted nowadays the notion of the "criminal," whose guilt varies in degree according to circumstances of a more or less personal character, and whose punishment should likewise be varied, in consequence. It is to the influence of these ideas that we owe the modern legislation which has been enacted in almost every civilized country concerning juvenile offenders and habitual criminals. The problem is to be further discussed at the forthcoming International Congress of Criminal Law at Brussels, in August 1910, and at a preliminary meeting at Amsterdam, in April 1909, one of the principal questions to be submitted to this Congress was formulated in the following terms: "Dans quels cas déterminés par la loi, la notion de l'état dangereux du délinquant peut-elle être substituée à celle de l'acte délictueux poursuivi, et dans quelles conditions est-elle compatible, au point de vue des mesures de défense sociale, avec les garanties de la liberté individuelle?"§

Other examples of this principle might be cited, but enough has been said to illustrate the theory on which the Egyptian legislator has proceeded in framing Law No. 15, 1909. The principal provisions of this law may be summarized as follows:—

1. *Persons to whom it applies.*—Article 1 lays down the scope of its application in the following terms:—

"Tout individu notoirement connu comme ayant l'habitude d'attenter à la personne ou à la propriété d'autrui, ou de se livrer à des menaces contre la personne ou la propriété, pourra être renvoyé sous la surveillance de la police."||

* In 1898, 1,291 persons were sent to these penal settlements which contained at the beginning of that year a population of 2,682 persons.

† Cf. also the two Italian laws of July 19, 1894, and July 17, 1898, concerning anarchist outrages which also provided for the relegation of suspected persons by provincial commissions.

‡ Cf., e.g., "Revue de Droit pénal et de Criminologie," janvier 1910, p. 6: "Les êtres dangereux par état."

§ Voir "Revue de Droit pénal et de Criminologie," numéros de mai et de juin 1909.

|| For translation of the whole law, see "Egypt, No. 2 (1909)": Cd. 4734.

2. *Evidence*.—The proof of the dangerous character of the individual is his public reputation, “la notoriété publique,” (see Art. 6 of the Law), that is, “la voce pubblica” of the Italian law above referred to. It is not necessary to prove his participation in any specified offence, but only to establish a general criminal mode of life, dangerous to the community in which he lives. A number of suspicious facts supported by corroborative evidence must, therefore, be adduced against him from which it may be inferred that he is persistently leading a dishonest and criminal life. Previous convictions are, of course, a primary basis of appreciation, especially when they refer to crimes of violence against the person, or against property, or to threats of such crimes. The fact that he has been prosecuted for such offences may suffice to raise an unfavourable presumption against him, even though the prosecution has failed, if an examination of the “dossier” leads to the conclusion that he has escaped conviction rather because the chain of evidence against him, though strong, was not strong enough to convince a court of law than because his innocence was in any way vindicated by the trial. Such a presumption will be materially strengthened in the case of a man who has been prosecuted more than once, even though unsuccessfully. The evidence of police officers, watchmen, village sheikhs, omdehs, &c., as to common repute, will form a secondary source of proof. Finally, there will be the evidence of persons who live in the same village as the accused, or in neighbouring villages, and who testify to his reputed mode of life and general bad conduct.

3. *Jurisdiction*.—The body entrusted with the power of ordering such persons to be placed under police supervision is a special commission composed—as in Italian law—partly of administrative, and partly of judicial elements. The Moudir, or Governor, is the president, and he is assisted by two “notables,” or prominent citizens, domiciled in the province where the commission sits, chosen by lot from a list of twenty, for each Moudirieh or Governorate, nominated by the Minister of the Interior, in accord with the Minister of Justice. They correspond, as a popular element, to the members of Parliament of the Italian law. To these members there is added a judicial element in the shape of the president of the Native Tribunal and the Chef du Parquet, whose special rôle it should be to keep a check on the equity of the procedure followed, and to see that accused persons have the fullest opportunity of defending themselves. These latter may also be defended by counsel (Art. 5).

4. *Police Supervision*.—If, after hearing the evidence for and against the accused, the commission comes to the conclusion that it is established, by common repute, that he comes within the category of persons described in Article 1, it orders him to be put under police supervision,* in the place of his residence, for a period not exceeding five years (Art. 6).

5. *Security for Good Behaviour*.—Whilst ordering a person to be put under police supervision, the commission may, by the same order, require him to give security to be of good behaviour for the future (Art. 7). The commission decides whether such security is to consist in the production of a person or persons willing to stand surety for his future good behaviour, or whether it shall take the form of a deposit of money. In either case, the commission fixes the amount of such security, having regard to the circumstances of the case and the situation of the accused (Art. 8).

6. *Compulsory Residence*.—If, within a maximum period of fifteen days from the date of the final decision, the person ordered to give security has failed to do so, or if, having produced a surety, the latter has not been accepted by the authorities, under the terms of Art. 8, or has subsequently been discharged from his obligation and not replaced within fifteen days, under the terms of Art. 9, the Minister of the Interior assigns to such person a place of residence, on Egyptian territory, at which he is required to pass the period of his police supervision (Art. 11). Further, persons already under police supervision who are thereafter convicted of any crime, or of a misdemeanour of theft, cattle-poisoning, crop-destruction, or escape from supervision, are similarly required to reside at the locality assigned to them. This locality is, at present, the Oasis of Kharga, where labour camps have been established. Those who are relegated to this establishment are not required to work, unless they choose to do so, and may have their families to reside with them. The system, therefore, though in the nature of a penal settlement, is not penal servitude. It is simply the isolation

* Police supervision is, at present, regulated by the decree of June 29, 1900, modified in some of its provisions by Law No. 16, 1909. A person under police supervision is subjected to certain restrictions on the liberty of his movements. He may choose his own residence, but having chosen it cannot change it at will. Moreover he has to notify the police of his presence at the place of his residence at stated intervals

of dangerous criminals for a specified period. If they choose to work, work is provided for them, and they receive a daily payment for their labour (Art. 19).*

7. *Appeal*.—A right of opposition is reserved to persons condemned by default which may be made within three days of the notification of the judgment to the accused at his domicile, if known, and if not, at the Parquet (Art. 10). If the person ordered to give security has not been previously convicted of crime, he may appeal from the decision ordering him to give security, and on the question of security only, to a committee sitting at the Ministry of the Interior and composed of the Minister, as president, and two high legal functionaries as members, viz., the President of the Native Court of Appeal and the Procureur Général of the Native Tribunals.†

In all other cases there is no appeal.

8. *Conditional Liberation*.—Any person condemned to police supervision, under the provisions of this law, may, by order of the Minister of the Interior, be liberated from supervision before the expiration of the period fixed in the sentence, if there are sufficient grounds for believing that he is reformed (Art. 17).

9. *Assize Courts*.—Finally, it is provided that Assize Courts, when acquitting, for lack of proof, any person accused of murder, attempted murder, theft or attempted theft, crop-destruction, cattle-poisoning or arson, may, nevertheless, if convinced that the accused comes within the category of persons defined in Article 1, apply to him the provisions of this law (Art. 21).

Such are the principal features of this law. It is, perhaps, open to criticism in its details, but the fundamental principle on which it is based—one which, as before observed, is becoming more and more recognized in modern criminology—viz., that the segregation for lengthy periods of specially dangerous criminals is justifiable, even though their participation in specified offences may not have been and cannot be established, is, in my opinion, unquestionably sound.‡

More particularly in an oriental community, subject to a foreign system of law, which the mass of the population neither understands nor appreciates—and which is, indeed, in many respects, unsuited to their requirements—a state of affairs may gradually be brought about with which the ordinary law-courts and their agents are—at any rate, for the time being—powerless to cope. Such has been, in the opinion of those best qualified to judge, the condition of affairs in Egypt for some time past; and doubtless the best proof that their opinion was correct is to be found in the almost immediate effect produced by these commissions on the criminal statistics.

As appears from the table already given on p. 56, crime had been steadily increasing for years. From 3,288 in 1907, it rose to 3,655 in 1908, and more particularly homicide and attempted homicide rose from 1,214 in 1907 to 1,464 in 1908. During the first eight months of 1909, this progression steadily continued, viz., 2,741 in 1909 as against 2,373 for the corresponding period of 1908; and 1,096 homicides and attempted homicides, as against 890 in the previous year. But from the time the new law came into force, this progression was arrested and a diminution substituted in its place. In September 1909 there were 312 crimes, as against 329 in September 1908; in October, 257 as against 280 in October of the previous year; in November, 234 as against 357 in November 1908; and in December, 284 as against 316 in December 1908.

Homicides and attempted homicides similarly diminished from 156 to 136, 129 to 103, 158 to 109, and 131 to 114, in the months of September, October, November, and December respectively.

The figures for homicide and attempted homicide, month by month, for the last three years, show a remarkable progression throughout the first eight months of 1909, followed by a no less remarkable decline in the last four months of that year. They are as follows:—

* The Italian law requires all able-bodied persons to work, but in return allows them the whole product of their labour without any deductions (see regulations of November 8, 1889, for the execution of the Law of Public Security of June 30, 1889, Art. 102).

† This body thus consists of three distinguished native lawyers.

‡ I observed last year on this head that “satisfactory proof may sometimes be obtained that an individual is living by crime where evidence cannot be obtained sufficient to establish participation in any particular case or cases.” (Report for 1908, p. 9.)

Month.	Homicide.	Attempted homicide.	Month.	Homicide.	Attempted homicide.
January—			July—		
1907	47	26	1907	54	45
1908	25	19	1908	70	59
1909	55	43	1909	101	74
February—			August—		
1907	49	20	1907	77	50
1908	67	43	1908	108	62
1909	75	51	1909	106	66
March—			September—		
1907	51	38	1907	72	46
1908	52	42	1908	82	74
1909	93	50	1909	77	59
April—			October—		
1907	52	30	1907	79	44
1908	55	21	1908	69	60
1909	70	69	1909	61	42
May—			November—		
1907	64	38	1907	70	46
1908	84	37	1908	97	61
1909	63	48	1909	61	48
June—			December—		
1907	55	29	1907	79	53
1908	68	63	1908	77	54
1909	79	53	1909	70	44

The law has been applied with moderation, and the 283 persons actually sent before the commissions last year were selected by the Ministry of the Interior from a list of upwards of 1,200 persons considered dangerous, and this list itself was compiled from a much larger list of persons indicated by the local authorities as bad characters.*

Moreover, so far as I have been able to ascertain, the decisions of the commissions concerning the persons sent before them were, almost invariably, unanimous. It seems, therefore, clear that these bodies have exercised the responsible powers entrusted to them with a degree of harmony which could scarcely have been anticipated. It would, however, be too much to hope that such concord among such heterogeneous elements should continue to prevail when more doubtful cases are brought before them, and, on all accounts, there can be little doubt that their powers should be ultimately transferred to the law courts: accused persons being tried by the ordinary judges on the definite issue of habitual criminality, as is done under the recent English Act for the prevention of crime.† It may be hoped that after the present commissions have been in operation for some short time longer, the emergency which justified their institution will have passed away, and the population will have learnt to come forward and give evidence before the law courts with the same freedom and fearlessness as they appear to have displayed at the sittings of these commissions. In a report I have received from an experienced judge, who sat on one of these commissions, it is observed with considerable force:—

“If witnesses would come forward and speak the truth before the law courts, and furnish proof of their statements with the same courage, frankness and loyalty as the witnesses who appeared before these commissions, no criminal would escape the just punishment of his crimes, and peace and tranquillity would be restored to the country.”

* In one Moudirieh alone, the local authority, composed of the local head of the police (Mamour) and two notables, sent in a list of some six hundred persons who were “notorious bad characters” and ought all to be sent to the Oasis.

† Prevention of Crime Act, 1908 (8 Edw. VII, cap. 59, sec. 10-16).

Sir E. Gorst to Sir Edward Grey.—(Received April 2.)

Sir,

Cairo, March 26, 1910.

I HAVE the honour to submit my report on the affairs of the Soudan for the year 1909.

I.—GENERAL.

1. General Situation.

Throughout the year 1909 the main preoccupation of the Soudan Government has been to ensure strict economy in all branches of administrative expenditure, in order to increase the funds available for the economic development of the country. At the same time, the general standard of administrative efficiency has been maintained by taking steps to improve the revenue where this could be done without hardship to the population. The only considerable undertaking carried out in 1909 was the extension of the railway southwards from Khartoum to Wad Medani, the cost of which has been advanced by the Egyptian Treasury. The funds necessary for continuing the line as far as the White Nile near Goz Abu Guma, and constructing a bridge over the river at that place, are also being provided by Egypt, and it is hoped that both works will be finished towards the close of 1910. The bridge spanning the Blue Nile at Khartoum should be completed in a few months.

By the death of King Leopold, the Lado Enclave reverts to the Soudan. The measures necessary for the effective occupation and administration of this new province are now under consideration.

At the commencement of 1910, a change of some importance was introduced into the system under which the Soudan is governed. For the last year or so it had been the practice of the Governor-General to assemble an informal council, composed of certain of the higher officials, for the purpose of asking their advice upon important matters; and it was thought that the time had arrived when it was desirable to go a step further and create a duly constituted Council to be associated with the Governor-General in the discharge of his executive and legislative powers. The view taken was that such a body would conduct its deliberations with a greater sense of responsibility than could be expected under the informal conditions which had hitherto prevailed, and would prove a valuable safeguard against precipitate action on the part of the executive, or the adoption of insufficiently considered measures. The proposal was approved by the British and Egyptian Governments, and an ordinance putting it in force was duly promulgated in January last. The Council is composed of the Governor-General as president, four *ex officio* members, and from two to four additional members appointed by the Governor-General. The latter provision will enable a non-official element to be included, whenever such a course appears expedient. The present scheme is in some respects inspired by the analogy of the Executive Council of the Governor-General of India, and, as is the case in India, the Governor-General is given power to overrule decisions of the Council. Subject to this proviso, all questions are decided by a majority of the Council. Any member dissenting from a decision may ask that his reasons be recorded on the minutes of the Council, and the Governor-General is obliged to record his reasons in the event of his overruling the majority. Amongst the matters which will be brought before the Council and formally decided by the Governor-General in Council are proposed laws and regulations; the annual budget, and all supplementary credits, whether out of the reserve fund or out of current revenue; and in general all administrative and legislative matters which the various Departments consider of sufficient importance to submit to the Council or which the Governor-General himself may wish to refer to it. In respect of other matters which may come up for discussion, the Council will act as an advisory council to the Governor-General.

Both Sir R. Wingate and I anticipate that the new system will tend to promote administrative stability and continuity of policy in Soudan affairs, and will prove a very useful part of the machinery of government.

2. Public Order.

Unlike 1908, the past year has been comparatively free from disturbances of a serious nature. Only on one occasion had an armed force of any size to be employed, and the Nuba mountaineers were again the cause of the trouble. Captain Black, inspector of southern Kordofan, was fired upon and slightly wounded close to the scene of the previous year's operations. The surrender of the men responsible for this outrage having been refused, a patrol was sent to punish the mountaineers. The operations were successful, and 153 head of cattle were seized, the enemy losing 6 men. There were no casualties among the Government troops.

The Khor Filous Dinkas also gave trouble by refusing to pay the herd tax, but the appearance of the inspector, Mr. Struvé, with a small force under Captain Wood-Martin soon brought the tribesmen to their senses. A fine was inflicted and the tax paid without further demur.

3. Frontier Affairs.

(a.) *Erythrean Frontier.*

Cordial relations continue to exist between the Erythrean and Soudanese local authorities, and questions arising on or near the frontier have been settled amicably by the officials on the spot without the intervention of the central administration on either side.

(b.) *Abyssinian Frontier.*

In 1909 a raid was again made by Abyssinians on a village in Soudan territory, resulting in the death of one man and the abduction of a woman and her four children, but on this occasion reparation was made and the woman and children restored to their home. This is the first time that any serious attempt has been made by the Abyssinian authorities to check raids or make restitution, and this case will doubtless have a reassuring effect on the Soudanese tribes near the frontier.

The delimitation of the only remaining gap in the boundary was carried out by Major Gwynn in the autumn. The frontier runs from the summit of the Birino Mountain (central peak) to the source of the tributary of the Akobo river, which is followed to its junction with the Akobo. Thence it proceeds along that stream to its confluence with the Pibor.

(c.) *Western Frontier.*

It is reported that the Government of the French Congo have established a post, in charge of a French officer, close to the boundary. If this rumour be confirmed, the local officials of the two Governments will be able to get into touch and to co-operate in preventing attempts at trading in slaves or arms.

The occupation of Abesher, the capital of Wadai, by the French was followed by the arrival in Darfour of several Wadain chiefs with a large following of homeless fugitives. It is to be hoped that their presence may not have an unsettling effect on Darfour affairs. The success of the French arms has brought the administrative influence of a friendly Power up to the frontier of the Soudan and should have the effect of dealing a severe blow to the Central African trade in slaves and arms, of which Abesher was formerly the centre.

A year ago news was received that Ali Dinar, Sultan of Darfour, had at last been successful against Senin, the Governor of Kebkebia, with whom he had been engaged in hostilities for some time past. Senin himself is reported to have been killed and his force to have been dispersed.

4. Missionary Work.

The girls' school at Khartoum has now an attendance of 143 children. The boys' and girls' schools in Omdurman are progressing satisfactorily; the latter has 60 children on its books, and it is of interest to note that it is largely attended by children of Soudanese parentage.

Bishop Gwynne gives encouraging reports of the mission work on the Upper Nile. The confidence of the Dinkas has been won and the advantages of medical aid

are beginning to be appreciated. Industrial instruction is regularly imparted to about 40 people.

The American Mission has in the Soudan four boys' schools and a day and boarding school for girls. The total number of pupils is 486. At the mission station on the Sobat river a great deal of useful work, medical, industrial, and educational, has been done. Doctor Lambie has in the course of the year performed some 30 operations and treated over 2,000 patients belonging to the Shillouk, Dinka, Anuak and Nuer tribes.

The Austrian Mission maintains four schools and several mission stations, two on the White Nile, and three in the Bahr-el-Ghazal. At all these places the confidence of the natives is being steadily gained and they are being initiated into the beginnings of civilization by means of elementary education and instruction in agriculture, tailoring, carpentering, and smithing. Dispensaries and a room for the sick are attached to three of the stations.

5. Exploration and Surveys.

No exploring expeditions of special interest have been undertaken during the year, but the officials in the outlying districts, notably Captains Dove and Jennings Bramly in the Mongalla Province, Captain Black and Messrs. Willis and MacMichael in Kordofan, have all done useful work. Captain Kelly made an expedition through south-west Abyssinia, returning to the Soudan through the Beni Shangul country, and compiled an interesting report on the country through which he passed. Captain Coningham has also done good work in correcting the maps of the northern portion of the Bahr-el-Ghazal province.

The cadastral survey has made satisfactory progress. The staff of settlement officers has been strengthened in the Gezira so that both survey and settlement work may proceed at the same rate. At the present rate the Blue Nile province should be finished in about four years' time. In Mesellamia the settlement party, under Judge Peacock, completed, as the result of two years' work, the registration of an area of about 325 square miles, and, in addition, about 200 square miles have been demarcated ready for survey, and 185 miles of tracks marked out. In the Kamlin district Mr. Corbyn and his party have now finished work over 175 square miles and the properties in an equal area have been demarcated. The work included the settlement of the ownership of properties as to which disputes and feuds, often resulting in bloodshed, had for generations been rife between the rival tribes.

Mr. Bonham Carter, the legal secretary, writes :—

“ Good progress has been made by the land settlement parties, and the benefits of the work which has been accomplished are already beginning to be realized. Litigation in connection with land has diminished, the disputes and fights over boundaries, which were a usual accompaniment of the fall of the rains and the commencement of cultivation, have practically ceased where boundaries have been demarcated and the land surveyed. Owners are assured that their titles will be respected and that their fortunes are bound up with those of the Government. Dealings with the land are facilitated and an equitable basis for land taxation has been provided.”

Survey work has proceeded at a satisfactory rate in the Halfa, Berber, and White Nile provinces and in the town of Omdurman, and great credit is due to Captain Pearson, Director of the Department, for the results achieved in this branch of the administration.

II. ECONOMICS.

6. Labour and Population.

Approximate estimates made by the Governors of provinces show a steady increase in the population of the Soudan, which may now be roughly put at 2,400,000.

The want of a sufficient labouring population for the agricultural districts is one of the great difficulties to be faced in the development of the Soudan; but natural causes, which are being given free scope by an era of peace and security, are rapidly working towards a solution of the problem.

With a view to preventing vagabondage and helping the Soudanese who are willing to work, a labour bureau has been instituted for the registration of available labour. The working of the scheme, the success of which is greatly due to the untiring efforts of Captain Symes, has been facilitated by the fact that both private and Government employers have all co-operated in supporting the new organization.

7. Agriculture.

From an agricultural point of view the most important development during the year is the promise given by the Irrigation Department that, on the completion of the raising of the Assouan dam, it will be possible to double the allowance of "summer" water available for the Soudan, which at present is only sufficient for 10,000 feddans. This decision will encourage land reclamation and the development of cultivable land, and will tend to improve the possibilities of the Soudan as a cotton-producing country. The British Cotton Growers' Association are interesting themselves in the Soudan from this point of view, and are being supplied with all available information on the subject. The main point to be borne in mind is that the development of cotton cultivation is a matter of money, and that the requisite funds must be found by private enterprise. So far as quality is concerned it is now recognized that some parts of the Soudan are capable of producing cotton equal to that grown in the Delta.

No new land concessions were granted during the year, and there have been but few applications for agricultural land. The Soudan Plantations Syndicate at Zeidab has, however, been granted an option to take up a further large area adjoining its present concession. The syndicate has also been given permission, for a period of three years, to irrigate from its existing pumping installation some 1,400 feddans of native-owned land in the neighbourhood. This experiment has been received with favour by the people, and it is hoped that it will encourage private enterprise to take up the idea of providing irrigation facilities for riverain lands owned by natives.

Both rainfall and flood have been good this year, and the country has been free from pests. Agriculture has prospered, and there is a net increase in the area of land returned as cultivated of 432,590 feddans. In the artificially irrigated area there is a slight diminution, probably due to the fact that many holdings formerly irrigated by water-wheels have this year come under flood cultivation, which shows an increase of 133,000 feddans. The area of rain cultivation exceeds that of 1908 by 313,518 feddans. The crops in general, especially dukhn, dhurra, and sesame, have done well. The two latter rain-grown crops comprise practically the whole of the grain export from the Soudan. The diminution in last year's cotton yield is accounted for by a falling off in the returns from Tokar, where the area cultivated depends on the uncertain quantity of the Baraka flood.

8. Woods and Forests.

As I mentioned last year five experimental rubber plantations are now under observation; it is reported that both Para and Ceara rubber seem likely to do well in the southern plantations on the Bahr-el-Jebel, but it is doubtful whether the three northern plantations will prove a commercial success. The plantation of Ceara rubber at Wau in the Bahr-el-Ghazal continues to make satisfactory progress.

One of the chief needs of the Soudan is an efficient system of fire-protection for the large and valuable forests with which the country abounds. The area in which such protection was attempted this year amounted to 191 square miles. The riverain belts of the Sennar reserves have now been protected for four years in succession, and the beneficial effect on natural reproduction in the mixed forest is already most marked.

9. Trade and Customs.

The experience of the last three years tends to show that the Soudan has a sound commercial future before it as an exporter of raw materials and foodstuffs. In addition to staple products such as gum, ivory and ostrich feathers, which at first constituted the main resources of the country, livestock, hides and skins, rubber, beeswax, mother-of-pearl shell, wheat, dhurra, barley, cotton and cotton-seed, oil seeds (sesame and ground nuts), dates, senna and gold now appear, in a greater or smaller degree, on the export list.

The value of maize exported has grown from £E. 8,000 during the whole twelve months of 1906 to £E. 128,000 for the first nine months of 1909, but the demand in the latter year was abnormal owing to the partial failure of the Egyptian crop in 1908. It may, however, be hoped that Egypt, having learned to appreciate the good qualities of Soudan maize, will in future supply her deficiencies from that country rather than from abroad.

The cultivation of sesame is increasing rapidly, and this product has begun to find

a market in Europe. Egypt alone imports this article to the value of £E. 100,000 annually, and the Soudan should have good prospect of getting possession of this trade. Wheat, again, is an article which might well be supplied to Egypt from the Soudan, especially in view of the projects for basin irrigation now being carried out in the Dongola province.

A most remunerative commerce which should be fostered between Egypt and the Soudan, and which is equally in the interests of both, is the cattle trade. Egypt requires meat and cattle for agricultural purposes; the Soudan contains enormous supplies of cattle, sheep and goats, which are at present valueless for want of a market. The practical difficulty in the way of developing a large and remunerative trade in this direction is the constant recurrence of cattle plague in the Soudan, rendering it obligatory on Egypt for her own safety to prohibit the entry of Soudanese animals. The veterinary services of the two countries are now engaged in elaborating a plan whereby Soudanese cattle could be kept in quarantine locally, under proper supervision, and only allowed into Egypt when proved to be immune. Should the contemplated measures prove a success, the export of live animals ought shortly to become one of the most valuable resources of the Soudan.

The amount of gum sent out of the country has increased since last year by over 3,000,000 kilogrammes. It is hoped to develop this source of revenue and encourage the production of Tall gum by letting out to private enterprise suitable areas in the Government forests on the Blue Nile.

The Customs returns, which represent the results of the first nine months of the year, show that imports of merchandise have decreased by 5 per cent. and imports of specie by 56 per cent., while exports have increased by 36 per cent. The falling off in imports is doubtless due to the causes which have produced a similar effect in Egypt, and it may be observed that the imports from Egypt itself have fallen from £E. 679,000 to £E. 610,000, the categories in which this decrease is most noticeable being tobacco and cigarettes and cotton piece-goods. Of the total imports, 37 per cent. were on account of the Government, and 63 per cent. for the public. The total exports have increased in value from £E. 403,000 to £E. 564,000, and those sent directly to Egypt from £E. 239,000 to £E. 332,000, the latter rise being the result of the large export of maize, to which allusion has already been made.

The Customs Administration has now been organized on sound lines, and is working, under the capable direction of Major Hayes-Sadler, in an efficient and satisfactory manner.

III. FINANCE.

10. Estimates for 1910.

The estimates for the current year, as compared with those for 1909, stand as follows:—

	1910.		1909.	
	£E.	£E.	£E.	£E.
Revenue—				
(a.) Provinces	340,000		300,000	
(b.) Departments and other services ..	699,000		656,000	
(c.) Local provincial services ..	61,000		58,000	
Contribution by Egyptian Government	198,000		208,000	
Total	..	1,298,000	..	1,222,000
Expenditure—				
(a.) Provinces	315,000		304,000	
(b.) Departments and other services ..	918,000		860,000	
(c.) Local provincial services ..	61,000		58,000	
Total	..	1,298,000	..	1,222,000

It will be seen that the estimates provide for an increase of £E. 76,000 in the ordinary expenditure over that of 1909, and for a further reduction of £E. 10,000 in the annual contribution made by the Egyptian Government.

11. Accounts of 1909

The revenue of the Soudan, which in 1899 stood at £E. 126,000, has in 1909, for the first time, exceeded a million, the actual amount realized being £E. 1,040,200.

Leaving out of account the annual contribution of £E. 335,000 granted by the Egyptian Government and the £E. 127,000 repaid by the Soudan to Egypt for the maintenance of the Egyptian army across the frontier, the financial results of the year are approximately as follows :—

				Budget Estimates.	Approximate Results.
				£E.	£E.
Receipts	..	..	..	1,014,000	1,040,000
Expenditure	..	..	..	1,222,000	1,153,000
Deficit	..	..	..	208,000	113,000

The net result has therefore been better than the estimates by about £E. 95,000, which sum will be carried to the credit of the Reserve Fund. The revenue realized has exceeded the estimate by about £E. 26,000, of which £E. 15,000 is accounted for by an improvement in the receipts of the land-tax and £E. 6,000 in those of the animal-tax.

The following table shows the approximate receipts from the main sources of revenue, as compared with the actual receipts of the three previous years :—

				1906.	1907.	1908.	1909. (Approximate.)
				£E.	£E.	£E.	£E.
Land-tax	..	..	..	106,300	103,581	98,834	121,800
Date-tax	..	..	..	16,968	16,659	18,986	18,540
Animal-tax	..	..	..	24,206	27,228	28,003	36,100
Royalties	..	..	..	31,552	39,920	41,791	47,300
Tribute from nomad tribes	..	..	..	14,114	19,074	19,192	18,450
Timber and fire-wood	..	..	..	18,523	26,160	29,754	28,360
Miscellaneous	..	..	..	56,559	51,683	56,595	60,050
Customs	..	..	..	47,953	87,749	69,893	67,500
Steamers	..	..	..	113,202	126,711	126,857	131,000
Posts and Telegraphs	..	..	..	39,174	45,023	47,295	46,800
Railways	..	..	..	279,340	303,823	323,476	335,000
Agriculture and lands	..	..	..	5,931	7,699	3,436	3,200
Legal Department	..	..	..	6,480	19,983	8,437	9,500
General Central Services	..	..	..	12,348	17,341	21,655	22,000
Other Departments and Services	..	..	..	8,162	25,991	30,628	34,000
Local Provincial Services..	..	..	..	37,063	52,343	54,510	60,000
Total	..	..	..	817,875	975,973	979,342	1,039,600

The revenue from the provinces has attained the figure of £E. 330,600, as compared with £E. 293,000 in 1908, and has exceeded the budget estimate by about £E. 30,000. Land-tax was collected on 294,000 feddans, as compared with 230,000 in 1908. The estimated area for 1910 is 299,000.

The receipts from the revenue-earning Departments and Services are anticipated to amount to about £E. 650,000, as compared with a budget estimate of £E. 656,000 and with £E. 632,000 realized in 1908. Customs, steamers, posts and telegraphs, and railways contribute about 60 per cent. of the total revenue of the country, and the following statement shows the receipts expected in 1909, as compared with the budget of that year and the actual returns of 1905 :—

				Receipts, 1908.	Budget estimate, 1909.	Approximate receipts, 1909.
				£E.	£E.	£E.
Customs	..	..	..	60,893	77,500	67,500
Steamers	..	..	..	126,857	134,000	131,000
Posts and Telegraphs	..	..	..	47,295	51,500	46,800
Railways	..	..	..	323,476	330,500	335,000
Total	..	..	..	567,521	593,500	580,300

12. Reserve Fund.

The situation of the Reserve Fund, after the accounts for 1909 have been closed, will be as follows:—

							£ E.
Unallotted balance on January 1, 1909	..	..	..	..	..	..	20,000
Economies on credits granted, and extraordinary receipts	..	..	..	..	..	..	25,000
Surplus of 1909	..	..	..	..	..	..	95,000
Total	..	..	..	..	..	..	140,000

It has been decided in the present year to again retain the sum of £E. 20,000 unallotted to meet unforeseen emergencies, and to spend the balance of £E. 120,000, which will thus be available, in the following manner:—

							£ E.
Land settlement and survey..	..	..	..	..	..	..	32,000
Public works, including houses for officials	..	..	..	..	..	..	25,000
Roads and communications ..	..	..	..	..	..	..	15,000
Various remunerative schemes	..	..	..	..	..	..	23,000
Prophylactic schemes	..	..	..	..	..	..	7,000
Miscellaneous	..	..	..	..	..	..	18,000
Total	..	..	..	..	..	..	120,000

Equilibrium between revenue and expenditure in the budget for 1909 was only attained by charging to the Reserve Fund certain services involving expenditure of a recurring nature. This expedient was clearly contrary to the maxims of sound finance, and was only resorted to in view of the impossibility of making further retrenchments in the budget without seriously hampering the machinery of administration. It has now, however, been possible to include in this year's estimates the credit necessary for the maintenance of Port Soudan, and it is intended in the future to transfer gradually to the ordinary budget various other items which should not properly be charged to the Reserve Fund.

The manner in which the scanty resources at the disposal of the Soudan Government have been managed during the last two years, during a period of considerable financial strain, and the available funds distributed so as to procure the maximum of advantage for the country, reflects great credit upon Colonel Bernard, who has now held the arduous, and at times thankless, post of financial secretary for nine years.

In addition to the credits granted from the Soudan Reserve Fund, the sum of £E. 354,000 has, as I have mentioned elsewhere, been advanced by the Egyptian Government for railway extension south of Khartoum.

IV. COMMUNICATIONS.

13. Railways.

The Director, Captain Midwinter, writes:—

“During the ten years that have elapsed since the railway reached Khartoum very considerable capital expenditure has been incurred both on extensions and in improving the existing line, and we are consequently in a much better position with regard to the permanent way and rolling stock than would otherwise have been the case. The importance of this question of depreciation is, I know, fully realized by the Government, and I am well aware of the extreme difficulty of making adequate provision in view of the financial position. It is, however, of vital importance that a larger sum should be spent annually on renewals, and I trust that this may be given the first claim among such items of additional expenditure as may be found possible in future years.”

The following table gives a comparison of earnings and expenditure during the last five years:—

				Gross Revenue.	Working Expenses.	Net Profit.	Ratio of Working Expenses to Gross Revenue.
				£E.	£E.	£E.	Per cent.
1905 ..	..	..	..	171,137	118,754	52,383	69·4
1906 ..	..	..	..	235,669	161,469	74,200	68·5
1907 ..	..	..	..	298,557	213,354	85,203	71·4
1908 ..	..	..	..	322,563	251,959	70,604	78·1
1909 ..	..	..	..	331,662	259,623	72,039	78·3

Native passenger traffic (4th class) has declined from 263,000 to 247,000 on account of a falling off in the number of pilgrims going through Suakin. Otherwise the returns are satisfactory.

Subjoined are statistics of the more important items of the import and export traffic for the last three years :—

				1907.	1908.	1909.
				Tons.	Tons.	Tons.
<i>Imports.</i>						
Sugar ..	..	..	..	7,729	8,748	9,337
Salt ..	..	..	..	909	1,668	2,066
Soap ..	..	..	..	379	523	549
Sweets ..	..	..	..	90	102	162
Spices ..	..	..	..	13	189	434
Tea ..	..	..	..	101	411	304
Petroleum ..	..	..	..	876	1,009	1,017
Cotton stuffs..	..	..	..	2,069	3,428	2,703
Tobacco ..	..	..	..	247	221	336
<i>Exports.</i>						
Gum ..	..	..	..	8,717	10,181	13,846
Dhurra ..	..	..	..	6,849	13,288	31,212
Simsim ..	..	..	..	1,805	1,893	6,334
Dates ..	..	..	..	1,797	1,462	973

During the past year there have been three collisions, all due to carelessness on the part of the native staff. Four railway employes and one telegraph employé have been killed, and so far as the public were concerned two fatal accidents occurred. This record would seem to compare very favourably with that of most European and American railways. The extension of the railway southwards from Khartoum was started early in April, and by the end of the year 110 miles had been laid and the line was open to Wad Medani. The celerity with which this work has been accomplished reflects the highest credit both on Captain Midwinter's organizing ability and on the energy of the staff in charge of this work.

In conjunction with this work the line north of Khartoum is being relaid with 75-lb. rails instead of 50-lb. 130 miles of the track have now been completed. The old rails and sleepers are being utilized on the southern extension where the traffic will be lighter. When this work is completed, heavier loads can be run and the permanent way will be in a safer and more efficient condition than at any previous period of its existence.

14. Nile Navigation.

The early despatch of supplies destined for Wau has this year enabled all steamers and other vessels to be withdrawn from the Bahr-el-Ghazal before the sudd obstruction became serious. It is hoped that the steamer service to Meshra-el-Rak will be resumed early in 1910. The sudd-cutting machine has worked well, and it is proposed to construct a still more powerful one in the Khartoum dockyard.

Commander Bond has been busily employed in the erection of dredging and coal-transport plant for the Irrigation Department. Two powerful dredgers and a large towing steamer with four 250-ton barges will all be completed early in 1910. The new steamers for the Shellal-Halfa service have now been running successfully for twelve months, and should prove sufficient for many years to deal with the traffic. In Dongola

there is a steady if small increase in the receipts from carriage of passengers and merchandise.

15. Roads and Wells.

During the past year 1,110 miles of new roads were cleared and 117 new wells constructed.

Considerable work was carried out on the routes from Tonga to Eliri and Eliri to Talodi, both important from a military point of view, and the latter was cleared by military labour. There is no expenditure more necessary, both from a military and administrative point of view, than that devoted to improving the means of communication.

With regard to motor transport, one of the 40-h.p. lorries made a record trip from Khartoum to Kassala and back in February 1909. The double journey of 510 miles was performed in 6½ days, and this success is of a nature to encourage the continuance of experiments in motor traction. Trials were also undertaken in the Bahr-el-Ghazal, and have shown that this form of transport will be practicable in that district during the dry season, when the roads have been sufficiently cleared. In the parts of the country where carriers are difficult to obtain and excessive mortality exists amongst draught animals the advantages of mechanical means of transport will doubtless in the long run prevail.

16. Posts and Telegraphs.

The total mileage of telegraph lines maintained is now nearly 5,000. Major Turner, the Director, reports that in the southern provinces there has been much tampering with the wires by natives, who seem to be especially addicted to the stealing of lightning wires. Damage was also done by grass fires, and frequent trouble caused on the lower reaches of the Bahr-el-Zeraf by large herds of elephants, who have contracted an undesirable habit of scratching their backs against the poles, with unfortunate results as regards the regularity of the telegraph service.

The number of telegraphic messages dealt with during the past year amounted to about 405,000 as against 416,000 in 1908, the decrease being mainly in the number of official telegrams.

In the postal department, one additional service a week has been inaugurated from Egypt. The money-order service continues to grow, the total of cash dealt with in 1909 being £E. 1,673,000 as against £E. 1,548,000 in 1908. There has also been a considerable development in the cash-on-delivery system, the number of parcels being 20,000, valued at £E. 27,000, as compared with 11,000, valued at £E. 15,000 in the previous year.

The total number of postal packets, exclusive of parcels, dealt with during the last three years is as follows :—

	1907.	1908.	1909.
Ordinary	4,675,000	4,450,000	5,013,000
Registered	125,000	150,000	176,000
Total	4,800,000	4,600,000	5,189,000

V. PUBLIC WORKS.

17. Public Works.

The funds allotted for public works in the Soudan in 1909 were as under :—

	£E.
(a.) From ordinary Budget	45,000
(b.) From special credits	13,000
(c.) Construction of houses for employes	10,000
(d.) Maintenance of Port Soudan	13,000
Total	81,000

In addition to these sums an amount of £E. 77,000 was available from the unexpended balances of former credits.

For 1910 the following expenditure has been sanctioned :—

	£E.
(a.) Ordinary budget	54,000
(b.) Special credit for new buildings	25,000
Total	79,000

The unexpended balances of former credits amounted to £E. 38,000 at the end of 1909, but these will be utilized by the Department during the year to complete approved schemes already in hand.

The total expenditure on Port Soudan up to the end of 1909 has been approximately £E. 894,000. The quays were completed and opened to the public in the early part of last year, and the steam slipway in the dockyard is almost ready for use. Manual labour can now be obtained at short notice, but the standard of skilled labour is low. The administrative services of the port and the general upkeep and maintenance of the new buildings and works, hitherto under the control of the Public Works Department, have now been handed over to the various departments to which they are to be in future attached.

VI. IRRIGATION.

18. Irrigation.

The past year has seen the actual commencement of the dredging operations, recommended as a result of the studies begun in 1904, for the improvement of the channel of the Nile in its passage through the swamp region of the southern Soudan, the object being to effect some diminution in the large volume of water lost by the river in that region. The proposals for the purchase of a small dredging fleet, necessarily of a more or less experimental character, at an estimated cost of £E. 150,000, were approved in 1906, and the greater part of the plant is now actually on the Nile. The cost of working it is roughly estimated at £E. 40,000 a year. The fleet will, in the first instance, be thoroughly tested in undertaking small and experimental operations, and the dredging and embanking of the Bahr-el-Zaraf seem indicated as the work which can be most usefully taken in hand at the present time.

In the Dongola province the Soudan Government has undertaken the opening up of the old flood canals and the creation of one or two small basin systems. A beginning has also been made in connection with a larger scheme for the irrigation of the Kerma plain, which contains about 80,000 feddans of cultivable land. The canals and banks constructed this year have cost about £E. 12,000, and are calculated to bring under cultivation some 30,000 feddans.

The irrigation works on the river Gash at Kassala have done well, despite the fact that this year's flood was both small and intermittent compared with those of recent years. Under present conditions, it is not, however, considered worth while to do much more there for the present. The expense and difficulty of transport preclude large agricultural developments. Later on, when the people have become more familiar with the newly introduced methods of irrigation, it may be advisable gradually to extend the scope of the present works.

The detailed surveys in connection with the alignment of the Gezira canal have been continued, and this important project is by degrees assuming a definite form. It is proposed to continue these studies until a complete scheme is produced, when all the factors of the problem, technical, financial, and economic, can be considered as a whole by the light of the information thus available.

VII. ADMINISTRATION.

19. Prisons.

There has again been a considerable increase in admissions for serious offences during the past year, due probably to better work on the part of the police rather than

any real increase of crime. In primitive districts where family feuds are common, the shedding of blood is still looked upon by the people more as a pastime than a crime. Of 39 persons convicted of murder 12 were executed, the rule being that capital punishment is only inflicted when there are no extenuating circumstances.

The juvenile reformatory continues to give good results; to so great a degree, in fact, that parents considered it a favour to get their offspring admitted. So far there have been no reconvictions amongst the boys who have been discharged. The inmates are given elementary instruction, are drilled, and learn a trade in the workshops.

There is little serious crime among females in the Soudan, and only 9 were admitted to the prisons.

The medical reports on the prisoners for the past year are satisfactory.

20. Slavery.

For the second year in succession, I am able to report that there has been practically no slave raiding during the past twelve months. The inhabitants are becoming alive to the risks of conniving at these practices, and the authority of the Government in remote parts of the country is gradually extending as officials acquire local experience and become known and respected in their districts. Moreover, the successful operations of 1908 and 1909 in southern Kordofan have done much to stop the custom of keeping in captivity, and treating practically as slaves, prisoners taken in small fights between neighbouring hill tribes.

Again, the expense of availing posts and patrols of the Slave Trade Department is an additional discouragement to slave-traders; while the buyer finds it no longer worth while to buy a servant who is free to run away at any moment. The complete extinction, therefore, of this traffic in its various forms is merely a question of time, though isolated instances may occasionally occur.

A new post has been established close to the Darfour frontier, to prevent slaves being sent into the Kababish and Kawahla countries, and to act as a check on the Gadlaba merchants who occasionally attempt to bring in from the west slaves disguised as servants.

In Kordofan over 5,000 miles have been patrolled in the past twelve months, and in general the officials of the Department showed praiseworthy activity in the distant districts where alone there is now any likelihood of slave-dealing being attempted.

21. Game Preservation.

Some 2,500 head of game have been shot during the year by 141 licence-holders, of whom 51 were visitors and 90 officials or residents. These figures do not differ sensibly from those of last year.

The revenue of the Department has increased by £E. 700, chiefly due to the price of gun licences having been raised, and Mr. A. L. Butler, the Superintendent, lays stress on the advisability of utilizing this surplus to provide additional staff.

There has been no difficulty in ensuring respect for the game-sanctuary as far as Europeans are concerned, but on the Abyssinian border, where game is most abundant, Gallas and Abyssinian Arabs have effected considerable destruction.

Elephants are numerous in the Mongalla province, and appear generally to be holding their own in the Soudan against the constant war waged upon them by the natives. A decree has been issued prohibiting the killing of elephants in the Lado Enclave, where great slaughter occurred last year, one adventurer, I regret to say an Englishman, being reported to have killed 165 to his own rifle.

VIII. PUBLIC HEALTH.

22. Public Health.

Three new hospitals at Khartoum, Atbara, and Port Soudan were all opened during the year. The buildings are satisfactory, but various accessory constructions are still required in the two former.

The Soudan Medical Department has been placed under the direction of Colonel

Mathias, principal medical officer of the Egyptian army. Dr. Christopherson has been appointed Director of the Khartoum and Omdurman civil hospital.

The number of out-patients treated increases steadily, and about 140,000 were treated in 1909, as compared with 121,000 in the preceding year. The number of in-patients remains at about 7,000.

41,000 vaccinations were performed during 1909, as against 19,000 in 1908. There was little small-pox in the country, nor has there been any serious epidemic of infectious disease, during the past year.

A report on the subject of sleeping-sickness has been furnished by Captain Anderson, who has been conducting investigations on the boundary of the Bahr-el-Ghazal and the Lado Enclave, and valuable suggestions are made regarding measures of precaution against the introduction of the disease into the Soudan from that quarter.

An enquiry has also been instituted into the causes of the obscure and fatal disease known as Kala Azar which has in recent years appeared in the Kassala province and on the Blue Nile.

23. Cattle Plague.

In view of the advantages to be derived from the promotion of cattle trade with Egypt, a measure which will require the establishment of local quarantine stations, an increase in the veterinary staff is very necessary.

I regret to report that cattle plague has been prevalent during the past year, and outbreaks occurred in the Blue Nile, White Nile, Kordofan and Sennar provinces. In the White Nile province, more than 2,500 deaths took place.

The service has lost a valuable member in Captain Southey, who died in Khartoum in September last.

IX. JUSTICE.

24. Civil and Criminal Courts.

Mr. Bonham Carter reports that there has again, this year, been an increase in the number of civil cases, the total for the whole Soudan having risen from 7,153 to 8,391. In spite of this the civil court and the three district courts have kept abreast of their work and litigants receive a prompt hearing. It is satisfactory that the number of appeals has not risen in proportion to the increase of civil suits. The fees received in the civil courts of first instance amounted to £E. 3,696, the highest figure hitherto reached.

Summary and non-summary convictions both show a considerable increase, having risen from 15,000 to 18,000 and from 1,062 to 1,192 respectively. The growth in the number of summary cases has taken place in Kordofan and is attributable partly to the enforcement of the forests ordinance of 1908 for the prevention of fire in the gum forests and gardens, and partly to an increase of drunkenness and crimes of violence.

The European community is well-behaved. Out of a population of 2,000 persons there have been 6 non-summary cases and 79 summary.

The more serious crimes in 1909, in the case of which convictions were obtained, were as follows :—

Murder, 48 ; culpable homicide not amounting to murder, 40 ; bodily hurt, 152 ; criminal force and assault, 22 ; theft, 200 ; theft in a dwelling-house, 77 ; theft by servant, 9 ; possession or concealing of stolen property, 58 ; house trespass and breaking, 54.

25. Mohammedan Law Courts.

No new Mohammedan law-courts have been established during the last year. Though additional courts are required in several provinces it is at present considered preferable that any funds available should be applied to the improvement of the salaries of the existing Kadis and clerks rather than to the creation of new courts, which are difficult to staff. The young sheikhs trained at Khartoum are too inexperienced to be at once appointed as Kadis and it is desirable that they should first have three or four years' practical experience in a law-court.

The number of suits instituted before the courts this year was 6,777, as against 6,289 in 1908.

The legal secretary writes: "My general impression is that the courts are progressing, and, though the majority of the judges do not reach as high a standard of learning as is desirable, their administration of the law is more sympathetic and practical and less hidebound by formalism than that of many more learned lawyers. Suits are heard with punctuality and, with the exception of proof of heirship, there is a praiseworthy absence of delay."

The increasing cost of marriage is causing serious complaint amongst would-be bridegrooms. From £E. 15 to £E. 30 is the sum usually demanded as the bride's dower amongst the well-to-do labouring classes in Omdurman and the northern provinces. Half the dower is paid before marriage, and the other half becomes payable only in the event of divorce. Strictly speaking the dower should be the property of the wife, but in the Soudan the first half is paid to the father of the bride, and regarded as his property, though it is often spent on the wedding festivities. In addition to the dower the bridegroom makes considerable gifts to the bride and usually bears some part of the expense of the festivities. One of the most popular of the Mahdi's reforms was to fix the dower at 100 piastres for a girl and 50 piastres for a widow or divorced woman. The demanding of an unduly high dower is contrary to the precepts of Islam; and a law fixing a maximum amount for a dower would be regarded in this country as a reasonable measure and be received with favour.

Five new mosques have been opened during the year, viz.: two in Berber, one in Dongola, one in the Blue Nile province, and one in the White Nile province.

X. EDUCATION.

26. Education.

This department, which is under the capable and energetic supervision of Mr. Currie, shows a satisfactory record for the year, though the curriculum of the secondary school annexed to the Gordon College has suffered somewhat owing to the financial impossibility of making provision for the fourth or final year.

Instructional workshops now exist at Khartoum, Kassala, and Omdurman. The aggregate attendance is 283 boys. Carpentry, fitting, and smithing are taught in Khartoum, stone-cutting and boat-building at Omdurman, and carpentry and fitting at Kassala.

Primary schools are located at Khartoum, Omdurman, Suakin, Haifa, Wad Medani, and Berber. The total number of pupils enrolled is 899.

Two new Kuttabs have been opened in Halfa province; in Dongola two schools will shortly be at work; and in the Blue Nile province five. In the Kassala and Sennar provinces new buildings are in course of construction. The number of pupils in attendance at the Kuttabs has increased from 1,781 to 2,123. The progress recorded in this branch of the work has been made possible by the imposition of local education rates, the central Treasury having been unable to increase its grants on this account. The question of the best form of organization for these elementary vernacular schools has been carefully studied during the past year.

I entirely endorse Mr. Currie's views as to the lines along which the Soudan Government ought to progress in the matter of education, namely:—

1. The multiplication of elementary village schools.
2. The completion of the secondary school in the Gordon College.
3. The institution of a few girls' schools.

XI. SCIENCE AND ART.

27. Science.

Dr. Balfour, the Director of the Wellcome Research Laboratories, reports that, despite the great increase in the amount of routine work—especially in the bacteriological section—good progress has been made in the domain of research. The past year has

been one of great activity, the busiest, and, in some respects, the most useful, that the laboratories have experienced.

The Seligmann Anthropological Mission left Khartoum at the end of last year, and will begin work among the Nubas of Kordofan.

In spite of the financial stringency which prevailed at the time when the budget for 1910 was framed, it has, I am glad to say, been found possible to meet Dr. Balfour's demand for an increase of the staff of the laboratories.

28. Antiquities.

Dr. MacIver's excavations at Behen have produced a variety of material of scientific and historic interest.

Professor Sayce has published an interesting report of his last year's expedition to Merowe, and Mr. Garstang has recently commenced experimental diggings on the site of the ancient city of that name.

XII. PROVINCIAL ADMINISTRATIONS.

29. Bahr-el-Ghazal.

The Bahr-el-Ghazal was blocked by sudd between October 1908 and January 1909. Steamers were delayed for over a month, and at one time great anxiety was felt as to the food supply. The opening up of the Bahr-el-Arab would be most beneficial to the province: an important trade route would be opened to the west, and communication with the more troublesome tribes would be facilitated.

With regard to public health, malaria is prevalent in the western district, but during the past year great care has been taken to combat the disease in Wau and in the province generally, with results that are distinctly gratifying. In October sleeping sickness was reported from Raga, and there were two cases at Wau. All the cases were imported from the French Congo.

Major Gordon, the Governor, states that the people are now beginning to avail themselves of the simple forms of justice provided by the administration, with the result that the Sultans and Sheikhs, being afraid of complaints, are taking more trouble to apprehend offenders. About 500 civil cases, which are invariably disputes about dowries or inheritances, were brought before the courts, and settled as far as possible according to tribal custom.

It is proposed to impose a small tax upon the tribes in consideration of the benefits which they receive from the existence of an orderly government. A tenth of the grain requisitioned by Government will be taken without payment, and a tribute of bulls and sheep will be levied on cattle-owning Dinkas. At present the sale of timber is the only financial resource of any importance in this province.

30. Berber.

The high Nile of last year produced abundant crops, and the taxes have never before been paid so readily. The methods of agriculture are still primitive and uneconomical, and, in years of plentiful rains, river cultivation, by means of sakias, is abandoned by the indolent cultivator for the more easily produced rain-crop. There has been no dearth of labour during the year, as the numerous bands of Haussas and Fellatas coming from and going to Mecca provide a constant and valuable supply. As elsewhere in the Soudan the cultivation of Egyptian cotton is not popular among the natives.

Colonel Wilkinson reports that the population is increasing rapidly, and that public health is, in general, good, though the record of the year has been somewhat marred by the prevalence of malarial fever.

The mining operations of the Soudan Goldfield Co. at Om Nabardi are making progress, and between September 1908 and August 1909, 7,700 tons of ore have been crushed, yielding 4,500 ounces of gold. No difficulty has been experienced in obtaining labour, and the health of the camp is now good.

31. Blue Nile Province.

The opening of the railway from Khartoum to Wad Medani should give a great impulse to trade which has hitherto been hindered by the fact that the Blue Nile was hardly navigable between the months of January and June. The rates have been fixed as low as possible so as to allow the natives to compete in the Omdurman market, and, if there is a demand for maize from outside, a considerable increase of prosperity should result. The amount of land under flood-cultivation, which requires less labour than artificial irrigation, and is therefore preferred by the smaller cultivators, has been more than four times as great as last year, and the natives of Kamlin say that their crops are the best for the last twenty years. It may be mentioned that the cultivation of cotton as a rain-crop has greatly increased this year.

The condition of the people is, in the opinion of Major Dickinson, the Governor, improving steadily, although the departure of their slaves has affected a great number of families who were accustomed to rely on this species of labour for the cultivation of their fields. Only five cases of slave-dealing were brought to light last year and convictions were obtained in each case. The buying and selling of slaves in this part of the country has almost died out.

The attitude of the natives towards education continues to be exceedingly favourable, and the number of pupils attending the various primary schools and Kuttabs was 493 and 100 respectively. The girls' school at Rufaa—the only girls' school in the Soudan—has now 37 pupils. Last January I was able during my tour in the Soudan to visit this school and see for myself the good work being done under the direction of Sheikh Babekr Badri, the head master.

32. Dongola.

Colonel Jackson, who has now been in charge of this province for eight years, and is looked upon as a sort of special providence by the whole population, gives a good account of the prospects in the immediate future. Trade is augmenting steadily, as the following statistics prove :—

EXPORTS.

	1907.	1908.	1909.
	Kilog.	Kilog.	Kilog.
By rail	3,476,000	3,940,000	4,961,000
By camel	703,000	503,000	200,000
Total	4,179,000	4,443,000	5,161,000

IMPORTS.

By rail	2,242,000	2,625,000	3,391,000
By camel	43,000	22,000	71,000
Total	2,285,000	2,647,000	3,462,000

Agriculture is thriving, and the land under cultivation continues to increase as fast as flood canal works are extended. Crops have, however, to be regulated so as to produce sufficient fodder for the cattle that work the sakias, and for this reason neither cotton nor sugar is altogether suitable, though both grow well, until better methods of irrigation are introduced.

The principal work of this character now in progress is the Kerma basin scheme, by which 90,000 feddans of arable land will be inundated by the Nile and the total production of cereals in the province doubled. The gradual extension of works of this nature will largely increase the number and prosperity of the people, as well as the revenue of the Government.

33. Halfa.

The agricultural development of the province is hampered by the dislike of the Berberine for field-work and his preference for the easier occupation of domestic service

in Egypt, so that the villages are depleted of a large proportion of their adult males. It is, however, satisfactory to note that the number of sakias has considerably increased, a fact which points to a growing interest in agriculture on the part of the inhabitants.

Last year's good Nile and excellent date crop ensured a prosperous season. A census of date trees is being taken and should result in an increase of revenue. The reassessment of the land-tax is also in hand, and will, it is hoped, be completed by the end of 1910. The land and date taxes are the chief sources of revenue ; and dates form the bulk of the exports.

The Government school at Halfa, which urgently requires a new building, is full to overflowing, and is prospering under the efficient management of the head master, Ahmed Effendi Abou Zeid.

The dervish prisoners now at Halfa appear to be well satisfied with their lot—as indeed they should be—and give no trouble.

34. Kassala.

A testimony to the flourishing condition of the province is afforded by the yearly influx of Haussas, Takruris and Fellatas, who, coming to Kassala on their way to Mecca, often take up their abode in it for good or return there after completing the pilgrimage. The crops last year were good and the flocks of the nomad Arabs have multiplied exceedingly.

Cotton was not extensively cultivated in 1909, and the mills at Agordat bought the greater part of what was produced ; the introduction of American seed has been suggested as it has been found to succeed in Erythrea. A new district on the Setit has now been opened up for gum collection, and three villages have been established in a part of the country where there is a large area of gum-producing forest. These measures should result in a considerable development of this profitable industry.

During the twelve months some £E. 20,000 in specie was sent to Khartoum from the provincial Treasury, and the Post Office returns show that a sum of £E. 63,000 was sent in remittances from the province. This would seem to point to a considerable increase of commercial activity.

For the first time in the history of the province, the receipts have exceeded the expenditure. The various sources of revenue have shown a slight all-round increase, but "the province receipts have," writes Captain MacEwen, "nearly reached their maximum, and, until the country has been further opened up by railway communication, progress will be slow." There is practically no water traffic, and though the arrival at Kassala in the spring of a motor lorry from Khartoum was a noteworthy achievement the difficulties encountered on the journey prove that, for heavy traffic at any rate, the existing primitive roads are not suitable.

There has been a marked improvement in the public health of Kassala, due in no small measure to the energy of Captain Byam in combating the ravages of malarial and other fevers.

35. Khartoum.

Major Wilson reports that the state of the native population continues to improve. The smaller native merchants seem not to have been affected by the depression, and the cultivators have benefited by two excellent Nile floods and a good rainfall. The crops have given a good yield all over the province, and grazing, which is essential to the prosperity of the nomad Arabs, has been plentiful. The financial condition of the European population, on the other hand, shows little or no improvement on last year. Money is scarce and employment difficult to find, owing to the lack of private enterprise in the way of building, &c.

Public health has, on the whole, been satisfactory, and there has been no serious outbreak of any form of epidemic disease. The health of the British troops is good. Khartoum has at last been provided with a supply of pure water, derived from deep wells, which, it is hoped, will give satisfactory results, both as regards quality and quantity, for many years to come.

36. Kordofan.

Cattle plague has, during the past year, affected unfavourably the ivory and ostrich-feather trades, cattle being one of the principal articles of barter. On the

other hand, good rains and the absence of locusts or other pests have resulted in an abundant harvest of cereals. The output of gum, the chief resource of the province, has been particularly remunerative, although much damage was done by forest fires. As I have mentioned elsewhere, the subject of protecting these valuable forests from fire is now being taken in hand.

Turning to finance, the situation gives ground for satisfaction. The budget estimate of revenue, £E. 60,250, will probably be exceeded by £E. 15,000. Economies have also been effected in the expenditure, and the surplus will amount to about £E. 37,000, or an increase of £E. 14,000 over that of last year.

The only epidemic disease occurring in 1909 was an outbreak of cerebro-spinal meningitis, which was fortunately reported at once by the natives and promptly dealt with. Malaria has decreased in the large towns where, during the rains, drainage is supervised, grass cleared, and wells covered.

During the past year the province has sustained a great loss by the departure of Captain Lloyd, the late Governor, who has returned to the British army after seven years of useful and energetic work in Kordofan. His successor is Major Savile, formerly Governor of the Bahr-el-Ghazal province.

37. Mongalla.

During the past year the administration of the Twi district in the north has been taken in hand, and a post established at Kongor. At first considerable difficulties were experienced owing to the hostility of the two most powerful chiefs. These men were, however, handled with admirable tact by Captain Owen, who is confident of their loyalty in the future.

There are signs of improvement in the material condition of the Baris and Dinkas. They are extending their cultivation, but the difficulties of transport limit the production to what is required for local consumption. The rubber plantations at Bor and Mongalla are doing remarkably well, and in time a large revenue may be expected from this source. There is much fertile land suitable for the production of palm oil, rubber, maize, sugar cane, &c.

The Nuers and Dinkas have of late abstained from cutting each others' throats or cattle raiding. A new prophet has arisen who preaches peace and foretells fire from heaven for man-slayers, and he may, perhaps, be able to take advantage of the appearance of Halley's comet to increase his beneficent influence. Another important being, also gifted with supernatural powers, was less fortunate, and was recently murdered, in his capacity as principal rain-maker of the district, for holding up the rain.

38. Red Sea Province.

Port Soudan was formally opened by His Highness the Khedive on the 1st April, 1909. Since that date the constructions in course of erection have made good progress and the appearance of the town is rapidly improving. It is hoped that the decision to allot sites in favourable positions to shipping agents and other business houses will encourage the erection of good buildings.

This province is amongst those which would most profit by the organization of a trade in cattle with Egypt. The population is chiefly nomad, and throughout the Beni Amer country, where grazing is plentiful, there are large herds of fine cattle that should command a good price at Suez, if arrangements could be made for shipping them direct.

Owing to an indifferent flood the yield of cotton from Tokar only amounted to 53,000 kantars as against 90,000 in the preceding year. The quality compares quite favourably with that grown in Egypt. This falling off has had a considerable effect on the revenue of the province, the receipts for 1909 being £E. 6,000, as compared with £E. 9,000 in 1907 and £E. 12,000 in 1908. As regards the current year, the season promises well, as the flood has been exceptional and some 40,000 feddans have been inundated.

There was no scarcity of labour in 1909. Many natives from the Nile valley come across to work at Port Soudan, and some 200 men from the Arabian coast were engaged, with excellent results, as quay and customs porters. The Governor, Mr. Kerr, considers that a most satisfactory feature of the situation is the increase in the number of nomad Arabs who seek employment.

Only one case of slave trading came to the notice of the courts, and it is certain that

the traffic in slaves between the Soudan and Arabian coasts has decreased in a very marked degree during the past few years.

39. Sennar.

The people continue to prosper, but do not on that account change their manner of living. They spend every piastre they can save in adding to their flocks and herds, and are most unwilling to part with a single animal. Their ambition is to own cattle rather than to improve their houses, food, or clothing. There has been no cattle plague this year, and the herds have increased; the rains, too, have been good. There is plenty of labour for local needs, though the development of the province is much hampered by want of population. This, however, is increasing, and during the past year seventeen new villages have been formed. The colonies of discharged soldiers, who supply a certain amount of unskilled labour in Singa and Sennar, are all doing well. The revenue, which depends chiefly on the harvest, shows an increase of nearly 3,000*l.* over that of 1908, and is capable of further development if the efforts to persuade the natives to collect gum in the dry weather when they have no work in the fields could meet with some measure of success.

The administration of justice is reported by Captain Nickerson to have gained the confidence of the people, who are nearly always willing to give evidence and assist in the arrest of criminals. Crime shows a general diminution, though among a half-civilized people crimes of violence may be the result of very trifling incidents. One woman, for instance, walked 50 miles to jeer at the relatives of a man whom her husband had beaten. The consequences of this lady's superfluous intervention was that a serious faction fight took place, and four men were killed. The province is, in general, tranquil, and the conduct of the nomad Arabs has been satisfactory. The increase in the amount and value of their herds acts as a check on fanaticism. A man who owns 800*l.* worth of stock will think twice before joining a movement which may lead to the confiscation of his property.

40. Upper Nile Province.

In the northern parts of this province the tribes show signs of becoming somewhat more civilized every year, but this cannot be said to be the case with the Sobat and Khor Filus Dinkas or the Nuers. These people are well off from their own point of view, as they possess cattle, and their crops are sufficient for their needs, and they are intolerant of any attempt to raise them in the human scale. South of the 12th parallel clothing is a superfluity, and the young warriors of the negroid tribes are satisfied to lead a wild and turbulent life. What with sudd, swamp and impenetrable thorn forest, the country is hard to open up, and such revenue as can be collected is almost entirely derived from cattle-tribute. It is satisfactory, however, to note that payment in money is increasing, £E. 850 out of £E. 1,500 having this year been paid in cash as against £E. 300 in 1907. Coinage is also slowly replacing beads as currency, as trade progresses southwards.

As an illustration of Dinka character, Mr. Struvé narrates the following incident which recently took place in a tribal court of justice:—One Dinka stole ten bulls from another; a court was held, the robber acknowledged his theft, and the cattle were ordered to be returned; not only, however, was the robber not punished, but the court decided that since he had been to all the trouble and risk of stealing the cattle for nothing, he should keep one of the bulls as compensation. Probably there was not one of the assembled judges who had not at some time attempted to steal a neighbour's cattle. An English inspector, who orders restoration of all captured cattle and fines the thief, may as often as not be looked upon as a brutal innovator.

The Mek continues to administer tribal justice among the Shillouks, but he is aging, and some of the tribesmen are inclined to be unruly and to treat his decisions with contempt.

41. White Nile Province.

The year 1909 has been prosperous, owing to the high Nile, heavy rains, and freedom from locusts. In spite of labour difficulties, large quantities of dhurra have been grown and exported. The cultivation of simsim has also considerably augmented. The gum season has been good, the quantity sold at Dueim being the greatest since the

reconquest; with adequate protection from forest fires the output could undoubtedly be greatly developed. Cattle-plague and horse-sickness have been prevalent. The revenue of the province has expanded by nearly 50 per cent., from £E. 31,000 in 1908 to £E. 46,000 in 1909, while the expenditure has only risen from £E. 19,000 to £E. 21,000. It has been a busy trade year; and the Arab camelmen have so prospered that the jewellers ran out of gold ornaments required for the womenfolk of men who go about almost naked themselves.

Mr. Butler, in his interesting report, states that slave raiding, buying and selling are unknown in this province, and but few complaints of ill-treatment of servants are received as compared with a few years ago.

There has been a slight diminution in serious crimes. The number of civil suits, of which the more important are tried in Dueim, has increased from 255 to 472.

With regard to education, the schools at El-Dueim, Geteina and Kawa are in a flourishing condition. The wild Arabs, however, still distrust education. The Mamur of Geteina has been making laudable efforts to overcome this prejudice, by writing and producing a play for the edification of the Geteina schoolboys. The plot was simple: Scene I. A shepherd boy at home with his flock; behaviour bad. Scene II. A scholar at home; behaviour model. Scene III. Sandford and Merton meet and argue as to the value of learning; the good boy gets his head punched. Scene IV. The fathers meet and argue the matter out, and finally a judge decides in favour of education. The Arabs present were highly amused, but the moral which some of them drew was not exactly what had been intended, and it is to be feared that doubts still exist in that district as to the blessings to be derived from the dissemination of learning.

42. Conclusion.

From the foregoing facts, it will be seen that the Soudan Government have maintained in the past year, throughout the different branches of the administration, a rate of progress which, under the many financial and other difficulties of the situation, I consider quite satisfactory.

In December last I was able to make a tour of inspection through a considerable part of the country south of Khartoum, including the Khartoum, Blue Nile, Sennar, White Nile, and Upper Nile provinces. It may give some idea of the vast extent of the Soudan to mention that the journey occupied a whole month, during which some 4,500 miles were covered. The impressions which I derived from all that I saw and heard during my visit were altogether favourable to the system under which the country is being administered. Everywhere the people were contented and prosperous, and everywhere the most friendly relations appeared to exist between them and the authorities, including the Egyptian as well as the English officials. I was much struck by the zeal and activity displayed in the execution of their duties by all the servants of the Government, and by the public spirit and loyalty which all brought to the accomplishment of their task. It was evident that the scanty resources at present available were being utilised to the best possible purpose, and that the simple form of administration under which the country is governed is that best suited to the primitive state of society which at present exists. I do not suppose that there is any part of the world in which the mass of the population have fewer unsatisfied wants. Very great credit is due to Sir Reginald Wingate and all who are working so assiduously and loyally under his direction for the admirable manner in which their arduous task is being carried out.

The problems awaiting solution in the Soudan are comparatively simple, and the country is fortunately free from many of the peculiar complications which are met in Egypt at every step. The two points to which the efforts of its rulers are directed are its economic development and the maintenance of public peace. The chief requirement at the present moment for the attainment of both these objects is improvement of the means of communication, and, though strict economy has been the rule elsewhere, the Egyptian Government have very wisely provided the funds necessary to enable the extension of the railway to be carried on without interruption. It is only by this means that it will be possible to develop the natural resources of the country so that it may be capable in time of producing a revenue equal to its expenditure.

I have, &c.

ELDON GORST.

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