

REPORT

ADDRESSED TO

THE EARL OF CLARENDON

BY THE

COMMITTEE

ON THE

EAST AFRICAN SLAVE TRADE,



DATED JANUARY 24, 1870.

Presented to both Houses of Parliament by Command of Her Majesty.
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Report addressed to the Earl of Clarendon by the Committee on the East African Slave Trade.

My Lord,

Foreign Office, January 24, 1870.

1. IN accordance with your Lordship's instructions we have given our careful attention to the subject of the Slave Trade on the East Coast of Africa, and to the measures necessary for its suppression, and we beg to submit the following observations for your Lordship's consideration. It may be well, however, before proceeding to state the conclusions to which we have come, that we should give a brief sketch of the Traffic, and of the mode in which it is at present carried on.

2. The African Slave Trade is, as your Lordship is well aware, now almost exclusively confined to the East Coast of Africa, and chiefly to the territories of the Sultan of Zanzibar. State of the Slave Trade in Zanzibar. There is, however, a legal as well as an illegal Traffic within those territories. By the laws of Zanzibar, slaves may be transported for a great part of the year from port to port within certain recognized limits; but all transport of slaves beyond these limits, or during certain prohibited periods, as well as all export of slaves for sale in foreign countries, is strictly forbidden, and Her Majesty's cruisers are by Treaty authorized to capture any vessels found engaging therein. It is important to bear in mind this distinction between the legal and the illegal Traffic, the one having for its avowed object the supply of the home, and the other of the foreign markets.

3. The limits, within which the transport of slaves is allowed, are between the latitudes of Quiloa or Kilwa, a port on the mainland about 150 miles south of Zanzibar, and of a place called Lamoo to the north, a distance of over 350 miles. Within these limits slaves may, for a great part of the year, be transported to or from any place as well on the mainland as in Zanzibar and the adjacent Islands, without being liable to capture by British cruisers. The only restriction upon this Traffic is during the months of January, February, March, and April in each year, when, owing to the presence, in the neighbourhood of Zanzibar, of the Northern Arabs, by whom the illegal Traffic is chiefly carried on, all transport of slaves, even within the recognized limits, is forbidden. Recognized limits for transport of slaves. Prohibited period for transport of slaves.

Slave Trade in the Interior.

4. The slaves required, as well for the legal as for the illegal Traffic, are obtained from the interior of Africa. Formerly they could be procured from the countries bordering on the coast; but constant slave-raids have so depopulated those districts that the slave-dealers are now forced to go far inland for their supplies; year by year further tracts of country are depopulated and laid waste; and at the present time it is chiefly from the neighbourhood of Lake Nyassa and beyond it that slaves are obtained. Slaves obtained from far in the interior of Africa.

5. The persons by whom this Traffic is carried on are for the most part Arabs, subjects of the Sultan of Zanzibar. These slave-dealers start for the interior, well armed, and provided with articles for the barter of slaves, such as beads and cotton cloth. On arriving at the scene of their operations they incite and sometimes help the natives of one tribe to make war upon another. Their assistance almost invariably secures victory to the side which they support, and the captives become their property, either by right or by purchase, the price in the latter case being only a few yards of cotton cloth. In the course of these operations, thousands are killed, or die subsequently of their wounds or of starvation, villages are burnt, and the women and children carried away as slaves. The complete depopulation of the country between the coast and the present field of the slave-dealers' operations attests the fearful character of these raids. Mode of obtaining the slaves. Wholesale destruction of the inhabitants. Depopulation of the country.

6. Having by these and other means obtained a sufficient number of slaves to allow for the heavy losses on the road, the slave-dealers start with them for the coast. The horrors attending this long journey have been fully described by Dr. Livingstone and others. The slaves are marched in gangs, the males with their necks yoked in heavy forked sticks, which at night are fastened to the ground, or lashed together so as to make escape impos-

Start for the coast.
Horrors of the journey.

Many are murdered or left to die on the road.

sible. The women and children are bound with thongs. Any attempt at escape or to untie their bonds, or any wavering or lagging on the journey, has but one punishment—immediate death. The sick are left behind, and the route of a slave-caravan can be tracked by the dying and the dead. The Arabs only value these poor creatures at the price which they will fetch in the market, and if they are not likely to pay the cost of their conveyance they are got rid of. The result is, that a large number of the slaves die or are murdered on the journey, and the survivors arrive at their destination in a state of the greatest misery and emaciation.

Export of Slaves.

Principal port for exporting slaves on the mainland.

Number of slaves annually exported from Kilwa.

7. Kilwa is the point on the coast for which the slave-caravans generally make. From this place the slaves destined ostensibly for the legal traffic are exported for the most part to the Island of Zanzibar, but some to Momfia, Pemba, Mombaza, and Lamoo. A few also are shipped to Madagascar; but these latter shipments are clandestine, for, as we have already said, all Traffic with foreign countries is illegal. The following is a Return of the number of slaves exported through the Custom-house at Kilwa between 1862 and 1867, distinguishing those sent to Zanzibar from those shipped to other places:—

Year.				Zanzibar.			Elsewhere.
1862-63	..	..	..	13,000	..	..	5,500
1863-64	..	..	..	14,000	..	..	3,500
1864-65	..	..	..	13,821	..	..	3,000
1865-66	..	..	..	18,344	..	..	4,000
1866-67	..	..	..	17,538	..	..	4,500
				76,703			
				20,500			

Total exports from Kilwa in five years .. 97,203

Tax on slaves at Kilwa and Zanzibar.

8. On each of the slaves thus shipped through the Custom-house at Kilwa, averaging, as will be seen, nearly 20,000 a-year, the Sultan levies a tax of $2\frac{1}{2}$ dollars, and an additional tax* of 2 dollars is paid on every slave landed at Zanzibar; so that the Sultan derives a sum of about 20,000*l.* a-year from this source, or about one-fourth of his entire revenue.

Export from other places on the coast.

9. But, besides those passed through the Custom-house at Kilwa, numbers are exported from that and other places on the coast, as well within as beyond the recognized limits. And we are informed that only within the last twelve months, owing probably to the great difficulties experienced by the slave-dealers in procuring slaves in the neighbourhood of Zanzibar, the Galla tribes in the neighbourhood of Fazi have been incited by them to go to war. The result was, that large numbers of captives were made, brought down to the coast to the north of the Sultan's dominions, and there sold for slaves. It was in this new field that the "Daphne" and the "Star" made so many prizes in October and November 1868.

But a small proportion of the victims of the Slave Trade become slaves, the rest die.

10. Such is the extent to which the exportation of slaves takes place from the East Coast of Africa. It must not, however, be thought that those who are taken captive, great as the numbers are, represent in any degree all the sufferers from this iniquitous traffic. According to Dr. Livingstone and others, not one in five, in some cases, not one in ten, of the victims of the Slave Trade, ever reach the coast alive, and become slaves; the rest die in the interior. Such is the fearful loss of life resulting from this traffic; such the miseries which attend it. And when it is remembered that a slave who costs next to nothing in the interior is worth, on an average, about 5 dollars at Kilwa, about 17 dollars at Zanzibar, and about 60 dollars on the coast of Arabia, it will readily be understood what inducements exist for its continuance.

Connection between the legal and illegal Traffic.

11. We have entered into these details because it must be remembered that these atrocities are committed in the prosecution of an ostensibly legal enterprise, namely, for the purpose of supplying the slave-labour required by the Sultan of Zanzibar and his subjects, and that, as such, they are permitted by the laws of that country. And we now propose to show the great abuses that spring from that Traffic, and to trace its connection with the illegal Slave Trade, that is, the export of slaves for sale in foreign countries.

Illegal Slave Trade.

Mode of carrying on the illegal traffic.

12. The illegal trade, which is in the hands chiefly of the Northern Arabs, is carried on in the following manner:—The Arabs generally arrive at Zanzibar with the north-east

* Small as this tax is, it is not unusual to see sick and feeble slaves lying for days before the Custom-house at Zanzibar, because their owners will not pay the tax until they see whether the slaves will live or die.

monsoon in the early part of the year; their object being to purchase, if they can, and, if not, to kidnap, the slaves they may require, and to export them for sale to Arabia and the shores of the Red Sea and Persian Gulf.

13. The Sultan of Zanzibar, it is true, has issued a Decree prohibiting the sale of slaves to the Northern Arabs, and imposing heavy penalties on those who infringe the law, so that no Northern Arab can now purchase slaves in the open market. Still, however, means are found to evade the law, and if the Arabs cannot purchase all the slaves they require for exportation, they steal them. Such is their power and lawless daring that, during their stay at Zanzibar, they are a terror to all the peaceable inhabitants. At those times negroes cannot venture to leave their houses after dark, lest they should be seized and carried off by the Arabs. The presence of one of Her Majesty's cruisers is the best check upon their proceedings; but even this is not always effectual, as instances have occurred in which our cruisers have captured, after a sharp fight, dhows with slaves on board, within gun-shot of the Sultan's palace.

Prohibition by the Sultan of sale of slaves to Northern Arabs evaded.

Power and lawless daring of the Northern Arabs.

British cruiser best check upon them.

14. If the port of Zanzibar is closely watched during the time that the Northern Arabs are in the neighbourhood, the slaves are carried in driblets to some distant part of the island, or to one of the neighbouring islands, or to some point on the mainland, where they are less under observation, and whence, as occasion offers, they can be shipped off by the Northern Arabs. It appears that there are annually about 3,000 slaves exported from Pemba, and 5,000 from the Island of Zanzibar; these, with about 1,000 carried coastwise, and from 1,000 to 2,000 sent overland from Lamoo, where they are previously landed, to Tola, making in all about 10,000 or 11,000, are, it is thought, shipped for the slave-markets in the North. In addition to these, some are taken to Madagascar and the Comoro Islands; but these come chiefly from the mainland to the southward of Kilwa, and both from the Sultan's and the Portuguese dominions, and are landed in driblets on the North-West Coast, between Cape Amber and Cape St. Andrew.

Slaves clandestinely shipped by them.

Numbers illegally exported to the North.

Exports to Madagascar.

15. Of the large numbers of slaves exported, it appears from the Reports of the Commodore commanding the squadron in the Indian Ocean that not more than 700 to 800, or about 7 per cent. of the numbers exported, are annually captured.

Comparatively few captured by our cruisers.

Export of Slaves to be reduced, and ultimately abolished.

16. Such, briefly, is an account of the Slave Trade as it at present exists on the East Coast of Africa, and seeing the misery and loss of life which result from the legal traffic alone, and the facilities which it affords for carrying on the illegal traffic, we think that the time has arrived when the Sultan should be pressed gradually to diminish the legal export of slaves from the mainland with a view to its ultimate total abolition. Looking also to the fact that the Sultan is maintained and supported on his throne by this country, that he relies upon her mainly for protection, and that he has engaged himself by Treaty with us to suppress the Foreign Slave Trade, we think that there can be no reason why he should not be urged to take effectual measures for this purpose. So long as the domestic Trade is allowed to continue, no steps will, in our opinion, be effectual wholly to put down the Foreign Slave Trade; and it may be said, with truth, that there is in reality little, if any, distinction between the two Trades,—there are the same horrors and loss of life in procuring the slaves under both systems, and it can make no difference to a slave, captured in the interior of Africa, whether he is sold in Zanzibar, Muscat, or Madagascar, all of which are equally foreign countries to him. But it is right at the same time to bear in mind that His Highness derives from this traffic, as already stated, no inconsiderable part of his slender revenues; and that he has always, hitherto, maintained that he cannot forego this source of income without involving the State in financial embarrassment. He has, however, from time to time suggested to Her Majesty's Government that, if he were relieved from the payment of the annual subsidy to Muscat, amounting to 40,000 dollars, or about 8,500*l.*, he would be in a better position to meet their views with respect to the suppression or limitation of the Slave Trade in his dominions. The recent revolutions in Muscat have removed, in a great measure, the difficulties which had previously presented themselves to Her Majesty's Government in dealing with this question. In these altered circumstances the Government of India have now under their consideration, with a view to immediate diplomatic action, the justice and policy of relieving the Sultan of Zanzibar from the continued payment of this subsidy; and we trust that, without insisting upon any such condition, Her Majesty's Government will avail themselves of so favourable an opportunity to press upon His Highness the necessity of his coming to some distinct understanding with respect to the measures to be undertaken for the ultimate suppression of the Slave Trade, the more especially as his Envoy, when in this country, intimated the willingness of his master to enter into negotiations for that purpose.

Foreign Slave Trade cannot be put down so long as the Domestic Trade exists.

Question of relieving the Sultan from payment of the Muscat Subsidy.

Reasons for making
cessation of export of
Slaves gradual, not
immediate.

Zanzibar at present
dependent upon Slave
labour.

Shipment of slaves
to be limited to one
port on the mainland.

Dar Selam to be the
only place of shipment.

Capabilities of Dar
Selam as a port and
centre for trade.

Advantages of Dar
Selam for controlling
slave shipments.

Ports of import for
slaves.

To be restricted to
three ports.

Proposed change in
prohibited period for
transporting slaves.

Reasons for proposed
change.

Ships engaged in the
transport of slaves to
have passes.

17. We think, however, that it would not be practicable at once, and without further notice, to prohibit altogether the export of slaves from the mainland. Such a course, if adopted, would, whilst reducing the Sultan's revenue, tend greatly to weaken his power; and, by rendering him unpopular with his subjects, possibly lead to the loss of his Throne, or even of his life. In addition to which, we fear that the important and rapidly increasing commerce of Zanzibar* might be ruined if it were at once deprived of the slave labour on which it has hitherto relied, before proper provision is made for supplying free labour in its stead. We think, therefore, that instead of insisting at once upon the immediate total prohibition of the export of slaves from the mainland, the best course will be so to regulate the export as to bring it under proper supervision and control. By these means measures may be taken for limiting it to the actual wants of the inhabitants, whilst at the same time as much free labour as possible is provided in its place. With this view we venture to offer the following suggestions for your Lordship's consideration, and we do so with the greater confidence, because we have reason to believe that the Sultan will be disposed to accede to them.

Suggestions for that purpose.

18. The first suggestion, then, which we have to offer is, that all shipment of slaves should be limited to one point—and one point only—on the mainland; and that the export of slaves from any other point on the mainland should be declared illegal. The advantages of this plan would be that all the slaves being brought to one port, their shipment would be far more under control than if permitted along an extensive line of coast. The Sultan, also, would probably be disposed to accede to the proposal, as it would facilitate the collection of the tax which he levies upon slaves shipped from the mainland.

19. After careful consideration of the points on the mainland suitable for such a port of shipment, we have come to the conclusion that the one best adapted for the purpose is a place called Dar Selam, situated nearly opposite to and within a few hours' steaming of Zanzibar, and which the Sultan desires to make a port of the first importance.

20. As a harbour for shipping, Dar Selam has great natural advantages; and the Sultan has lately expended large sums there in erecting a palace and shops, and in the transport of building materials, with a view to make it a nucleus for trade, to which all the caravan routes from the interior would converge, and the ivory trade be eventually brought, instead of going, as it now does, to Bagamoyo, where there is only an open roadstead. The Sultan, therefore, would probably readily co-operate with us in making Dar Selam the only port of export for slaves. And while its proximity to Zanzibar will afford great facilities for controlling the shipment, its position, unlike that of Kilwa, would prevent the northern Arabs and others from running their slaves direct to the coast of Arabia, passing outside the islands, and thus escaping our cruisers. It should be added that, at Dar Selam, slave-holders would be compelled to treat their slaves kindly to prevent their escaping to the neighbouring tribes, by whom they would be readily sheltered.

21. The next point to be considered is into what places slaves should be allowed to be imported. The only places where many slaves are required for domestic, agricultural, or commercial purposes are Zanzibar, Pemba, and Mombaza. Those required at Pemba and Mombaza could without difficulty be conveyed there from Zanzibar. At the other places to which they are taken, they are chiefly, if not entirely, required for the illegal Traffic. We therefore recommend that all slaves shipped at Dar Selam should, in the first instance, go direct to Zanzibar; and that liberty should be given to transport them thence to Pemba and Mombaza only. Imports to any other places, or which have not come through Zanzibar, should be declared illegal, and liable to capture.

22. We further recommend that the prohibition of the shipment of slaves during certain periods of the year should be continued, but that the times should be altered. At present this prohibition commences on the 1st of January, and ends on the 30th of April in each year. In lieu thereof we propose that all shipments of slaves be forbidden between the 15th of February and the 15th of May, and from the 15th of August, or at latest the 15th of September, to the 15th of November in each year. These alterations in the prohibited periods are intended to meet the changes of the monsoon, and will render all shipments of slaves illegal at the only periods which suit the operations of the Northern Arabs. We have reason to believe that the Sultan will not object to these changes.

23. We think, also, that every vessel engaged in the conveyance of slaves should be provided with a pass from the Sultan, stating the name of the vessel, her destination, and the number of slaves which she is authorized to carry on that voyage, and that such pass

* The trade of Zanzibar may be said to have increased more than 50 per cent. within the last few years; for whilst, in 1864, the Customs were farmed out to Messrs. Jiram Sewjee, of Bombay, for 42,105*l*, the same firm now pays 65,263*l*. per annum for them.

should be valid only for the voyage for which it was taken out. She should also have a large distinctive mark either upon the hull or sails as a clear indication to the cruisers that she is engaged in the lawful transport of slaves. A heavy penalty should attach to any piracy of these passes or marks. We believe that the Sultan will have no objection to issue orders to that effect. Also distinctive marks.

24. It appears to us also to be very desirable that the Sultan should be urged at once to close the slave-markets at Zanzibar, where slaves are openly bought and sold by auction. The public sale of slaves, and the profits arising from it, encourage the importation of a greater number than are required for domestic service; and besides giving rise to great abuses, the practice necessarily demoralizes and degrades the people, and leads them to believe that there can be no harm in doing that which the law openly sanctions. We believe that the Sultan will readily grant this concession. Slave-markets at Zanzibar to be closed.

25. It would be well also if any of the Sultan's subjects engaging in the illegal Traffic in Slaves could be more severely punished than they are at present. The only punishment to which a slave-dealer is now exposed is the loss of his dhow and slaves, if captured, while the profits of a successful voyage are large enough to cover many failures. We think that an additional punishment in the shape of a fine or imprisonment, or both, is necessary to deter the Arabs from engaging in a trade which they well know to be illegal. A heavier punishment should attend the attempt to kidnap, sell, or buy freed slaves; for it is necessary that the utmost protection should be afforded to these liberated slaves, who, if our subsequent proposals are adopted, will be congregated in large numbers at Zanzibar. The Sultan should be urged to issue notifications to that effect. And it will be the duty of Her Majesty's Consul to endeavour to procure the infliction of those punishments in every case. Persons engaging in the illegal Traffic to be punished.

Still heavier punishment to be inflicted on persons kidnapping freed slaves.

26. Such are the measures, immediate and prospective, which we recommend that the Sultan should be urged to adopt. By limiting the export of slaves from one port on the mainland; by confining their import to three places in the Sultan's dominions, under the conditions specified in paragraph 21 as to their first passing through Zanzibar; by entirely prohibiting their transport when the Northern Arab dhows are in Zanzibar waters; by doing away with the Coast Traffic, and abolishing the open slave-markets; by inflicting severe penalties for any breach of the laws against the Slave Trade, and for any improper interference with the liberated slaves; by providing that no vessel shall be allowed to carry slaves without a special pass from the Sultan, and some distinctive mark on the hull or sails to indicate the nature of her occupation,—we think that, whilst an effectual check will be put upon the illicit Traffic, and great difficulties thrown in the way of slave-traders, a ready means will be afforded for limiting the export of slaves for the Home Trade with a view to its ultimate total abolition. The numbers to be exported in each year cannot be determined at present, as the demand must depend upon the state of trade and the commercial condition of the country. It will rest with the British Political Agent and Consul at Zanzibar to arrange from time to time with the Sultan what number of slaves should be shipped from Dar Selam, and to see that the numbers are gradually reduced. Recapitulation of proposed measures.

Her Majesty's Consul at Zanzibar to regulate the annual shipments of slaves.

27. If the measures which we have proposed are approved of, the Sultan should be urged to sanction them by Treaty, which should at the same time stipulate for the ultimate entire prohibition of the export of slaves from the mainland. These measures to be sanctioned by a Treaty.

Relations with other States besides Zanzibar.

28. Your Lordship has further invited us to consider what steps can be taken by Her Majesty's Governments to secure a more active co-operation on the part of foreign Powers in suppressing the Slave Trade on the East Coast.

29. We have shown that most of the slaves exported from the East Coast of Africa for Slave Trade purposes are sent to the Arabian Coast or the Persian Gulf, a few only to Madagascar. Although Her Majesty's Government have Treaties with Persia, Madagascar, Muscat, and various independent States on the Coast of Arabia, providing for the suppression of the Slave Trade within those countries, and giving power to Her Majesty's cruisers, conditionally under the Treaty with Persia, but unconditionally under our Treaties with the other Powers, to seize their vessels if engaged in the illicit Traffic, it is notorious that that these Treaties have been systematically violated, and that slaves are exported in greater or less numbers to all these countries. We would, therefore, recommend that the attention of those Governments should be seriously called to these facts, and that they should be urged, in all proved cases of violation of the Treaty, to show their sense of their obligations by severely punishing all those concerned in the transaction, in addition to the punishment which would be inflicted upon them by the loss of their vessels and slaves, and to give public notice of their intention to do so. If engagements to this effect could Communications to be made to Persia, Madagascar, and Muscat, regarding the violation of the Slave Trade Treaties by their subjects.

be obtained from these States, it might be well that measures should be taken to remit to them for punishment any of their subjects, who might be found engaged in carrying on the Slave Trade.

French Government to be asked to prevent indiscriminate issue of French papers to Arab vessels.

30. One point remains to be noticed in connection with this part of the subject, namely, the practice recently adopted by Arab slave-traders of sheltering themselves under the French flag. We observe that your Lordship has already called the attention of the French Government to the subject, but it might be well to inform the French Government of the nature of the instructions recently issued by the Admiralty regarding the seizure of vessels on suspicion of being slavers, which will, it is hoped, entirely protect the legitimate trader from detention or annoyance; and to urge this point upon the French Government as a reason for instructing their authorities at Mayotta and Nossi Bé to use the strictest precautions against any abuse of the protection of their flag in issuing French papers to Arab vessels, whose claims to be owned by French subjects are probably in most cases fictitious.

Number and Distribution of the Naval Force on the East Coast of Africa.

31. The next question which has engaged our attention is, what ought to be the number and disposition of our cruisers on the coast, so as most effectually to check the operations of the slave-traders.

Periods of the year when a naval force is more especially needed.

32. We have shown that it is only at certain periods of the year that the Northern Arab dhows are capable of carrying their cargoes to the north. They generally arrive at Zanzibar with the north-east monsoon, during the first three months of the year, and sail northwards with their cargoes of slaves when the south-west monsoon blows during March, April, and May, as well as during September, October, and a part of November, when the force of the monsoon is abated. It is therefore at these periods more especially that the coast requires to be strictly guarded, and cruisers placed in the track of the slave-dhows. At other times it is only necessary that a watch be kept upon the comparatively small but constant Slave Trade with Madagascar and the Comoro Islands, and upon the coast transport between Lamoo, Brava, and other places, where slaves are collected ready for shipment on board the northern dhows. Zanzibar also and Dar Selam,—the one being intended as the principal port for the importation of slaves, the other as the sole port of export on the mainland,—will require constant attention, if our proposals are adopted.

Requirements at other periods of the year.

33. To meet these requirements we venture to suggest that one cruiser should be constantly stationed at Zanzibar to prevent any illicit exportation of slaves from that island, or from Dar Selam, and to protect the town and its neighbourhood, more especially during the visits of the Northern Arabs. A decked steam-launch, of sufficient size and speed, should be attached to this vessel for the purpose of preventing the transport of slaves coastwise, of chasing slave-dhows attempting to escape at night, and of keeping open communications with Dar Selam, and occasionally visiting the neighbouring bays and creeks where slavers might be concealed. This launch might be manned from the crew of the vessel stationed at Zanzibar, and during the absence of the cruiser might be left in charge of Her Majesty's Consul.

One cruiser and a steam-launch to be constantly stationed at Zanzibar.

34. Another cruiser should be constantly stationed off the North-West Coast of Madagascar to prevent the Slave Trade which is continually carried on between the mainland and that Island. Its cruising-ground should lie between Cape Amber to the north, and Cape St. Andrew to the south, within which limits the slaves are principally imported.

Cruiser to be constantly stationed off North west Coast of Madagascar.]

35. With these two cruisers, the steam-launch, and another cruiser, to be stationed wherever the Naval Commander-in-chief may deem most expedient, we think that the Slave Trade could be effectually checked during the greater part of the year.

Permanent force required for the East Coast.

36. We recommend, however, that in the early part of the year, say from the beginning of February, when the Slave Trade between the mainland and Madagascar is most active, a second cruiser should be stationed off Cape St. Andrew; which might be withdrawn in time to proceed to the north to assist in intercepting the Northern Arab dhows.

A second cruiser should be off Cape St. Andrew in early part of year.

37. A cruiser should also be employed off Brava during March, April, and May, to intercept slave-dhows making for the Somali Coast; the boats of this vessel might be stationed in-shore to prevent the coast traffic, whilst the ship remained in the offing.

One cruiser off Brava during March, April, and May.

38. During the same months a cruiser should also be stationed between Cape Guardafui and Socotra, to intercept the Northern Arab dhows running their slaves to the north. She would be assisted from the commencement of April by the cruiser, whose services would then be no longer required on the coast of Madagascar.

Two cruisers between Cape Guardafui and Socotra.

39. Another cruiser ought to be stationed at the entrance to the Persian Gulf during March, April, and May.

A cruiser at the entrance to Persian Gulf.
Recapitulation of required naval force on the East Coast.

40. We thus recommend that the naval force to be permanently employed in suppressing the Slave Trade on the East Coast should consist of three cruisers and one steam-launch, to be assisted by three other vessels during March, April, and May, one of which, however, should be there from the beginning of February; and while we have specified the points that require watching and the proper positions for the cruisers, we think that their distribution might, as a general rule, be left in a great measure to the discretion of the officer commanding, who may possibly find it necessary sometimes to depart from the suggestions we have made.

41. These proposals will not, so far as the suppression of the Slave Trade is concerned, involve any increase of the naval force beyond what has hitherto been usually employed on the East Coast; but we are of opinion that the organization and equipment of this force should be very complete, and specially adapted to the duties on which it is employed.

Suggestions as to equipment of naval force.

42. Your Lordship is aware that a great deal of in-shore service is performed by boats'crews detached for long periods from the cruisers, who often suffer great hardships during their prolonged expeditions. Whether the periods during which they are detached from their vessels might or might not be materially shortened, is a question entirely for the consideration of the Lords of the Admiralty. We think, however that it is very important, having regard to the health and safety of the men, that the boats employed on this service should be larger than they have usually been, that they should be armed with a light gun, adapted for service in a heavy sea, and sufficiently manned and swift to enable them to prevent the escape of slave-dhows creeping along the coast.

In-shore service.

Larger and better-equipped boats should be provided.

43. Many of the mistakes and improper seizures of which the Sultan has complained are no doubt attributable to the difficulty of distinguishing between the legal and illegal traffic; some of them are, however, we fear, due to the inexperience of naval officers, as well as to the incompetency and cupidity of the interpreters attached to the ships.

Mistakes, to what attributable.

44. So far as regards the officers of the squadron, we trust that the recent instructions of the Admiralty, in which we entirely concur, will, to some extent, obviate these mistakes; but nothing will so effectually prevent a recurrence of them as the employment of officers of local experience, who have made themselves acquainted with the usages and, to some extent, the languages of the East Coast. It is not to be doubted that the frequent removal to other stations of officers, just as they are becoming acquainted with the special duties connected with service in these waters, is one of the greatest impediments to the success of the measures which Her Majesty's Government have so much at heart. If, therefore, some regulations could be devised, the tendency of which would be to afford to the officers of Her Majesty's navy sufficient inducements to remain for a longer period upon the station, and, after qualifying themselves, to volunteer for this particular service, a great advantage would be gained. Whether it would not be better that the officers and men employed in the suppression of the Slave Trade should be rewarded for their services, which are of a harassing and hazardous character, by increased pay and allowances, rather than by a bounty on the captures made, is a matter for serious consideration. It may be said that, without the incentive of a bounty, neither officers nor men will be willing to incur the risks necessarily attending the seizure of slave-vessels; on the other hand, the system of allowing bounties appears to us to be objectionable upon principle, a cause of much reproach, unequal in its operation, and therefore unsatisfactory to those employed with the squadron and to the general body of the Service.

Experienced officers should be appointed.

Whether the system of rewarding by bounties should not be altered.

45. We would also observe, in this place, that the correspondence which has been laid before us affords instances of the assumption by officers of Her Majesty's Navy of diplomatic functions, which properly belong only to the Agent and Consul at Zanzibar; and we are of opinion that serious embarrassments may arise, if the discussion of political questions at the Sultan's Court is undertaken by any but the responsible officer, who is duly accredited by Her Majesty's Government for that purpose.

Naval officers should not assume diplomatic functions.

46. As regards the interpreters, it appears that those hitherto employed on board Her Majesty's ships have proved inefficient and incompetent for the important service which they have to perform. In many cases they have been unable to translate the captured vessel's papers, and serious mistakes have arisen from their ignorance, in the seizure and destruction of vessels engaged in lawful traffic. With the view of obtaining a higher class of men, we recommend that the interpreters should in future have the pay and rank of Warrant Officers, but we think that they should not have any share in the prize-money, as they would then have no interest in misleading the officers under whom they were serving, and a temptation which has hitherto seriously interfered with their efficiency would be thereby removed.

Better interpreters should be provided.

A knowledge of Arabic and Soahili necessary.

47. The languages with which they should be acquainted are Arabic and Soahili. Competent Arabic interpreters are to be found at Aden and Zanzibar, while Soahili interpreters can be procured at Zanzibar, and from the Nassik School at Bombay. Probably the best arrangement would be to leave the selection of the interpreters to the authorities of the Bombay Government, if they would undertake the duty.

Courts of Adjudication.

48. The next question to be considered is, before what Courts the prizes should be taken for adjudication.

Courts should be near the place of capture.

49. It is obviously desirable in the interests both of the captors and of the captured that these Courts should be as near as possible to the place of capture. To the captors it is of the highest importance that they should not have to leave their respective cruising-grounds, but that there should be some place near at hand where they could obtain a decision as to the validity or invalidity of their captures. On the other hand, to allow them to institute proceedings at Mauritius, the Cape of Good Hope, or even in this country, probably at a very considerable interval of time after the capture has been made, and in the absence of the owners, is most unjust. Formerly, when there was no Vice-Admiralty Court in those waters nearer than the Cape of Good Hope or Mauritius, there was no remedy for such a state of things. But now that there are Vice-Admiralty Courts established at Aden, Zanzibar, and Muscat, capable of adjudicating upon any captures that may be made in those seas, there seems to be no reason why the adjudication of such cases should not be limited to these three Courts. Thus, the cases would be speedily disposed of, and the owners would have the means afforded them of being heard in their defence if they desired it.

Prizes to be adjudicated upon at Aden, Zanzibar, or Muscat.

50. We propose, therefore, that all vessels captured on the East Coast of Africa, or in the neighbouring seas, in pursuance of Treaties with the authorities of Zanzibar, Muscat, the Comoro Islands, Madagascar, and other independent States on the Coasts of Africa and Arabia, as well as vessels commonly styled "name and nation unknown," and captured in those waters, should be always taken for adjudication before the Courts of either Aden, Zanzibar, or Muscat.

Districts to be assigned these Courts.

51. The three Courts should have jurisdiction over all such cases; but, as the distances between them are great, and it would be manifestly improper that any vessel captured in the neighbourhood of Zanzibar should be proceeded against in the Courts of Aden or Muscat, except under very peculiar circumstances, it will be well to define the districts over which the jurisdiction of these several Courts should, as a general rule, extend. We propose that they should be as follows:—

(1.) For the Court at Zanzibar, between the latitudes of Cape Guardafui to the north, and Delagoa Bay to the south.

(2.) For the Court at Aden, the Red Sea and the Gulf of Aden, and to the north of the Equator and west of longitude 55°.

(3.) For the Court at Muscat, the Persian Gulf, the Gulf of Oman, and to the north of the Equator, and east of the longitude of Cape Guardafui.

Option to be given in certain cases of going to one or other of the Courts.

52. It will be seen that these districts in some places overlap; thus a vessel captured on the coast of Africa, between Cape Guardafui and the Equator, might be taken either to Zanzibar or Aden; and a vessel captured on the coast of Arabia, between longitude 55° and the longitude of Cape Guardafui, might be taken either to Aden or Muscat. This option we consider to be necessary, as it would depend upon the season of the year, the prevailing wind, and other circumstances, whether it would be more convenient for the cruiser and her prize to go to one or to the other of those ports.

Vice-Admiralty Court at Madagascar.

53. Your Lordship will observe that we have not referred to the Vice-Admiralty Court which has been established at Tamatave, on the east coast of Madagascar. We have not done so, as we think it very unlikely that any prizes will ever be taken to that Court. Slaves carried to Madagascar are almost without exception landed on the north-west coast, between Cape Amber and Cape St. Andrew; they rarely if ever round Cape Amber; and any slaver captured on the north-west coast could be much more conveniently carried to Zanzibar than to Tamatave. It is, however, for your Lordship to say whether it is worth while to authorize the Court at Tamatave to adjudicate upon these cases.

Disposal of the Prizes.

54. We now come to the question as to how the prizes should be disposed of.

55. And first we should observe that a practice has prevailed to a great extent on the coast, which has given rise to very grave complaints on the part of the Sultan and his subjects. The practice to which we allude, is that of destroying immediately on its capture any vessel, against which there is, in the opinion of the capturing officer, any suspicion of her complicity in slave-trading. To destroy a vessel before she has been legally condemned is a grave and serious act, to be justified only in case of extreme emergency. It would seem, however, that this course has been followed, not only where the vessel was proved conclusively to have been engaged in the Slave Trade, but unfortunately also in some cases where there was little or no evidence of guilt, and even when the vessel was engaged in lawful commerce.

Practice of destroying vessels before adjudication.

56. Another practice still more reprehensible has existed, namely, that of landing the crew and passengers of any vessel that may have been captured and destroyed, at some out-of-the-way place; and afterwards obtaining the condemnation of the vessel on an *ex parte* statement, and in the absence of all persons interested in her and her equipment. Such an act would no doubt be regarded in no very favourable light by foreign countries, and to the Arabs themselves it would seem to be little short of piracy—piracy carried on by a great and powerful nation, from which there was in their opinion no means of escape, except by sheltering themselves under the flag of some other European Power.

Practice of landing crew and passengers.

57. Grave and serious as are these charges, we are quite prepared to believe that they have in many cases arisen from circumstances over which the officers had no control. When Mauritius and the Cape of Good Hope were the nearest Courts of Adjudication, there was some justification for such conduct; but now that Courts are established in the immediate neighbourhood of the cruising-grounds, there can be no reason for its continuance, and we trust that, after the instructions recently issued by the Admiralty, such practices will henceforth be wholly discontinued, and that no captured vessel, except under very exceptional circumstances, will ever again be destroyed until after she has been legally condemned. The masters and principal persons on board captured vessels should also, in all cases, be taken to the Port of Adjudication, to afford them an opportunity of establishing their innocence, and if they fail to do so, to secure their punishment.

No justification now for destroying a vessel before adjudication.

Masters and principal persons to be sent to Port of Adjudication.

58. We strongly recommend also that the claims recently preferred by the Sultan on account of acts of this nature should be investigated, and if substantiated, proper compensation should be awarded. Such a proceeding would, no doubt, have great weight with the Sultan in inducing him to accede to the measures which we have suggested.

Just claims for compensation to be satisfied.

59. Cases, however, might occur in which, owing to the state of the captured vessel, the wind, the weather, and a variety of other circumstances, it would be almost, if not quite, impracticable to take the prize to either of these Ports of Adjudication. No doubt it is incumbent on the captor, if he can do so, to take the vessel to a Port of Adjudication; but if he cannot do so, his proper course should be, we think, not to destroy her, as has hitherto been the practice, but to leave her in some secure place, if any such can be found, pending the adjudication; so that, if she is condemned, orders may be sent for her disposal; and if, on the other hand, she is acquitted, she may be there ready to be restored to her owner. To meet such cases as these we think that arrangements should, if possible, be entered into with the Sultan of Zanzibar, that his Governors should take charge of any prizes which might be left with them pending the adjudication. Similar arrangements might also be entered into with the authorities in Johanna, Socotra, or any neighbouring State. But the naval officer before leaving the vessel with any of the native authorities should always require an undertaking from them that they will keep the vessel safely pending the adjudication. It is only in the event of his not being able to obtain such an undertaking, or of the vessel not being in a condition to be taken to a Port of Adjudication, as where she has been run ashore and bilged, that he will be justified in destroying her. The master and some of the principal persons, if any are found on board the prize, should in all cases be taken to the Port of Adjudication.

Vessels, if they cannot be taken to a Port of Adjudication, to be left in some secure place until after the trial.

Arrangements for that purpose to be made with Zanzibar, Johanna, Socotra, and other friendly States.

Naval officer to obtain a receipt before leaving the prize.

Disposal of Liberated Slaves.

60. We have now to consider in what manner the captured slaves should be disposed of.

61. The slaves, when taken from the slave-dhows, are generally in a filthy state, and ripe for an outbreak of epidemic disease; it is, therefore, necessary that our cruisers should be relieved from their custody as quickly as possible.

State of the Slaves at the time of capture.

Two Dépôts required
—one for the North,
and one for the South.

Aden and the
Seychelles unsuitable.

Zanzibar recom-
mended as the chief
southern dépôt.

62. Two dépôts for their reception are certainly required, one for the northern and one for the southern portion of the coast, and care must be taken that proper accommodation and sufficient protection is provided for them wherever they are landed.

63. The reports from our authorities at Aden and the Seychelles do not encourage us to recommend that either of these places should be selected as dépôts. The Political Resident at Aden reports that he is obliged from want of space to confine the slaves to a small island, where they are, in fact, imprisoned until he can ship them to Bombay. And the Governor of Mauritius states that there is great difficulty in finding suitable employment for them in the Seychelles, whilst in Mauritius there is even less demand for their services,—Indian labour being very generally preferred, and complete machinery being in force for supplying that labour as it is required; he therefore does not recommend the adoption of any measures with a view to the encouragement of a systematic introduction of liberated Africans into either the Seychelles or Mauritius.

64. Your Lordship will have perceived that, as a means of carrying out our views for the ultimate extinction of the Slave Traffic in Zanzibar, we rely, in some measure, upon the gradual substitution of free for slave labour, and this object would be greatly promoted by the selection of Zanzibar as the chief dépôt to the south for the liberated slaves. We have been induced to select this place, not only from its central position in the midst of the slave-trading districts, and the facilities which it therefore affords for the slaves being speedily landed from the cruisers; but because we understand that there is a great and increasing demand for free labour at that place, and that even children can readily obtain work at good wages, so that no charge for their maintenance is likely to be thrown upon the Imperial Government. For these reasons we think that Zanzibar should be selected, not only as the dépôt for the slaves captured in the south, but that those also captured in the north should ultimately be brought there.

65. In the preliminary arrangements for this purpose which will have to be made with the Sultan of Zanzibar, the probable effects of this measure upon the prosperity of the island should be pointed out to him, and the greatest care should be taken to provide efficient protection for the freed slaves, and to prevent their being ill-used by their employers, or kidnapped by the slave-dealers. They should be under the special protection of Her Majesty's Consul, although amenable to the laws of Zanzibar; a register should be kept of them at the British Consulate; they should be provided with printed certificates of freedom; and, as we have already suggested, the Sultan should declare his intention to punish severely any attempt to molest them.

66. We have read a letter from the Church Missionary Society stating that it is their intention to establish schools for the education of freed slaves at the Seychelles, in the anticipation of these islands being made a dépôt for their reception. It is more than probable that the Society will find ample scope for their operations amongst the freed slaves, numbering about 2,000, which are already in those islands; but if that should not be the case, and the Colonial authorities should see no objection to such a course, Her Majesty's Consul at Zanzibar might be authorized to send some of the liberated Africans to the Seychelles, from time to time, according to the requirements of the Society.

67. The Consul should also have permission generally to dispose of the freed slaves in any way that he may think best, always however bearing in mind that the first object is to obtain employment for them as free labourers in Zanzibar. We understand that the French planters in Réunion have expressed a wish to employ some of these free negroes; and, with due precaution for their safety, this application might, perhaps, be acceded to, but only to a small extent, and until it is ascertained how the experiment succeeds. A few might also be sent to Johanna, and even to the Coast of Africa, if there is a demand there for free labour, it being in our opinion very desirable to encourage as much as possible the employment of free labour among the natives of the coast. But in every case, where the negroes are handed over, the strictest precautions should be taken against their ill-usage or their relapse into slavery.

68. It remains to consider what would be the most convenient place as a dépôt for slaves captured on the northern portion of the coast. As Aden is, in our opinion, unsuitable, besides being too far removed from the cruising-ground, we think that the Chief of Socotra might be asked to allow us to establish a dépôt, as well as a coaling station, either there or at Ab-el-Kury. The same stringent precautions, however, for the safety of the negroes should be taken here as in the case of Zanzibar, and they should only be temporarily kept at this dépôt pending their transport to Zanzibar or to Bombay, as opportunities offered.

69. That some such provision is absolutely required in the northern portion of the Station appears to us to admit of no question, for we understand that it is the practice for the Northern Arabs to send forward one or two vessels full of slaves, with the intention

Arrangements to be
made with Sultan for
protection of freed
slaves.

A few might be sent to
the Church Missionary
Society's Schools at the
Seychelles.

Authority might be
given to Consul to dis-
pose of them as he
thinks best.

A few might be sent as
an experiment to Réu-
union;

And a few to Johanna
and the Coast of
Africa.

Socotra or Ab-el-Kury
the best northern
dépôt.

Necessity for a
northern dépôt.

that they should be captured by the cruiser stationed in the Straits of Socotra. The vessels are no sooner captured than it is found necessary to remove the slaves to the cruiser, and such is the condition of the poor creatures that the Commander has no option but to sail away to Aden,—the nearest point at which they can now be landed. The Straits being thus unguarded, the whole Arab fleet, with their living cargoes, sail through unmolested, and reach the Arab Coast in safety.

70. If, therefore, any difficulty should be experienced in establishing a temporary depôt on shore in or near Socotra, we think that it would be desirable to establish a depôt-ship in that neighbourhood, on board of which slaves might be kept until opportunity offered for sending them away. A depôt-ship was stationed on the West Coast of Africa, and was found to be most useful for supplying Her Majesty's cruisers with coals and other stores, thus enabling them to remain on their Stations when they they would otherwise have been compelled to abandon their cruising-ground. And although the depôt-ship on the West Coast was not used for the reception of slaves, we see no reason why, if one were established on the East Coast, it might not with advantage be used for both purposes. The vessel might, when not wanted for the cruisers, be stationed at Aden.

Depôt-ship might be stationed in the neighbourhood.

Legislative Powers and Procedure.

71. If the suggestions which we have made are adopted, an Act will have to be passed somewhat extending the jurisdiction conferred upon the Court at Zanzibar by the Act of last session, the 32 and 33 Vict., c. 75; and, as similar powers must be given to the Courts at Aden and Muscat, the best course probably would be to repeal the Act of the 32 and 33 Vict., c. 75, and to pass an Act giving these three Courts, and, if it is thought necessary, the Court of Madagascar also, the proposed jurisdiction, and their Decrees in these cases the same force and effect as attaches to the Decrees of other Vice-Admiralty Courts.

Act 32 and 33 Vict., c. 75, to be repealed, and a new Act passed.

72. It might be well also to consider whether a clause should not be introduced into the Act, providing, so long as the present system of bounties is maintained, that, when the condemnation of any such vessel has been obtained in other than one of the above-mentioned Courts, no bounties should be payable to the captors. And a further clause, that in any case where the vessel has been destroyed before adjudication, the additional bounty of 1*l.* 10*s.* a ton should not be allowed, unless the Court certified in its Decree that the captors were justified in destroying her. Power might, however, be given to the Lords of the Treasury to relax the stringency of these provisions, and to grant the bounties in cases in which the circumstances seemed to justify it. We think also that when a prize is condemned she might be sold whole, instead of being broken up and the materials sold in separate parts. On the West Coast of Africa, slave-vessels were ordered to be broken up after condemnation because they were specially built for the Slave Trade and unfitted for lawful commerce; but on the East Coast, where all dhows, whether legal traders or slavers, are built in the same way, the same precaution appears unnecessary. The Act of Parliament would, however, require alteration if this suggestion were adopted.

Provisions for preventing captors obtaining condemnation in other Court;

And destroying their Prizes.

73. Rules will have to be prepared for the Courts which will be called upon to adjudicate upon these cases. The procedure, however, ought, in our opinion, to be of the simplest character, and as free as possible from all legal technicalities. It is not likely that difficult legal questions will come before the Courts, and the judges will be rather arbitrators commissioned to administer substantial justice between the parties than lawyers called upon to decide delicate points of law. They should, of course, be supplied with all the requisite forms and certificates.

Procedure to be of the simplest possible character.

Forms to be provided.

Future Administrative Arrangements.

74. For the performance of the additional duties devolving upon the Consul, and the supervision of the freed slaves to be introduced into Zanzibar, some increase of the present small staff will necessarily be required.

Increase of staff at Zanzibar.

75. We recommend that an officer be appointed at Zanzibar to assist the Consul and Judge of the Vice-Admiralty Court in all matters connected with the Slave Trade, with the title of Assistant Political Agent and Vice-Consul at Zanzibar, and to act for him in his absence; and we venture to suggest that Dr. Kirk, who is now in charge of the Consulate, and whose services are well known to your Lordship, would be a very proper person to receive the appointment.

Assistant Political Agent and Vice-Consul to be appointed at Zanzibar.

Dr. Kirk suggested for the appointment.

76. A Consular Officer should also be appointed at Dar Selam, under the superintendence of Her Majesty's Consul, to whom he should report upon all matters connected with the Slave Trade, the number of slaves exported, and whether the Sultan's engagements with Her Majesty's Government are strictly observed. This officer would probably be

Appointment of a Consular Officer at Dar Selam necessary.

required to visit, from time to time, the various points on the coast, and to report whether any irregularities exist, or any illegal exports are carried on.

Appointment of a
Consular Officer at
Kilwa may be
expedient.

77. It is probable that for some time the slave-traders will attempt to continue the exportation of slaves from Kilwa, while its distance from Zanzibar and Dar Selam will not enable the British authorities at those places to watch and check such practices; and it may be necessary at first to station a Consular Officer at that port also.

Correspondence of
Political Agent and
Consul at Zanzibar.

78. We would further observe that much inconvenience, and sometimes embarrassment result from the existing official system, whereby the superintendence of British relations with Zanzibar is placed, partly under the Foreign Office and partly under the India Office,—in the latter case, through the intermediate channels of the Government of Bombay and the Government of India. The Agent and Consul at Zanzibar is primarily a servant of the Bombay Government, by whom he is appointed to the office of "Agent," whilst he receives *ex officio* a Consular Commission, signed by the Secretary of State for India, the entire salary of the joint offices being paid from the revenues of India. In these capacities he corresponds directly with the Bombay Government (sending copies of his correspondence to the India Office), and with the Secretary of State for Foreign Affairs, from both of which authorities he receives instructions. This divided superintendence might lead, and in some cases has led, to the issue of conflicting orders, and much perplexity has thereby been occasioned to the Agent and Consul at Zanzibar, and some detriment to the public service abroad; whilst at home this duplex action of the two Departments of Her Majesty's Government necessarily multiplies correspondence, and retards the despatch of business. We are well aware that considerable difficulty attends any alteration or modification of the existing system. Whilst, on the one hand, the political or diplomatic relations of the British Government with the Sultan of Zanzibar have hitherto been, and in their present position must continue to be, controlled by the Indian Government, and its subjects have an extensive commercial connection with the Sultan's dominions, it is by the Imperial Government, as represented by the Foreign Office, that measures undertaken for the suppression of the Slave Trade can be most beneficially superintended. We are not prepared, therefore, to recommend that the entire control should, at present, be vested in one Department of the State; but we would suggest that the correspondence of the Agent and Consul with the Foreign Office should be confined entirely to matters relating to the Slave Trade, and that the Governments of India should be informed that such matters are to be regulated by orders from Her Majesty's Government in England. When, however, the Slave Trade is entirely suppressed, which we trust it will be at no very remote period, the sole superintendence of our relations with Zanzibar might then be undertaken by the Indian Governments.

Should be with the
Foreign Office on
subjects connected
with the Slave Trade.

Expenses of Establish-
ment to be borne
equally by Imperial
and Indian Exche-
quers.

79. Meanwhile, we are of opinion that as so important a part of the duties of the Agent and Consul at Zanzibar is, at present, connected with this question of the suppression of the Slave Trade, it would be an equitable arrangement that the charges of the Zanzibar Agency and its dependencies should be equally shared between the Imperial and the Indian Exchequers. And as, owing to the almost total suppression of the Slave Trade in other parts of the world, all the Mixed Commission Courts either have been or probably will shortly be abolished, and a considerable saving thus effected in the vote for Slave Trade, less objection could be raised to some additional expense being incurred for this purpose on the East Coast of Africa.

Irregular communica-
tion with Zanzibar.

80. In conclusion, we would call your Lordship's attention to the present unsatisfactory state of the postal communications with Zanzibar. Mail-steamers run regularly now to the Seychelles, but communication between those islands and Zanzibar depends upon the chance visits of a ship-of-war or trading-vessel. We hope that some means may be devised for rendering the postal communication more certain and regular; and, looking to the growing importance of Zanzibar, and to its proposed establishment as the great central depôt for all the liberated Africans captured in those parts, we think it is very important that steps should be taken for this purpose.

Summary of our
suggestions.

81. We have thus laid before your Lordship our proposals for dealing with the Slave Trade on the East Coast of Africa. Shortly stated, our views are,—to urge upon the Sultan the ultimate abolition of the legal Slave Traffic, and of the export of slaves from the mainland; in the meantime, gradually to prepare the natives for these changes, by taking the most effectual steps to prevent their engaging in the Slave Trade, by placing the legal traffic under strict control and supervision, by limiting it as much as possible, and by encouraging in every way the employment of freed slaves. At the same time every effort should be made to allay the alarm and distrust inspired by the recent proceedings of our cruisers, by taking measures to insure the immediate conveyance of every capture before a

Prize Court, where the case can be fairly and impartially tried. This course will prove to the Sultan and his subjects that, whilst in the interests of humanity Her Majesty's Government are determined to exert themselves to the utmost of their ability to suppress the Slave Trade, they are anxious to interfere as little as possible with vessels engaged in legitimate commerce, and to treat both the Ruler and the people of Zanzibar with all the consideration due to a friendly and allied State.

We are, my Lord,
Your Lordship's most obedient,
humble Servants,
(Signed)

HY. A. CHURCHILL.
HENRY FAIRFAX.
J. WM. KAYE.
WILLIAM ROBINSON.
H. C. ROTHERY.
W. H. WYLDE.
C. VIVIAN.

P.S.—The Committee have learnt that Sir Leopold Heath, the Commodore on the East African Station, to whom their Report has been referred, has protested against the observations contained in paragraphs 43, 44, 55, 56, 57, 58, and 81, upon the subject of the improper seizures of slavers, the destruction of prizes previous to adjudication, the practice of landing their crews and passengers at out-of-the-way places, and the alarm and distrust inspired by these proceedings.

The Committee desire to explain that their strictures were directed against abuses that existed both prior to and at the time when the Committee was constituted; and, indeed, it was in consequence of the complaints of irregular proceedings on the part of Her Majesty's cruizers engaged in the suppression of the Slave Trade, that had reached Her Majesty's Government from various sources, that the Committee was first appointed.

The Committee were aware that some of the practices which had obtained, and which formed the subject of their strictures, had been discontinued in consequence of fresh instructions that had been issued by the Admiralty and by the Commodore; but the information laid before the Committee showed that those abuses existed at the time when they were first empowered to deal with them, and they were specially instructed to report upon the state of things brought before them.

But the Committee fully recognize the difficulty and delicacy of the duties which have devolved on the officers and men employed in the suppression of the Slave Trade on the East Coast of Africa, and the admirable manner in which, as a rule, those duties have been performed; and they wish it to be understood that their strictures have been directed against the system, rather than against the officers who have been engaged in carrying it out.

The Committee would be glad that this explanation should be added to their Report

REPORT addressed to the Earl of Clarendon by the Committee on the East African Slave Trade, dated January 24, 1870.

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