

parent is the present titular chief—is charged with the general provincial administration, and, except where crossed by the Treasury in matters relating to the revenue, and by the Ministries of Justice and Public Instruction in what concerns the native tribunals and the schools, exercises authority over all mudirs, sub-governors, and other provincial functionaries, subject only to the direct *ingérence* of the Khedive himself in every matter of importance. His presidency of this department for the past five or six years has given Prince Mehemet Tewfik valuable training in the work of practical government, and the intelligent industry with which he labours daily at its duties augurs well for his discharge of higher functions when his turn for them comes. He speaks and writes French like a Frenchman, and is perfectly conversant with European politics and general affairs.

The Ministry of War, under Prince Hassan Pasha,* his Highness's third son—of whose general and professional education it is enough to say that he is an Oxford D.C.L., and a major in the Prussian army—disposes of a budget of nearly 800,000*l.* a year, and is, therefore, the most costly, if not the most important, branch of the Egyptian public service. The army has been no exception to the general growth which has characterised nearly all the interests of the country during the present reign. At the death of Saïd Pasha its peace strength had fallen to 3,000, and its nominal war footing to 15,000 men. One of the first cares of the present ruler was to reorganise this poor force, and to increase it to the full effective of 18,000 men, stipulated by the convention of 1841. Later, in

* This young Prince, who speaks and writes English perfectly, went through a regular University course at Christ Church, and afterwards worked his way up from a sub-lieutenancy to field rank in the Prussian Guards. He has the reputation of being a thorough soldier, and as a professional administrator has already shown high ability.

1866, a new firman authorised his Highness to raise this maximum to 30,000, which was further increased by an ingenious short-service system, under which more than half the force, after being thoroughly drilled, was sent home on unlimited furlough and replaced by fresh recruits, who in turn, after a year or eighteen months' service, were similarly relieved by others. In 1872, however, all limitation of his Highness's military prerogative was removed, and, with these ample reserves to fill up its cadres, the force was soon raised to an effective of 30,000 men, which may now be regarded as its average peace strength, although at present less than half this number are actually with the colours.* As now organised, the regular army consists of 18 regiments of infantry (two of which are negroes from the Soudan) of three battalions each, and of four battalions of rifles distributed among the 4th, 8th, 12th, and 16th regiments, of four regiments of cavalry, of six squadrons each; of four regiments of field artillery of six batteries each—two mounted and four on foot, and of three regiments of garrison artillery, and three battalions of pioneers. The number of men in these regiments and batteries varies with the exigencies of the service, and (it may be added) with the state of the military chest. But although not more than 20,000 may now be with the colours, the regimental cadres of commissioned and non-commissioned officers are kept up for an army of 80,000 men of all arms, to which effective strength the force could be raised within a couple of months. The infantry is armed with Remington rifles (of which 200,000

* Only two of the eight companies of each infantry battalion are kept under arms, the others being away on unlimited leave to attend to their farms. [Since this was written a contingent of 15,000 men, under the command of Prince Hassan, has been sent to aid the Porte against the Russians, a special "war tax" for its equipment and support having been voted by the Chamber of Delegates.]

additional stand are in store); the cavalry partly with revolver and lance, and partly with sabre and carbine; the field artillery with 100 Krupp and 50 smooth-bore guns, and the garrison batteries partly with Krupp and partly with 8 and 10-inch Wahrendroff guns—besides which there are nearly 300 smooth-bore pieces available for field and garrison service. The powder-mills and cartridge factories near Cairo, furnished with the best modern machinery, provide an ample store of ammunition for these various arms of the service, and so render the whole practically independent of a foreign supply. In addition to this full war strength of the regular army, there is a reserve of about 30,000 men, who have served, actually or on furlough, their full time with the colours—five years in the infantry, six in the cavalry, or seven in the artillery, but are liable to seven years' further service as *rédijs*; and an irregular, or bashi-bazouk, contingent of 60,000 mounted Bedoween under their own chiefs, who, like the Russian Cossacks, find their own arms and horses. This considerable army is recruited by conscription—not by fixed annual contingents, but by irregular levies every two or three years as men are required—to which all Egyptians, of whatever rank or religion, are liable. The inhabitants of Cairo and Alexandria, like those of Constantinople, are exempt in virtue of an old chartered privilege. But payment of a special annual tax also exempts any particular family, and for a moderate sum any recruit may purchase his discharge after a year's service, but he is still liable to enrolment in the reserve. Unlike the Turkish army, therefore, that of Egypt includes Mussulmans, Christians (of two or three sects), and Jews; and so practically solves the problem of mixed military service which has professedly so much embarrassed the Porte. The various creeds are found to

“regiment” in perfect harmony, and in respect of treatment and promotion no difference whatever is made between them. The chief weakness of the Egyptian army is, however, its still defective organisation, notwithstanding the considerable improvement that has been effected in this direction since 1872, and, what would be nearly fatal to its efficiency in service anywhere out of Egypt—its complete want of military train. Not only, too, are there no distinct territorial commands, but in practice there is no organisation into brigades and divisions. It has, nevertheless, one great advantage over the Turkish army, in that the whole of its officers have received a thorough professional education—first in the Polytechnic, and then in the strictly military schools in Cairo, through which every one of them must creditably pass before receiving a sub-lieutenant's commission. Every subsequent step of promotion also involves a distinct examination, which the son of even the most influential Minister cannot shirk. There is thus not now an illiterate officer in the whole Egyptian army, while they may still be counted by scores in that of the Porte. Even in the non-commissioned ranks, also, every corporal must at least read and write, and must similarly pass a higher examination before he becomes sergeant. The drill and tactics of the whole force are French, modified within the last three or four years by such changes—taught by Prussian instructors—as the French themselves have adopted from the Germans since the war of 1870. Several American officers, the remains of a numerous staff engaged shortly after the close of the Confederate war, are still in the pay of the Khedive; but excepting General Stone, who as Chief of the Staff has rendered good service in improving the organisation and equipment of the army, and General Loring, who has charge of the forts along the Mediter-

ranean,* they occupy only subordinate posts, and can hardly be said to be actively employed. The present commander-in-chief is Ratib Pasha, a Circassian, who succeeded Prince Hassan on the translation of the latter, last year, to the Ministry of War.†

Since the *veto* put by the Porte, during the jealous Vizierate of A'ali Pasha, on the Khedive's possession of ironclads, the Egyptian navy no longer reckons in any estimate of the country's military resources. A Ministry of the Marine is, however, still kept up—the present chief of which is Kassim Pasha—but as the cost of the service is comprised in the Budget of the Ministry of War, it cannot be separately stated. The present small fleet (all wooden and unarmoured) consists of two screw-frigates, a couple of corvettes,‡ four gunboats, two sloops, and one despatch-boat, besides three large Viceregal yachts which also fly the naval pennant. The whole of these vessels are now of little value except as transports—a service of which happily Egypt has little need, and for which the vessels of the governmental “Khedivieh Steam Navigation Company” would at all times suffice at less cost to the State. This latter enterprise is the outcome of a previous one called the “Azizieh Misri Company,” which, originally formed as a joint-stock adventure in 1862, was bought up seven years later by the Government, and has since been continued under its present name as a commercial

* These include a chain of forts from Adjenir and Marabout Island, west of Alexandria, eastwards to Aboukir Bay, Rosetta, and Damietta, as also the large forts Napoleon and Capperelli, built by the French during their occupation of Alexandria, which are now all armed, mostly with heavy Krupp guns, capable of giving an excellent account of all but the most powerful ironclads.

† In Appendix D will be found a table of the various grades, with their European equivalents, and rates of pay in Egyptian pounds and piastres.

‡ A third, the *Latif*, was accidentally burned at sea in March last, about 60 miles south of Suez, while on a voyage up from Massowah.

and mail service in the Mediterranean, the Red Sea, and (during the winter season) on the Nile between Cairo and Assouan. The sea-going fleet of the Company consists of twenty vessels, ranging in size from 1,900 to 400 tons register; of these, ten work a regular service between Alexandria and Constantinople, touching at the other chief ports of the Levant, and for both cargo and passengers compete not unsuccessfully with the vessels of the French Messageries and the Austrian Lloyds. Most of their commanders and all their pilots are Europeans, and their engineers Englishmen, who receive the same scale of pay and allowances as those of the Peninsular and Oriental Company's fleet.* A similar fortnightly or monthly service (according to the season) is maintained in the Red Sea, between Suez, Djeddah, Souakim, Massowah, and (infrequently) Aden, Zeyla, and Berbera, while from November till March, a Nile passenger boat leaves Boulak fortnightly for Assouan, making the run to the Cataract and back in three weeks.

The Ministry of Commerce is a creation of last year, when, in view of the great development of commerce and of the felt want of a better system of trade statistics and administrative organisation, the Khedive decided on forming a new department, nearly on the model of our British Board of Trade. All commercial business had previously been under the control of the Ministry of Foreign Affairs, but was then transferred to a special Minister, assisted by two English officials recommended to his Highness by our Foreign Office. One of these appointments was not a success, and has since terminated in the resignation of

* Since the outbreak of the war this Mediterranean service of the Company has been suspended. Exclusive of these Khedivieh steamers, the Egyptian mercantile marine consisted in 1875 of one other steamer, twenty-six sea-going sailing vessels, and 115 smaller coasters.

the gentleman concerned; his colleague (Mr. Acton) has also been transferred to other functions, but has been replaced by Mr. Noel Malan, another ex-officer of the Board of Trade, who is rendering useful service in the direction of the foreign section of the department. Raghîb Pasha, the new Minister—by birth a Sciote Greek, sold into Egypt after the massacre of 1822—is said to be an able administrator, and enjoys a high personal character. He has, however, the disadvantage of being the only holder of a portfolio who does not speak English or French,—Greek, Turkish and Arabic being the only tongues he knows.

Public Works and Agriculture form a joint department, nominally under Prince Ibrahim Pasha, the fourth son of the Khedive, but in reality administered by his *musté-chars*—Ali Pasha Moubarek, for Public Works (of which also he is chief engineer), and Moukhtat Pasha, for Agriculture. The first section of this ministry has charge of all the canals, telegraphs, bridges, river embankments and Upper Egypt railways—those below and east of Cairo being now controlled by the new special administration—while the latter exercises such supervision over the methods of husbandry and the distribution and rotation of crops as can be officially brought to bear on the staple industry of the country. Ali Pasha Moubarek received a very complete education in the *École Polytechnique* of Paris, and is said to be a clever practical as well as theoretical engineer.

Until last year the Ministries of Public Instruction and the Wakfs were similarly united under one chief (as they still are under the same roof), but the departments were then separated, and Riaz Pasha was named Minister of Education, with Hussein Pasha Fehmy as Director of the Wakfs. In another chapter some account will be given

of the present state of public instruction in Egypt, and it will suffice therefore to say here that, while the primary credit of the great progress made during recent years is due to the enlightened liberality of the Khedive himself, very much of it has also been immediately owing to the intelligence and administrative ability of the present Minister and his predecessor (Ali Pasha Moubarek) and of their indefatigable inspector-general Dor Bey, a Swiss gentleman of long educational training and experience, who is perhaps the ablest European specialist now in the Egyptian service. It is, however, to be regretted that the economies compelled by last year's financial reforms have extended to this department, involving a reduction of nearly 10,000*l.* in its budget, which, though generously supplemented from the privy purse of the Khedive, can still badly afford the retrenchment. The Ministry of War could have better spared the amount, but in the present political situation its particular estimates are not likely to be cut down.

The sub-departments of the Customs and the Post Office are the only other branches of the central administration that call for special notice. Up till last year, the reforms in the organisation and working of the former of these did not keep pace with its increasing revenue importance. Some few checks on fraud had indeed been introduced, but, barring these, the personal machinery and the system of accounts remained very much as Mehemet Ali left them thirty years ago, when the trade of the country was less than a fifth of its present total. When, therefore, introducing a large European element into the administration, the Khedive decided on applying the reform in full to this department, and—as in the case of others—requested the English Foreign Office to send him a thoroughly able officer to reorganise and assume the

control of the whole service. Mr. Scrivenour, an experienced functionary of the London Customs, who had already fulfilled similar missions with success in Portugal and Brazil, was recommended to his Highness, and in October last undertook this new labour of Hercules—for such the chaos and organised corruption which he soon discovered showed it to be. The old (but not exclusively) Eastern system—carried to its extreme by the late Moufettish—of selling all such posts to those who paid highest for them, or who could command the most backstair influence, had long been followed in this branch of the service, without even a pretence of reference to the fitness of the nominee, and with all the resultant abuses that might be expected. The nominal salaries of the whole staff, from the chief director to the lowest searcher, were absurdly low, but the understanding was clear—and, it need hardly be said, acted upon—that, to say nothing of direct peculation of the revenue, a fraudulent form of perquisite called “extra money” and the time-honoured *backsheesh* should make up for the poor official pay. This “extra money” payment has a precedent in the practice of Western Custom-houses, where an additional but regularly tariffed charge is made for attendance at extra-official hours and other special facilities in the clearance of goods; but in Alexandria it was made to cover gross frauds on the revenue, for which the merchant was morally quite as much to blame as the dishonest official. Thus, to illustrate the common practice by an incident of actual occurrence: it was till lately an every-day matter to declare and pass, say, a case of silk worth 300*l.* as one of cheap cotton stuff worth 30*s.*—a “facility” for which the importer paid a bribe of a sovereign to the examining officer, instead of a proper duty of 23*l.* 18*s.* to the Treasury; and so in countless other analogous cases. *Back*

sheesh, again, similarly covered unfair preferences in the clearance of goods,—those who paid most having a first turn without regard to the time of landing, and obtained an under-valuing (the duty on imports being nearly in all cases *ad valorem*) proportioned to the bribe given. Nor was this all: to these purely administrative abuses, *smuggling* added another heavy source of fraud on the revenue; and here the new director encountered not merely native dishonesty, but the now gross anachronism of the Capitulations and the more modern “treaty rights” of foreign residents in the country—as abusive as anything in the old conventions. In Turkey, where the same Capitulations and treaties are in force, the Customs authorities have and practise the right of visiting all vessels entering Ottoman harbours, and of keeping officers on board till their cargo is landed. In Egypt, on the contrary, Consular usurpation has overridden this prerogative, and the Customs agents can only watch the discharge and seize the contraband stuff when it is actually on shore. For not only are foreign ships exempt from search, but the privilege is claimed by the Consulates even for fishing-boats registered as such in Egypt, and for common shore boats owned by Maltese, Greeks, Italians, *e tutti quanti*, by whom this illicit trade is chiefly carried on. The result has been an amount of smuggling, especially of tobacco, almost under the very eyes of the helpless native authorities, which has had probably no parallel anywhere in Europe. Nor has this been at all confined to the harbour of Alexandria. In the absence of anything worth the name of a coastguard, cargoes are constantly landed in broad daylight at points along the extensive line of coast, or passed over the Syrian land frontier, and—with in many cases the connivance of the native officials—are “run” into the nearest town without paying toll to either

Customs or octroi. Foreigners, again, who grow tobacco in the country claim exemption, under the Capitulations, from paying the special taxes levied on the crop from native farmers, and so further contribute to the heavy deficit that has hitherto resulted in the revenue estimates for this particular article. Another fruitful source of abuse has been the system on which the accounts of the department have been kept—perfect in their caligraphy and tabulation, but intricate in a fashion which only their Coptic keepers could understand, and which made easy the concealment of almost any fraud. In this respect, as before remarked, no improvement has been effected since, nor probably from long before, the days of Mehemet Ali; so that, what with the abuses just noted which have kept revenue out of the department, and this clerical means of glossing over frauds committed in its actual receipts, it is not to be wondered at that the Customs revenue of the country has not grown *pari passu* with its general material development.

But these were only some of the time-consecrated abuses of the service with which the new English director had to grapple on entering office in November last. He received, however, full powers from the Khedive, and has since been loyally supported by his Highness in carrying out the needful reforms,* with the result that great improvement has already been effected in the constitution, working, and fiscal outcome of the department. After fully acquainting himself with the situation, he dismissed a host of corrupt or incapable employés, and replaced them by fewer but carefully chosen and better paid substitutes; introduced an efficient system of checks; and proclaimed

* It is due to Mr Vivian to say that he has also vigorously supported Mr. Scrivenour in his difficult work, and has not, like too many of his colleagues, persisted in upholding indefensible abuses.

open war against smuggling, both in the harbour of Alexandria and along the coast. In the matter of accounts, the old system has been greatly simplified; and for the first time in the history of the service, receipts are given for all moneys paid, and a rigorous daily audit made of the whole, so that a fraud can now be at once detected and traced to its source. But correction of abuses within the department has been much easier than suppression of contraband outside, and in this Mr. Scrivenour has had to cope not merely with the smugglers themselves but also with their protecting Consulates. Here, however, his nationality has enabled him to dare much that no mere native official of any rank could have attempted. He has established a patrol service along the coast, which, in concert with a couple of cruisers at sea, has immensely increased the difficulties of the illicit trade, and disregarding the letter of Capitulation law—as abusively misread in Egypt—he has on several occasions searched both fishing and shore boats suspected of having contraband on board. Notwithstanding the recent stagnation of trade, the result of these and other reforms* has already been to greatly increase the revenue of the department, with the certainty of still further augmentation as they are extended. Under the old system, it was estimated that not more than 3 of the 8 per cent. receivable on imports reached the Treasury: this has already grown to 5 per cent., and there is every reason to hope

* Travellers arriving at or leaving Alexandria will gratefully appreciate the minor reforms that have been effected in the landing and clearance of baggage. The rabble of Arab examiners who formerly passed anything for *backsheesh*, or if it was refused turned the contents of trunks inside out in a dirty open yard and left their owners to re-pack them as best they could, has been replaced by a well-disciplined staff, mostly of Europeans, who receive no fee of any kind, and conduct the examination in a comfortable waiting-room, as civilly as our own Customs officers at Dover or Charing Cross.