

No. 638.

ST. HELENA.

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REPORT FOR 1909.

(For Report for 1908, *see* No. 597.)

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Presented to both Houses of Parliament by Command of His Majesty.  
*June, 1910.*

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LONDON:  
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By DARLING & SON, LTD., 34-40, BACON STREET, E.

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WYMAN AND SONS, LTD., FETTER LANE, E.C., and  
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E. PONSONBY, LTD, 116, GRAFTON STREET, DUBLIN.

1910.

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No. 638.

## ST. HELENA.

(For Report for 1908, *see* No. 597.)

THE GOVERNOR TO THE SECRETARY OF STATE.

The Castle,  
St. Helena,  
12th April, 1910.

MY LORD,

I HAVE the honour to transmit herewith the Colony's Blue Book, together with my Report thereon, for the year 1909.

I have, &amp;c.,

H. L. GALLWEY,

Governor and  
Commander-in-Chief.

The Right Honourable

The Earl of Crewe, K.G.,

Secretary of State for the Colonies,

&amp;c., &amp;c., &amp;c.

## ANNUAL REPORT FOR THE YEAR 1909.

## I.—FINANCIAL.

The expenditure for the year under review exceeded the revenue (including the grant-in-aid) by £266 16s. 2d. I regret this fact, but until an industry is found for the town population, and the fibre industry is fully established with a sufficient and continuous supply of leaves, the Colony's revenue cannot meet the most carefully-controlled expenditure, provided ordinary efficiency is maintained.

The revenue collected during the year amounted to £6,728 13s. 4d., which was augmented by a grant-in-aid of £2,500 from the Imperial Exchequer, making a total revenue of £8,778 13s. 4d. The revenue collected was £268 6s. 8d. less than the original estimate, and £68 13s. 4d. in excess of the revised estimate. As compared with the previous year there was a shrinkage in the actual amount collected of £1,153 8s. 1d. More than half of that decrease was due to the marked falling off in the sale of postage stamps to dealers and others outside the Colony. In 1908 the sale of stamps to non-residents amounted to £776, whilst in the year under review only £174 was realised from that source. The balance of the decrease in revenue was entirely due to the continued poverty and depression existing in the town districts, containing more than half the population of the Island. The labouring classes in those districts, especially in Jamestown, do not to any appreciable extent benefit by the fibre industry. They yet await the establishment of an industry in which they can fully participate. The nucleus of such an industry has now been established (March, 1910) in the shape of a mackerel-curing factory. The extent to which the islanders will benefit from the new industry depends entirely on the amount of mackerel to be found in St. Helena waters, coupled with the energy and industry which the islanders throw into the venture.

The chief shortfalls in the revenue as originally estimated were:—

(a.) "Customs": £306 5s. 7d.

Due to the decrease in the importation of dutiable articles, which brought in £382 less than in 1908. Employment was scarce in the town districts, causing a falling off in the consumption of liquor and tobacco. Further, only three British warships called at the Island during the year under review, as compared with nine in the previous year. This fact is a further explanation of the shrinkage in the sale of liquor and tobacco.

(b.) "Post Office": £90 8s. 3d.

Entirely due to the marked falling off in the demand for stamps by the outside public.

The only material increase in revenue over the original estimate was £114 13s. 4d. under "Fines, Fees, &c." This was

and "Sale of drugs." Under these two sub-heads a sum of £227 was realised, as against an estimate of £137.

Apart from the revenue, £319 14s. 3d. was recovered during the year under review from Jamestown householders under the Drainage and Waterworks Ordinances. The majority of the householders were quite unable to pay the instalments due, and in many cases they could not even pay the interest. Several householders have petitioned the Government to take over their properties in settlement of all claims. The Government cannot entertain such requests. In the present state of the Colony's finances it is with the greatest difficulty that existing Government buildings can be kept in fair repair. Further, the majority of houses in Jamestown are mortgaged, and rents are difficult, in these hard times, to collect. Thanks to the sympathetic consideration of the Right Honourable the Secretary of State for the Colonies, the greatest leniency is shown in cases where householders are genuinely unable to pay the demands made upon them. In such cases the monies due are carried forward, and in cases of actual poverty the interest due for the year is wiped out. On the 31st December, 1909, the sum of £3,500 19s. 1d. remained due from the householders in addition to arrears in interest amounting to £70 14s. 1d.

The year's expenditure amounted to £9,045 9s. 3d., being a saving of £176 8s. 9d. on the original and supplementary estimates as approved. The expenditure exceeded that of the previous year by £940 11s. 11d. This increase was chiefly due to the following causes:—Increase of £100 to the Governor's salary; Mr. Hall's salary for part of the year, £218 17s. 9d.; Miss Girdwood's salary, £120 (as compared with £60 in 1908); £48 in establishing a leper segregation station; £60 increase in carriage of mails, due to the increased rates under the Rome Convention; £60 under "Medical," caused by an unusually large number of admissions to hospital; and £300 under "Public Works Extraordinary."

There was only one excess of expenditure over the estimate, in a total excess of £84 0s. 9d., that calls for comment, and that was £61 0s. 6d. under "Medical." This increase was chiefly due to the large number of persons admitted to hospital, and to several patients remaining under treatment for long periods. Further, a considerable amount of drugs was consumed (on repayment) by the Zulu prisoners and by the very poor, who cannot afford the exorbitant prices demanded by chemists. This fact necessitated more drugs being imported than was anticipated. Against the increase, however, the monies taken in by the Hospital were £90 in excess of the estimate, thus more than balancing the excess in expenditure.

The principal savings in expenditure under the estimate were:—

(a.) "Pensions," £58 14s. 10d.

(b.) "Customs," £78 13s. 2d.

Fewer warships called than was anticipated, thus reducing the amount estimated under the sub-head "Refund of wharfage on coal." £305 was approved and only £215 11s. paid out. It

is not possible to accurately estimate the amount required from year to year under the sub-head named. The refund has to be made, no matter how great the amount.

(c.) "Police," £43 12s. 1d.

On the 31st December, 1909, the assets of the Colony exceeded the liabilities by £619 8s. 11d., as compared with £823 4s. 8d. on the same date in the previous year. The assets include a large sum, no less than £3,571 13s. 2d., due from Jamestown householders (£70 14s. 1d. of which being arrears of interest) under the Drainage and Waterworks Ordinances. The overdraft with the Crown Agents on the last day of the year under review amounted to £3,846 17s. 11d., being £1,575 2s. 10d. less than on the corresponding date of 1908. This decrease was effected by selling up-to-date Savings Bank Stock to cover withdrawals from that institution. The amount due to the Bank on the 31st December, 1909, was £16,397 0s. 7d., whilst stock to the value (cost price) of £16,957 17s. 9d. was invested.

In addition to the £2,500 grant-in-aid of the Colony's finances, the following expenditure was incurred during the year under review under the grants named:—

	£	s.	d.
Fibre industry ... ..	229	16	4
Longwood water main ... ..	509	18	6

The accounts of the above two grants are now closed; and, in the case of the fibre grant, an unexpended balance of £228 15s. 11d. was surrendered to the Imperial Exchequer early in 1910.

The total amount expended under Imperial grants during the three years ending 31st December, 1909, was £10,712 3s. 4d.; which grants undoubtedly saved the Colony from collapse.

## II.—TRADE, AGRICULTURE, AND INDUSTRIES.

### Revenue.

The Customs revenue for the year under review amounted to £2,893 14s. 5d., being £106 5s. 7d. under the revised estimate and £536 18s. 7d. less than in 1908.

There was an increase under one head only, namely, "Tonnage Dues," £165 16s.,—accounted for principally by the fact that dues were paid early in January, amounting to £89, on a shipment of coal and stores which arrived at the port in the last week of December, 1908. There was, too, a large shipment of coal in June, 1909. A leaky vessel also gave £24 tonnage dues.

Decreases occurred under all other heads, and were as follows:—

"Permits"—£1 14s.

"Wharfage"—£273 1s. 10d. Trade being at a very low ebb, merchants and others imported just about sufficient for the necessities of every-day life. Mail steamers from England instead of bringing 120 or 130 tons of cargo monthly, as in former years, brought on an average 89 tons per month during 1909.

"Import duties"—£382 10s. 7d. This decrease was expected. Employment was scarce in Jamestown, and the labouring classes in consequence found it difficult enough to buy food. Judging by the small quantity of bonded goods cleared, tobacco and liquor were luxuries the usual consumers had to forgo.

"Warehouse rent"—£30 0s. 2d. In proportion this head shows the greatest decrease. Merchants cannot afford to keep dutiable goods in bond in these dull times, consequently they import only tobacco and liquor that command a ready sale, and clear the same almost as soon as they arrive.

"Water"—£15 8s. Very few vessels arrived at the port in want of water. Out of 493 tuns supplied to shipping, 188 tuns were taken by His Majesty's ships.

During the year a Norwegian barque put into port in a leaky condition. After remaining here some months, part of her cargo was transhipped to a steam vessel. The total revenue derived from the two vessels amounted to £72.

### Expenditure.

The expenditure for the year amounted to £597, being £136 less than in the previous year. Less coal was taken by His Majesty's ships, the refund of wharfage being £215 as against £318 in 1908.

### Imports.

The total value of imports for the year under review amounted to £29,303, being £6,913 less than in 1908.

Comparative statement of principal imports for the years 1908 and 1909:—

Articles.	1909.	1908.
	£	£
Beef and pork ... ..	378	544
Beer ... ..	460	557
Butter ... ..	1,363	2,012
Cigars, cigarettes, and tobacco...	524	791
Chemicals, drugs, etc. ... ..	469	358
Coal and patent fuel ... ..	2,814	2,860
Drapery and dry goods ... ..	4,143	4,423
Flour ... ..	3,021	3,163
Grain, seed, and oilcake ... ..	1,194	2,435
Hardware, metals, etc. ... ..	396	1,583
Leather, boots, etc. ... ..	399	850
Machinery ... ..	118	252
Oil, paraffin ... ..	616	992
Oilman's stores ... ..	5,451	6,578
Rice ... ..	1,802	1,960
Specie ... ..	—	500
Spirits ... ..	640	835
Stationery ... ..	604	495
Sugar ... ..	2,065	2,035
Sundries ... ..	477	408
Tea ... ..	512	607
Wine ... ..	473	849

From the above figures it will be seen that, except in the case of two or three items of minor importance, there were decreases under every description of import in the year under review as compared with 1908. The large decrease in the value of paraffin oil was owing to a large shipment of that article having arrived late in December, 1908. The marked decrease under "Hardware, metals, etc." is due to the importation of pipes, tanks, and other material for the Longwood water main in 1908. The most notable falling off, and the one that points most clearly to the existing depression, is under dutiable articles, namely, wines, spirits, beer, and tobacco. The total value of such imports in 1905 (the last year in which the garrison was present for the whole year) was £6,600. In 1908 it had fallen to £3,032, whilst in the year under review the total value of those imports was only £2,097, or an average of under 12s. per head of the population.

#### Exports.

The total value of exports amounted to £7,892, being £1,207 in excess of the previous year. This increase would have been considerably larger had not the Government flax mill shut down during the last two months of the year, owing to a burst cylinder.

The principal exports, as compared with 1908, were:—

	1909.	1908.
	£	£
Fibre and tow ... ..	2,979	3,557
Sheep ... ..	868	310
Hides and skins ... ..	187	136
Potatoes ... ..	150	6
Wool ... ..	177	205
Specie ... ..	2,700	2,100

The reason for the falling off in the value of fibre and tow exported was due to two causes. In the first place, the Government mill, owing to the breakdown of the engine, was closed from the 23rd October to the end of the year, whilst the private mill (owned by Mr. Adams) shut down permanently early in the year, exporting only £100 worth of produce out of the total of £2,979. The marked increase in the exportation of sheep is satisfactory. All the animals go to the Naval Establishment at Ascension. The Admiralty are now getting considerable supplies of live stock and vegetables from St. Helena. These supplies will probably considerably increase in the near future, as the staff of the Eastern Telegraph Company at Ascension is shortly to be increased in connexion with the cable now being laid between South America and that Island.

#### AGRICULTURE, FORESTS, AND GARDENS.

The year under review was a bad one for agriculture. Potato seed imported in January and February gave a very poor return. In most cases the potatoes suffered from blight and rot,—the latter owing to excessive rain. The second crop was, too, a partial failure, due to unusually dry weather. In spite of bad seasons, however, the crops secured were greater than the local demand, but only two small shipments were made to South Africa. Grain, root, and hay crops were below the average, owing to there being practically no rain during the last three months of the year. Stock

did fairly well, but the prices realised were most unsatisfactory. This does not apply to the large number of sheep supplied to Ascension, and referred to under Customs.

Experiments on a small scale were made during the year under review, in connection with Mr. Mosely's schemes, of growing new potatoes for the London market at a season when other countries could not supply the article, namely, in April and early May. The results were not encouraging, but the shipment made was too small to be a thorough test. The potatoes fetched from £2 10s. (for faulty ones) to £9 5s. a ton—averaging about £6 10s. If this latter price could be guaranteed, it would prove worth while to continue the experiments, as the growing of the crop only takes some 10 to 12 weeks of the land. About five tons of seed was put down at the end of the year under review, and should be ready by the end of March, 1910. The majority of the growers who have been able to participate in the new potato experiment have only been enabled to do so owing to Mr. Mosely's generous arrangements. That gentleman sends out the seed and boxes for packing the crop, pays the freight of the outward and homeward shipments, and arranges for the sale of the potatoes in London, and pays the growers the sums realised after deducting cost of seed, boxes, freight, etc. By this means the growers have so far been put to no initial expense except the cost of labour in sowing and gathering the crop. But for Mr. Mosely's philanthropy, the islanders, with a very few exceptions, could not, in these dull times, attempt to invest in seed potatoes for experimental purposes. They have not the money to lose in the event of the crop proving a failure. After all, the scheme at present is purely a tentative one, and with the limited area of land available for planting, there can never be very much money in it even in a good year, whilst there must be bad years, and sometimes total failures. The weather conditions in St. Helena are so variable. For instance, in November, 1908, it rained every day, whilst in 1909 there was a continued drought that month. Further, the potatoes must be gathered two or three days before the date of shipment, and fine weather is essential in order that the potatoes may be perfectly dry when packed. Now, in St. Helena it is much more likely to be raining on any one day than not. These facts show the speculative nature of the venture, and it can, therefore, be clearly understood that the cottager with his small potato patch cannot attempt, on his own pocket, to grow new potatoes for the London market. He would lose money more often than he made it, and his last state would be worse than his first. At the same time all Mr. Mosely is doing in the matter is thoroughly appreciated, and you cannot decide on suitable industries without making practical experiments. I hope the results obtained from the next shipment will at least prove that the growing of new potatoes for the London market is an industry which will commend itself to the leading farmers in St. Helena.

Whilst Mr. Mosely was at St. Helena (March, 1909) he made an experimental shipment to London of pears for cooking purposes. The market price of this fruit in St. Helena is about 6d. per 100. The shipment turned out badly, and did not realise even

the freight paid thereon. This was owing to a variety of causes:—The fruit was not properly packed, and was picked too early. The fruit should not be gathered until just before shipment, and each pear should be hand-picked. One bad pear in a box sets up fermentation through all the others. In spite of the unsatisfactory results obtained with the trial shipment, Mr. Mosely is convinced it will pay to export the article provided the growers will take the trouble to follow his instructions *re* gathering and packing. That gentleman has lately (March, 1910) sent out a consignment of boxes and packing material with a view to another experimental shipment being made.

During the year under review a trial shipment of meat was made to London under Mr. Mosely's directions. The results obtained showed that, under the most favourable conditions, bullocks' carcasses would not probably realise more than £6 each, nett. The experiment, therefore, was not proceeded with. Mr. Mosely advised, as an alternative, that stock owners should salt their own beef and so, by degrees, make it unnecessary to import the salted article. The leading owners followed this advice, and results have so far been satisfactory.

The benefits derived from the "Stallion Donkeys Ordinance, 1905," are more apparent than ever. A greatly improved breed of donkey is springing up. There are now eight stallions certified for breeding purposes and five with temporary certificates, whilst only four stallions (licensed) exist in the Island of over two years of age in addition to the certificated animals.

Among Mr. Mosely's gifts to the Island is a two-year old stallion with an excellent pedigree, which he presented to the farmers with a view to improving the breed of horses in St. Helena. The horse is fairly big and heavy, with enormous bone and short in the leg. There is no doubt that Mr. Mosely's handsome present will result in greatly improving the breed of farm horses; but no matter how good the breed of a horse in St. Helena, his money value must always be low. Nobody in the Island can afford to give more than, say, £30 for a horse in St. Helena in these days, no matter what its actual value may be. St. Helena can never hope to export horses, but Mr. Mosely's sole object in sending out the stallion is in order to improve the breed and to turn out horses of a good and serviceable quality.

A fair number of young trees—chiefly Norfolk Island pines, eucalyptus, cape yew, and cedars—were issued from the Plantation nursery during the year under review. The numbers issued were not as large as in 1908 owing to the ravages of the grub, and, as far as the eucalyptus was concerned, to old seed. Owing to what was practically a drought during the last quarter of the year, large numbers of young trees were killed, some of which were planted five years ago. Some useful work was carried out by female labour under "relief works," in clearing away the overgrowth of creeper, blue weed, and other pests, in the Plantation and Alarm forests. In addition to the trees issued from the Plantation nursery, large numbers were supplied from private estates and used in planting on the hillsides

at the head of Jamestown Valley. These plantings, however, suffered very badly during the drought. The Superintendent of the Eastern Telegraph Company and his staff have, during the last two years, done a considerable amount of tree-planting, greatly adding to the appearance of what was a burnt-up locality a few years ago. In the case of the Telegraph Company's plantings, the trees are watered by means of irrigation trenches. It is the cost of watering young trees by hand, coupled with the ravages of that voracious and unpleasant animal, the goat, that makes successful tree-planting in St. Helena a difficult job.

The following sums were realised during the year under review by the sale of fruit and trees as compared with 1908:—

		1909.			1908.		
		£	s.	d.	£	s.	d.
Trees	... ..	18	15	9	13	1	0
Fruit	... ..	30	14	1	22	4	5½

The total receipts in connexion with the Government pasture lands at Botley's Bay amounted to £77 12s. 4½d., against an expenditure of £78 12s. 2d., as compared with £74 0s. 2d. and £72 12s. 7d., respectively, in 1908.

At my request, my Clerk of Works made experiments with the fertilizer known as nitro-bacterine. My chief object was to ascertain whether an effective and cheap fertilizer could be found which would expedite the growth of phormium plants. The plants put down even four years ago are not yet fit to reap owing to the shortness of the leaf. This fact is much to be regretted, as it means the flax mill will run short of leaves about April, 1910, and will probably have to shut down for the remainder of the year, thus causing a serious set-back to an otherwise well-established industry. Unfortunately, no marked results were visible by treating the phormium plants with nitro-bacterine. In the case, however, of oats planted upon particularly poor soil, the crop reached a height of 4½ feet, yielding forage of excellent quality, with fine straw and heavily grained. Previous to this the crop had never grown to a height of more than 9 to 12 inches. The inventor of nitro-bacterine claims that it gives better results the poorer the soil. Further, five shillings' worth of the article is sufficient to fertilize an acre of land. In a hilly country like St. Helena, where the cost of transporting manure is prohibitive to the poor grower, the value of nitro-bacterine is very apparent. It is unfortunate, however, that the effect of the fertilizer in question is not apparent where phormium tenax is concerned. In any case, the results of one experiment do not definitely prove that nitro-bacterine is valueless as regards expediting the growth of any particular plant.

#### INDUSTRIES.

The Colony now possesses three industries: fibre, lace-making, and fish-curing. The latter industry was not, however, established until February, 1910. Owing to the limited size of

St. Helena, no industry, even when fully developed, could ever be established on a large scale. Whatever success attends the industries now developing in the Island, and any that may in future be established, St. Helena's total exports can never be more than an infinitesimal contribution to the world's markets. St. Helena, however, is not only unable to do things on a large scale, but the isolated position of the Island—its distance from the markets of the world—is a factor which must handicap financial success. The cost of conveying produce from St. Helena to England and elsewhere is a very considerable item in the expenses of an industry. I am afraid the day is far distant when the trade of St. Helena will be large enough to make it worth while for steamship companies to compete for carrying the Island's trade. As things are now, only one line of steamers calls at St. Helena.

*Fibre.*—The working of the Government mill during the second year of its existence was satisfactory when one considers the abnormally low price of fibre in the London market during the first eight months of the year. In January the price was £23 $\frac{3}{4}$  per ton. It then fell to £20 $\frac{1}{2}$  for two months, rising slowly to £24 in August. An improvement then set in and the price rose to £28 a ton (the highest figure reached since the mill opened) in November. By an unfortunate coincidence, however, the mill's oil engine broke down the very week in which the price of fibre reached the last figure quoted. The consequence was that only a very small shipment, the result of a few days' milling, realised the satisfactory price of £28 a ton. The breakdown of the engine was caused by the cylinder bursting, due, it appears, to a flaw in the casting. A new cylinder was cabled for, but was not delivered in St. Helena until the very end of December. Thus, the mill had shut down for over two months during a time when high prices ruled in the London market. In addition to the loss caused by missing a favourable market, the expense of replacing the cylinder was considerable. Further, the greater part of a large quantity of leaves was lost during the period the mill was shut down. These leaves, about 30 tons, were delivered and paid for, and remained in hand unstripped when the breakdown occurred. In spite of the drawbacks mentioned, the mill made a small profit on the year's working. If such a result can be obtained with low prices ruling for most of the year, and notwithstanding the loss of time and cost of repairs necessitated by the accident to the oil engine, there should be no doubt as to the future success of the fibre industry in St. Helena.

The mill worked for 39 weeks of the year, treating 905 tons of leaves, which produced 126 tons of fibre and 39 $\frac{1}{2}$  tons of tow, returning a gross approximate value of £3,304. I say approximate, as all the fibre and tow milled had not been sold on the 31st December, 1909. The total expenditure for the year was £3,072, thus showing an approximate profit of £232 on the year's working.

My mill manager, Mr. Hall, reports that the quality of fibre was even and would compare favourably with New Zealand

“good fair.” The average price realised for fibre and tow was £23 $\frac{1}{4}$  and £9 $\frac{1}{2}$  per ton, respectively. The amount of fuel oil used during the year was 4,026 gallons, while 150 gallons of lubricating oil was consumed. The fuel oil taken over from the Imperial Government in 1907 became exhausted in June of the year under review. This necessitated the importation of the article from England at, of course, a considerably higher price. The oil recommended (Scotch lighthouse oil) necessitated the introduction of a new vaporiser to the engine. The cost of the article was considerable, and, with the cost of a new cylinder, added not a little to the year's working expenses.

The mill buildings and plant are insured in a London office for £1,000, the annual premium being 1 per cent. The actual depreciation in buildings and plant has been small, owing to the fact that repairs to the former are carried out as required, and all worn and damaged parts of the machinery are renewed from time to time.

The number of hands employed by the mill is 19. Useful and handy men are always available for an enterprise of this kind in St. Helena. The approximate quantity of water used during the year was 468,000 tons.

At the end of the year under review there remained not more than about three months' supply of leaves from the old plants put down forty or fifty years ago. At the time of writing this report (March, 1910), the leaves in question have nearly come to an end. I am very much afraid, though it is impossible to calculate with any accuracy, that the small amount of leaves fit for milling from the plants put down in 1906 will not keep the mill running for more than a couple of weeks at the outside. This means it will be necessary to shut down for probably the last nine months of 1910. I have on many occasions (in my despatches to the Right Honourable the Secretary of State for the Colonies during the last eighteen months) expressed my fears that when the leaves from the old plants became exhausted the new plantings would not be ready to reap. I regret to say my fears are only too well founded. The abnormally slow growth of the new plantings is the one factor that prevents the fibre industry from becoming fully and firmly established. I am of opinion that the slow growth is due generally to poor soil, and in some areas to want of sufficient moisture as well. Once the leaves are fit to reap there will be no question but that periodical reapings will take place every three years. There is no fault to find with the fibre in these new leaves. The fault lies in their short length. My manager informs me that it does not pay to mill leaves under six feet in length. It takes the stripper-keeper the same time to pass a 12-foot leaf into the stripper as it does to pass a 4-foot one. With the former length, six tons of leaves a day can be easily dealt with, whilst with the shorter leaf, however, only about 2 $\frac{1}{2}$  tons a day can be handled. In both cases the same amount of labour is employed, and the engine consumes the same amount of oil. I have from the very start of the mill always looked forward with apprehension to this “dead season” in the

industry. Such a season was inevitable and must necessarily prove a serious set-back to an enterprise which has been well started against not inconsiderable odds. Once, however, the new plantings are fit to reap, the industry will be established on a sound footing, and will then put an end to any anxiety as to the welfare of the country community. The old phormium plants, which have kept the mill going for over two years, put out new leaves very quickly, and will always be ready for reaping every three years.

When the leaves of the new plantings are fit to reap, and a sufficient and continuous supply of the article is available, it will then be necessary to erect another two mills. As far as I can see at present, only one private mill is likely to be erected. If it is intended to fully develop the industry, it will be, in my opinion, necessary for the Colonial Government to establish a second mill somewhere in the vicinity of Plantation. This, however, is a matter for future consideration.

Mr. Hall's services were available as manager of the mill throughout the year under review. He leaves the Colony in April, 1910, after completing three years' engagement under the Colonial Government. Curiously enough, the termination of Mr. Hall's engagement about coincides with the finishing up of the supply of mature leaves and the consequent necessity of having to shut down the mill for a period. Mr. Hall will be succeeded as manager by Mr. H. J. Broadway, who has had the advantage of 2½ years' training under that gentleman. Once the "dead season" is passed the prospects of the fibre industry in St. Helena are decidedly encouraging.

*Lace-making.*—The progress made in this industry during the year was very marked, and was entirely due to the capable and energetic management of the Government Lace School by Miss Girdwood, coupled with the valuable and ready assistance and advice rendered by Mrs. Ord Marshall. The School was established on the 1st July, 1908, and so by the end of the year under review it had been in existence 1½ years. The following figures give the School's transactions during that period:—

	£	s.	d.
Taken over from late Lace Association ...	154	13	3
Colonial Government contributions...	120	0	0
Sale of work ... ..	513	16	6
Donations ... ..	57	16	6
Bank interest ... ..	4	3	0
<b>Total ... ..</b>	<b>£850</b>	<b>9</b>	<b>1</b>

Payments.—Cost of maintenance ... .. £718 7 4

The above figures show a cash balance in hand of £132 1s. 9d. on the 31st December, 1909. In addition to this, on the same date the value of goods ordered and delivered but not paid for, and of unsold articles, amounted to £99 8s. 6d., the cost of making of which had all been paid for during the year under review.

Of the progress made during the year by the workers and pupils, my manageress reports:—

"Since the beginning of the year there has been a strong and steady current of feeling making for improvement amongst the workers. The idle and worthless have gradually dropped off, while all those who are industrious and painstaking have remained to give character and tone to the quality of work turned out. The interest increases and helps to keep the girls steadily working against their strong natural inclination not to do more than absolutely necessary to supply their wants for the time being. This, in future, may make for thrift and a desire to lay by for emergencies. At present, however, their earnings hardly permit of such a possibility.

A few of the more proficient workers are now setting the pace for the rest, and making it possible soon to arrange prices more in accordance with trade requirements. The workers are divided into three classes:—

1. Those who during the past year have proved themselves capable, steady, and reliable, and who can be depended on to fulfil orders within a given time.

2. Others who are showing promise of this, doing good work, but fitfully, so far.

3. Those who have lately begun, and others who may not turn out satisfactory.

The first class numbers about 70, 25 of whom are needle-workers (embroidery and filet lace). Of the other 45, half the number are school children who can work only after school hours and on Saturdays, and can thus put out less than half the work of an adult.

The numbers therefore stand thus:—

Adult lace workers ... ..	22
„ needle workers ... ..	20
„ needle lace (filet) ... ..	5
Children lace workers ... ..	23
Total number of reliable workers ... ..	70
Those promising well ... ..	35
Others, uncertain ... ..	30

135

A few months ago, owing to urgent requests from distant country districts, lace classes were started at Blue Hill and Sandy Bay. These are doing well, and, being obliged to overcome some difficulties in their desire to learn, the workers are developing a grit not possible to those more favourably situated, and should thus very soon prove a strong reinforcement to the best class of workers in the Lace School."

It will be seen from the above that there are 70 trustworthy workers fitted to execute orders to the satisfaction of the manageress, whilst another 35 promise well. These figures show a marked advance on those of 1908. On the 31st December of that year there were only 18 reliable workers and 47 others of all grades. I consider the progress made to be very creditable both to the workers themselves and to their excellent instructress.

Towards the latter part of the year under review, experts in the lace trade in London pronounced the St. Helena article to be as good as any of its kind in the public market. At the request of the Colonial Office, Mrs. Ord Marshall, always ready to further St. Helena's interests, kindly undertook to go thoroughly into the matter of trade prices with a view to deciding whether the time was yet ripe for the Government Lace School to deal with retail houses in London. Mrs. Ord Marshall fur-

industry. Such a season was inevitable and must necessarily prove a serious set-back to an enterprise which has been well started against not inconsiderable odds. Once, however, the new plantings are fit to reap, the industry will be established on a sound footing, and will then put an end to any anxiety as to the welfare of the country community. The old phormium plants, which have kept the mill going for over two years, put out new leaves very quickly, and will always be ready for reaping every three years.

When the leaves of the new plantings are fit to reap, and a sufficient and continuous supply of the article is available, it will then be necessary to erect another two mills. As far as I can see at present, only one private mill is likely to be erected. If it is intended to fully develop the industry, it will be, in my opinion, necessary for the Colonial Government to establish a second mill somewhere in the vicinity of Plantation. This, however, is a matter for future consideration.

Mr. Hall's services were available as manager of the mill throughout the year under review. He leaves the Colony in April, 1910, after completing three years' engagement under the Colonial Government. Curiously enough, the termination of Mr. Hall's engagement about coincides with the finishing up of the supply of mature leaves and the consequent necessity of having to shut down the mill for a period. Mr. Hall will be succeeded as manager by Mr. H. J. Broadway, who has had the advantage of 2½ years' training under that gentleman. Once the "dead season" is passed the prospects of the fibre industry in St. Helena are decidedly encouraging.

*Lace-making.*—The progress made in this industry during the year was very marked, and was entirely due to the capable and energetic management of the Government Lace School by Miss Girdwood, coupled with the valuable and ready assistance and advice rendered by Mrs. Ord Marshall. The School was established on the 1st July, 1908, and so by the end of the year under review it had been in existence 1½ years. The following figures give the School's transactions during that period:—

	£	s.	d.
Taken over from late Lace Association ...	154	13	3
Colonial Government contributions...	120	0	0
Sale of work ... ..	513	16	6
Donations ... ..	57	16	6
Bank interest ... ..	4	3	0
<b>Total ... ..</b>	<b>£850</b>	<b>9</b>	<b>1</b>

Payments.—Cost of maintenance ... .. £718 7 4

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nished a most useful and comprehensive report on her investigations, but I am sorry to say it was found that at this early stage of the industry it is not possible for the women and girls of St. Helena to attempt to compete with the peasants of countries such as Russia, Belgium, and the Far East, where a living wage is so much lower and where the children commence to make lace from early childhood. It must be remembered, too, that the hours of work and, to some extent, the mode of living in St. Helena are very similar to those that obtain in England. Even at present prices, only a few workers earn from 6*d.* to 9*d.* a day. Those that do so probably work for a good ten hours a day. Until lately, the price paid to the workers for lace has allowed a profit of 20 per cent. to the school, whilst on needlework (including lace trimmings, &c.) the profit has been about 30 per cent. In spite of this, the profits do not yet bring in sufficient income to allow the school to become a self-supporting institution. This fact alone prevents the school from dealing with the retail houses, who demand reductions of present prices varying from 30 to 50 per cent. Although the school is not yet in a position to deal with the trade, every effort is being made to overcome the obstacles in that direction. The system now being followed is one of mechanical production, namely, by keeping certain workers on to one pattern of lace. It will no doubt be possible for the workers, owing to increased familiarity with the work, to turn out in the near future a larger quantity of lace in a given time than has been at all possible in any earlier period in the progress of the industry. Until quite lately none of the workers have shown either the technical ability or the incentive to turn out work at a more than ordinary rapid rate. This, naturally, arises from the fact that, being so far from the centre of things, no idea of the necessity to compete in the general race has hitherto entered into the question as far as the great majority of the workers are concerned. The St. Helenian is, owing to the influence of heredity and climate, proverbially easy-going. It will, therefore, only be possible by judicious and careful management to gradually induce the workers to do considerably more work for the same money in the same time. I am glad to say capital progress is being made by Miss Girdwood in this direction. If a spirit of competition among the workers of similar patterns could be secured, it would no doubt assist in lowering prices. The terms offered by the retail houses means that the workers must increase their output by 40 per cent. for the same pay. This is the line on which the school is being run. The idea is to teach the workers by degrees to understand the situation, so that they may gain the necessary incentive which will ensure the lace industry becoming a permanent and successful institution in St. Helena. The rapid turning out of stereotyped trade patterns of lace will be one of the chief objects aimed at by the school in future.

The school's prospects of future success are decidedly encouraging. During the year under review very satisfactory progress was made in every way; and I am confident that before very

grant of £120 a year which the Colonial Government has paid towards the school's finances since January 1st, 1909. Mrs. Ord Marshall has kindly arranged for the school to have a stall at the Crystal Palace Exhibition in May to July, 1910. I have great hopes that the results of the stall will be to more widely advertise the Island lace and needlework, and to gain a good name in the trade and with the public generally for the St. Helena article.

My thanks are due to Mr. L. Tucker and Mr. G. Liddy for their services, as honorary secretary and honorary treasurer, respectively, during the year; which services were given gratuitously. Mr. Mosely generously presented the School with all its furniture, which had previously been held on loan. He also provided the funds necessary to furnish the school's windows with sun blinds. Nor were these the only benefits conferred on the school by Mr. Mosely. That gentleman authorised me to arrange for daily classes in lace-making during 1910, to be held at his expense, so as to allow the school children of Jamestown to be thoroughly trained in the art. These classes are proving a great success, and are under Miss Girdwood's direct personal supervision. Special classes are also held by Miss Girdwood and her assistants in the country districts. Every effort is being made to give every girl a chance of becoming a useful member of the community.

*Fisheries.*—The Island's fisheries are at last to be exploited, thanks to the generosity of Mr. A. Mosely. That gentleman arrived in St. Helena early in the year under review, and remained in the Colony for a month, in order to personally ascertain what could be done towards introducing new industries among a distressed community. The most important of Mr. Mosely's schemes was the establishment of an industry which would solve the unemployment problem in Jamestown, the men of which community cannot benefit to any material extent from the fibre industry. The girls already have the lace-making industry, which is making excellent progress; but the Jamestown labouring men, for the most part, live a precarious hand-to-mouth existence, and for the last three years have had a hard struggle to keep the wolf from their doors. Mr. Mosely at once saw that the remedy lay in the Island's fisheries, and that if he could find a market for salted mackerel and albacore (tunny) the vexed problem would be partly, if not wholly, solved. He, accordingly, had several barrels of mackerel prepared, and one or two of albacore, and himself took them to New York. In that city he found there were many difficulties in connection with the mackerel trade, the chief drawbacks being:—

(a.) The St. Helena mackerel are of the variety known as blue-black bull's-eye, and, although occasionally caught off the American coast, they are there considered distinctly inferior to the other varieties, and are accordingly more difficult of sale;

(b.) the tremendous variation in the market price. When Mr. Mosely was in New York, mackerel were fetching

very little more than the cost of barrel and freight, the reason being that in the previous year there were enormous local catches, the largest catch on record from Norway, and heavy ones from Ireland. This naturally so depressed the market that the fish was almost unsaleable and a large surplus was left over from the last catch. On the other hand, the new local catch, just commenced, had up to the time Mr. Mosely left New York been practically a failure, with scarcely enough fish to supply even the "fresh" market. That meant that prices would soon rise again. The above facts made it clear to Mr. Mosely that he would have to handle the mackerel business on a somewhat speculative line. His great object, however, is to ensure regular work for the Islanders. He therefore decided to see the matter through, looking for the good seasons to recoup losses incurred in the bad ones. He offered to pay 3*d.* a dozen all the year round for mackerel delivered at the proposed factory in Jamestown, irrespective of the local or market price of the article. In August I called a meeting of the fishermen and others interested in the matter and put Mr. Mosely's proposals before them. The price offered (a very generous one) was unanimously accepted, and the men assured me of their readiness and intention to fish regularly and keep the factory supplied to the best of their ability. I, accordingly, was able to send a reassuring telegram to Mr. Mosely which enabled him to proceed with his arrangements. He decided not to hurry matters and went most carefully into every detail, which included *inter alia* the engagement of an expert salter and packer from Norway and the arranging of freight rates with the Union-Castle Steamship Company. These matters took some time to settle, but I am glad to say that a mackerel-curing factory was opened in Jamestown on February 26th, 1910.

As regards albacore, Mr. Mosely found that the salted article was a thing unknown even among Italians, but that a considerable market existed for tinned tunny in oil. That gentleman, however, went very fully into the probability of finding a market for the salted article among the Italian community in America, but found that the introduction of a new article was fraught with many difficulties. Mr. Mosely, fortunately, is not easily defeated. He got into communication with a firm of fish merchants and curers in England, with a good connection in America and all over the world, with the result that one of the partners (Mr. H. Dunn), of the firm in question, arrived in St. Helena on February 21st, 1910, with the object, on behalf of Mr. Mosely, of studying the question on the spot, so that it may be decided whether the quantity of albacore is sufficient, and of the right species and quality, to warrant the erection of a factory in St. Helena. Mr. Dunn remains in the Colony for five weeks, and, should his report be a favourable one, Mr. Mosely will be prepared to still further confer benefits upon the island community by establishing the

tunny curing industry. The fish (cooked) would be put up in tins, in oil, and not salted in barrels. This mode of packing will, I understand, employ more labour than would be required to deal with the salted article. The employment of as many hands as possible is the main object. I am very much afraid that the St. Helena tunny will prove to be of a lower grade of quality than the Mediterranean article, which commands such a ready sale among the Italian communities of the world. There is probably, too, not a very large supply of the fish in St. Helena waters. This, however, can only be proved by experience. As regards the quality, this, too, can only be decided after Mr. Dunn returns to England and submits samples of the tinned article to experts in America and elsewhere. Even if of a lower grade of quality, it may be possible to find a market for the St. Helena tunny, especially as the quantity exported would be normal. The question of quality also applies to the St. Helena mackerel, which is of a lower grade, and, in addition, the fish are, as a rule, small. In fact, it is probable that a large percentage of the St. Helena mackerel delivered at the factory will be almost too small to find a ready market. For the reasons given, I am not very sanguine of there being more than a bare profit in even the mackerel industry. It costs as much to clean, salt, pack, and ship an inferior article as it does to handle fish of the highest quality. Mr. Mosely, however, does not insist on a profit. He will be satisfied if the industry pays its way.

It will not be out of place here to give a few particulars in connection with the island's fisheries. All fish in St. Helena are caught with hook and line, a somewhat tedious process when large quantities are required. Nets are practically unknown. In fact, it has been proved that the St. Helena mackerel will not look at a net. I refer to nets of ordinary colour—black or brown. Possibly a light-coloured net (as near the colour of the water as possible) might prove efficacious. There is a remarkable variety of fish in St. Helena waters, the chief being: mackerel, albacore, bull's eyes, old wives, silver fish, stoney brass, soldiers, barracoota, bonito, cavally, yellow tail, bill fish, and cole fish. Of the above the cole fish is by far the most palatable, but very few are caught. Albacore and mackerel are the cheapest fish and form the chief diet of the poorer classes. Mackerel range from 1*s.* to 2*d.* per dozen. They are not nearly as good eating as the English mackerel. During the last nine months of the year under review 3,579 albacore and 6,130 dozen mackerel were landed at Jamestown. These fish were caught by nine boats. The fishermen, however, only catch what they think they can sell; that number being reached, they cease their labours. The quantity of the different fish varies with the season of the year. In the summer months enough fish could be caught in a week to provide for local consumption for probably a whole year. At other times there is a scarcity of the article, and prices go up. With more boats, and more honest labour, I am convinced the islanders could obtain considerably more benefit from their fisheries than they have in the past. There are three kinds of fishing: ground fishing, deep-water fishing, and float fishing. The first extends from

the shore outwards until a depth of 40 fathoms is reached. The second extends from 40 to 100 fathoms; whilst "float fishing" refers to surface-feeding fish, such as mackerel. All fishing is done in small open boats. Consequently, except in calm weather, fishing is chiefly confined to the lee side of the Island. Hitherto only sufficient fish for local consumption has been caught. It is not, therefore, possible at this stage to calculate the extent of the supply of fish in St. Helena waters. If the Islanders, however, wish to get full value out of their fisheries, they must adopt a more energetic and industrious attitude than has been apparent in the past.

When Mr. Mosely visited St. Helena he was accompanied, among others, by Mr. J. T. Cunningham, M.A., F.Z.S., whose services he had engaged in order to report on the St. Helena fisheries. Mr. Cunningham has furnished his report to the Colonial Office, and the document has been published as Colonial Report, Miscellaneous, No. 69.

*Miscellaneous.*—During the year under review Messrs. James Morrison & Company, Limited, of London, surrendered the concessions granted to them by the Colonial Government in 1907 covering the manganese deposits in St. Helena, after experts had pronounced those deposits as not of sufficient value to make exploratory work advisable.

The idea of cultivating the black wattle in the Colony has also been abandoned, Sir John McDougall not being satisfied with the results obtained from the experimental plots laid down. Experience proves that the wattle will thrive in St. Helena, but practically all the suitable land for the culture thereof has already been taken up in connection with the fibre industry. The experimental plots laid down by Mr. McDougall in 1907 are situated in districts where the soil is poor and where sufficient moisture is lacking.

#### SHIPPING.

Although 59 ships called at St. Helena during the year under review, as compared with 53 in 1908, the aggregate tonnage of those vessels was less than in the previous year, the figures being 159,915 and 184,454 respectively. This falling off in tonnage was owing to fewer warships calling in 1909 than in 1908. Of the 59 vessels that called, 45 were British. Thirty-three steamers called during the year. Of these 25 were mail steamers, out of which number no less than 11 called on a Sunday and six during the night. Consequently only about a third of the mail steamers benefited the trading community. In addition to calling ships 16 passing vessels were boarded by licensed traders, as compared with 17 in 1908. The tonnage of vessels entered and cleared at the Customs with part cargo for St. Helena was 159,766 gross during the year under review, as against 156,482 gross in 1908. Among the calling ships were 3 British and 1 German warships also 4 American whalers.

The Norwegian barque "Mathilde," with a cargo of coal and machinery, bound for Saldanha Bay, put into the port in distress. The vessel encountered heavy gales with high seas, causing her to leak badly and preventing her from continuing her voyage south

Part of the cargo was transhipped to the British steamship "Ingevid," which vessel towed the leaky barque to the port of destination.

My Harbour Master had occasion to render valuable assistance to the Italian sailing ship "Olona," which was becalmed off the Island. This vessel drifted within a few feet of striking the rocks in Rupert's Bay, and had to be towed clear by row boats. The occurrence was unusual, as the wind and current are almost invariably off the land on the north side of the Island. It is entirely owing to Mr. Bruce's prompt action that the vessel did not strike the rocks. Had she done so, she would have become a total wreck, there being no tug to render assistance in cases of this kind.

#### III.—LEGISLATION.

Three Ordinances were enacted during the year under review; two in connection with Public Expenditure and "The Customs Amendment Ordinance," making it lawful for the Governor-in-Council to exempt from Customs dues any materials imported into the Colony for the establishment and development of industries.

Two Proclamations were issued: one relating to the game season, and the other bringing into operation "The Road Tax Ordinance, 1908."

Among the Regulations made by the Governor-in-Council during the year was one under Ordinance No. 2 of 1889, entitled "An Ordinance to promote Public Health in St. Helena." This Regulation provided for the segregation of persons suffering from leprosy, a leper station having been established in Rupert's Valley.

A King's Order-in-Council, dated 15th February, 1909, was promulgated, regulating all appeals to His Majesty in Council from the Supreme Court of St. Helena.

#### IV.—EDUCATION.

The aggregate number of children attending the schools during the year under review was 639 (322 boys and 317 girls), being 26 less than in the previous year. The number of schools was eight (three being Government institutions), as against nine in 1908, the Benevolent Society having closed their town school.

A higher standard of work has been attained, particularly in the Government Senior School. The increased experience of the younger teachers enabled the work to proceed more smoothly and steadily, though the economic condition of a portion of the town community has been such as to have had some adverse effect upon the educational progress of a few of the children, whose

parents were unable to provide them fully with the necessaries of life. It is noticeable, however, that the parents, as a whole, take a greater interest in the education of their children than heretofore. There still remains, however, the unfortunate tendency of parents to take away their children from school as soon as they reach the limit age, 14 years. In the case of girls, this is not of much consequence, as they have the lace-making industry to employ and interest them. The boys so removed, however, become, with very few exceptions, young loafers, and soon forget most of what they learnt at school. The morals of such boys must necessarily deteriorate and they become mere warts on society. The St. Helena youth is sadly handicapped, I allow, in that there is no industry in which he can participate. For this reason I always commend the wisdom of the few parents who allow their sons to remain at school until they are at least fifteen years of age. Mr. Mosely hopes to introduce an industry for the boys of the Island. In the meantime it is a pitiful sight to see youngsters loafing about without any aim or interest in life at a time when they have not the strength or stamina to perform manual labour to any extent.

Though economy has had to be practised owing to the want of funds, much was done in the Government schools during the year under review. Schemes of elementary work, having for their main object the cultivation of the intelligence and observation of the children, and the inculcation of healthy, physical, and moral habits, are being carefully and successfully carried out. Financial considerations alone have forbidden the establishment of instruction in handicrafts for boys, though in the case of girls this aspect of the educational problem has been solved to a certain extent by systematic instruction in lace-making and needlework under the personal supervision of Miss Girdwood, who is indefatigable in her efforts to help the girls of the Island in every way in her power. The impossibility at present of teaching the boys handicrafts and of providing for the girls instruction in practical household subjects, is to be regretted, especially as the theoretical work attempted in this direction is thus deprived of most of its value.

Mr. Tucker's classes for pupil teachers were well attended during the year under review by not only the Government teachers (whose attendance is compulsory) but by some of the Hussey Charity School teachers. The students, as a whole, are reported to have been most regular in their attendance at the classes and to have evinced much aptitude and considerable enthusiasm. The progress made in the general subjects of instruction, as well as in theoretical and practical teaching, has been exceedingly good. Six teachers (five being Government) completed a four years' course of instruction in December, 1909, and received special certificates granted by the Board of Education after examination, five being placed in the first class and one in the second. Several of the teachers referred to are anxious to take a higher course of instruction. It is hoped that this may be arranged for.

Careful attention was paid in the Government schools during

importance being attached to the subject. The aim has been to give the pupil teachers as wide a view of the subject as time and circumstances have allowed, and so fit them for intelligently presenting to the children, in as practical a form as possible, the main principles of the laws of health. In addition to ordinary instruction, criticism hygiene lessons were given throughout the year to pupil teachers, and the principle insisted upon that what the children are taught in this subject they should never forget but carry home with them and practise daily. My Colonial Surgeon visited the Government Schools at the end of the year and reported very favourably on the sound methods employed in teaching simple hygiene to the children. Doctor Arnold noticed that the children displayed an intelligent knowledge of the reasons underlying the laws of health, and that there was no doubt as to their interest in the subject. This happy result is largely due to the interest taken in the health of the children by their teachers. I am glad to say that the importance of hygiene as a subject for instruction is gradually being recognised in some of the non-Government schools. At the same time I am afraid that neither those responsible for the curriculum followed in those schools, nor the teachers as a whole, sufficiently recognise the full importance of the subject. In the Government Schools the very reverse is the case. These latter schools, however, are run under modern and systematic lines, and the children who attend them necessarily reap greater benefits than do those who attend the church schools.

On the 1st January, 1910, a re-distribution of the teaching staff of the Government Schools took place, all being under the supervision of Mr. Tucker. By this new arrangement every school will benefit without incurring any additional expense. In fact, a small saving will be effected.

## V.—GOVERNMENT INSTITUTIONS.

### A.—HOSPITALS.

There were 164 admissions to the hospital during the year (as compared with 137 in the previous year), of which 87 were males and 77 females. This is the largest number admitted since 1900. There were 7 deaths, being a rate of 4.2 per cent. of admissions, 6 cases of tubercle were treated, of which 5 were imported, namely: 2 Zulus and 3 seamen. There was only one case of diphtheria, as against 10 in 1908. There were no admissions under enteric fever.

A small fund inaugurated three years ago to assist poorer patients in defraying hospital charges, and known as the Hospital Emergency Fund, has proved of great service. At a time when so many of the population are without work and lack the nourishment indispensable to recovery from illness or injury, the importance of such a fund is very apparent, which fund is formed entirely from voluntary contributions.

Over 3,000 out-patients were treated during the year under review, being about three times the number treated in 1908.

Chloroform was administered in 44 cases, the majority being minor surgical operations.

The nursing staff performed their duties as usual in the most satisfactory manner.

#### B.—SAVINGS BANK.

At the end of the year under review there were 143 depositors in the savings bank, being two less than in the previous year. The total deposits during the year amounted to £1,582, as against £2,241 in 1908.

£3,191 was withdrawn from the bank during the year, as against £4,871 in the previous year. Although the withdrawals in the year under review were £1,680 less than in 1908, they were practically the same in each year as regards the general community, as in 1908 £1,700 was withdrawn by depositors who left the Island for good that year.

The withdrawals exceeded the deposits by £1,609. This fact was due to the depression in trade which existed, especially in Jamestown.

The bank's revenue for the year amounted to £599, and the expenditure to £470, thus showing a profit of £129 on the year's transactions. The figures in 1908 were £664, £508, and £156 respectively.

On the 31st December, 1909, £16,397 remained due to depositors, exclusive of interest for the year. Against this sum, stock to the value (cost price) of £16,957 is invested. The bank's reserve must continue to decrease until the industries lately established in the Island are more fully developed.

## VI.—JUDICIAL STATISTICS.

### CRIMINAL STATISTICS.

*Supreme Court.*—Only one case, as in 1908, came before the Supreme Court during the year, the charge being assault occasioning actual bodily harm. The prisoner was sentenced to hard labour for one year.

*Police Court.*—There were 135 cases dealt with in this court during the year under review, being an increase of 13 over the previous year. This increase was more than accounted for by an unusual number of cases of offences by seamen. For the first time for many years several seamen were sent to gaol for disobeying the lawful command of the master of a British vessel.

Twenty-nine of the cases before the court were of a civil nature, 18 of which were for non-payment of poor-rates. There is no doubt that the maintenance of a poor-house, much needed as that institution is, is a severe tax on a very large number of poor rate-payers in these hard times. In many instances it is a case of the poor keeping the poor.

There were 106 criminal cases, none being of a serious nature, during the year under review. Of these cases no less than 31 were under the Road Tax Ordinance and 20 under the Education Ordinance, leaving only 55 genuine criminal offences.

### PRISONS.

The number of prisoners committed to the gaol during the year was 53 (including 11 women), 15 more than in the previous year. This increase, as explained elsewhere, was more than accounted for by offences among seamen. The daily average number in gaol increased from 0·8 in 1908 to 3·15 during the year under review. Twenty-five men committed to prison under the Road Tax Ordinance partly accounted for this increase, that Ordinance not having been in force prior to 1909. On the 31st December, 1909, one prisoner remained in gaol, being a man sentenced to five years' penal servitude in 1908. The cost of maintaining the gaol during the year amounted to £94 2s. 2d., being a decrease of £23 3s. 1d. as compared with 1908.

The Zulu prisoners continue to be most quiet and orderly. They give no trouble whatever. One of the two Natal warders was sent back to that Colony during the year, and his place taken by a local warder. Two Zulu prisoners died during the year; one from fatty degeneration of the heart, and the other from cerebral hæmorrhage apparently caused by a sunstroke. The cost to the Natal Government for maintaining the prison during the year was £865, as against £924 in 1908.

### POLICE FORCE.

The force performed its duties satisfactorily during the year. In addition to the 135 cases dealt with by the Police Magistrate in his Court, 123 trivial cases were disposed of by the police without going into Court. The post of Inspector of Police was abolished early in the year under review.

## VII.—VITAL STATISTICS.

On the 31st December, 1909, the estimated civil population was 3,553, as compared with 3,517 on the same date a year previous. In addition to the civil population on the date given were two seamen in hospital, one Natal warder, and 21 Zulu prisoners, making a total population of 3,577, an increase of 19 over 1908.

There were 79 emigrants and 43 immigrants during the year, as compared with 72 and 55 respectively in the previous year. Among the emigrants were 14 females, who proceeded to South Africa as domestic servants. Although the emigrants exceeded the immigrants by 36 (the excess in 1908 was 18), the increase in the civil population is accounted for by the births (not including three stillborn) exceeding the deaths by 69.

There were 99 births (including three stillborn) during the year under review, as compared with 88 (including four stillborn) in 1908. The illegitimate births in 1908 and 1909 were the same, namely, 27. It is to be hoped that, as better times come to the labouring classes, their morals will improve.

The death-rate among the civil population was abnormally low during the year under review, being 6·4 per 1,000, as com-

pared with 9·6 per 1,000 in 1908. There were only 23 deaths among the civil population during the year. Of these, six were children under one year of age, and five of persons between the ages of 80 and 90 years. Excluding those 11, only 12 deaths occurred among the Islanders between the ages of one and 80 years, a rate which works out at 3·4 per 1,000. Looking at the fact that St. Helena is situated in the tropics, the above figures appeal to one as being a very remarkable testimony to a wonderful climate. The death-rates among the civil population for the last eight years are as follows:—

1902	...	...	...	34·8
1903	...	...	...	20·2
1904	...	...	...	14·4
1905	...	...	...	14·5
1906	...	...	...	11·9
1907	...	...	...	9·4
1908	...	...	...	9·6
1909	...	...	...	6·4

It will be seen that the death-rate in eight years has decreased by no less than 28 per 1,000. This wonderful result is not a little due to the greatly improved hygienic conditions under which the Islanders live to-day as compared with a decade ago.

The number of marriages solemnized during the year was 17, as against 19 in 1908. The marriage-rate among the Islanders has decreased from 9·4 per 1,000 in 1903 to 4·7 per 1,000 in 1909, showing that poverty tends to decrease the marriage-rate among the labouring classes. This fact, no doubt, accounts for the large percentage of illegitimate births.

The general health of the Island during the year under review was good, and the abnormally low death-rate of 6·4 per 1,000 of the civil population is the lowest ever recorded in St. Helena. In fact, the death-rates for the last three years have all been lower than any previously recorded.

There was only one death between the ages of one month and one year, and one between the ages of one year and five years. The infant mortality, that is, the deaths of infants under one year (six in number) represents a rate of 62·5 per 1,000 calculated on the number of registered births (96). To the uninitiated this probably appears a high rate. In 1909, however, the infant mortality in England and Wales was 125 per 1,000.

During the months of May and June influenza assumed epidemic proportions. Though many were severe, the bulk of the cases were mild. There were 35 cases of pneumonia, three deaths resulting from that complication. One was the case of an old woman over 84 years of age, and the two others were over 60 years of age with constitutions enfeebled by long-standing poverty. In November and December, during the drought, several cases showing injurious effects from the sun's rays came under treatment. During a prolonged period of dry weather the direct solar heat was unusually intense. The most severe case was that of a healthy man, aged about 45, who had had fever for 10 days after exposure to a hot sun. The symptoms came on suddenly, and death followed during convalescence, and

from a sudden cerebral hæmorrhage and before the patient had left his bed. My Colonial Surgeon considers these cases as worthy of note, as the sun in St. Helena rarely causes inconvenience, and therefore its occasional potency is apt to be disregarded. The death-rate from phthisis during the year per 1,000 was two.

With regard to the general aspect of public health, my Colonial Surgeon reports:—

Frugality in eating and drinking has been a necessary consequence of the straitened economic condition of the Islanders, and to this factor might be safely attributed a considerable share in the reduction of the death rate. The mind of the average inhabitant of this Island has always been swayed with the idea, in regard to disease, that it was the direct infliction of Heaven, and little or nothing on the individual's part could avail to avert sickness. This idea has been persistently combated in the course of some years' daily contact with the sick and sound, and it is not altogether unwarrantable to conclude that the slow infiltration of a more reasonable view as to the influence of diet, and all the habits of everyday life, in preventing disease, has had beneficial results. The practical application of the principles of hygiene in the schools has undoubtedly improved the standard of health amongst the children.

I fully concur in the views expressed above. There is no question in my mind, nor in that of Doctor Arnold, that the efforts made during the past few years to promote health among the Islanders by establishing healthier habits of living, of eating, and of dwelling, and by cultivating a taste for fresh air, have had the most beneficial results. Hygiene and sanitation in St. Helena to-day are of a higher standard than they have ever before been in the history of the Colony. In fact, until a few years ago, the subject of simple hygiene was unknown amongst the labouring classes of the Island. The death-rate in England and Wales for 1909 was 14·5 per 1,000, being the lowest rate ever recorded. Against this the St. Helena rate for that year was 6·4 per 1,000. This comparison gives a fair idea of the excellence of the Island's climate.

Although a great improvement is discernible among the poorer classes in St. Helena in connection with the combating of disease and the putting into practice the simple rules of hygiene, amongst the more ignorant of the population, and even amongst those who have had some education, a belief in witchcraft, or the power of the evil eye, still survives. Different ailments are not unfrequently attributed by the victims of this belief to a spell having been cast upon them by some person evilly disposed towards them. A few mischievous persons have traded on this deplorable ignorance and credulity, and under the pretence of removing the spell (or "poison" as it is called) by means of potions or herbs, have received much ill-gotten gain. It is to be hoped that the improved standard of education now found in the Island's schools will render the minds of the rising generation an unsuitable soil for such pernicious beliefs. My Colonial Surgeon reports that the harmfulness of the evil referred to has been shown in numerous instances where people drifted into a condition of bodily and mental wretchedness, believing they were under a spell, when in reality no disease of any kind was present. Doctor Arnold further states that many ordinary ailments attributed by

the victims to "poison" or evil influence, have dragged on for weary months when by proper medical treatment they would have been speedily cured. That such beliefs should exist in the midst of any community calling itself civilised is, to say the least of it, most discreditable. The quacks who have enriched themselves on the credulity of an ignorant community have, in the past, carried on their nefarious trade unchecked, this fact being due to their victims being afraid to complain when they found no benefits resulting from the treatment received, and after, perhaps, paying exorbitant fees to the quacksalver. The belief of those victims that their medical adviser (*sic*) could cast a spell over them, should they expose his tricks, is implicit. An Ordinance has now (1910) come into force which will put an end to the quackery referred to. Under the Ordinance it is unlawful for any person to practise medicine or surgery or to prescribe any medical or surgical treatment in St. Helena for fee or reward unless he is possessed of one or more of the qualifications which would entitle him to practise medicine or surgery in the United Kingdom. I trust that the legislation referred to will prove sufficient to thoroughly safeguard the ignorant from being in future robbed and tricked by those who, in the past, have practised their trade with impunity.

The expenditure under "Medical" for the year amounted to £1,223 as against £1,197 in 1908.

The medical care of the whole population during the year under review again fell entirely on Dr. Arnold's shoulders. On more than one occasion he should have laid up, but could not possibly do so. I am glad to say that provision is made in the Colony's Estimates for 1910 for an allowance to the Colonial Surgeon to cover (in part) the salary of an assistant. I cannot testify too highly to the manner in which Dr. Arnold has performed his duties single-handed for over three years. His devotion to duty is thoroughly recognised and appreciated by the whole community.

The sanitary condition of Jamestown was uniformly satisfactory throughout the year. There were no prosecutions under the Public Health Ordinance.

A case of leprosy in a child aged seven years was notified and reported on. The child contracted the disease from his grandfather, who died in 1908. The grandfather had suffered many years from leprosy. Suitable quarters were erected in Rupert's Valley for the segregation of the child on a site well suited for isolation. The child is cared for by his grandmother, who voluntarily undertook the duty, and has been under control and treatment since August, 1909.

There were 71 successful vaccinations performed during the year.

#### CLIMATE.

##### *Meteorological Station, Hutt's Gate.*

*Barometer.*—The mean pressure for the year was 28.132 inches, 28.134 inches being the mean in 1908.

*Temperature.*—The mean temperature was 59.8° as against 58.8° in the previous year. The absolute maximum was recorded

on the 9th December, when the reading was 75.5°. In 1908 75.0° was the maximum reading; this was on the 5th May of that year. The lowest maximum was registered on 22nd August, being 64.1°. The absolute minimum, 49.9°, occurred on the 9th September, the lowest reading for the previous year having been 50.5° on the 11th August. On referring to past records I find it most unusual for the maximum temperature to be recorded in December. It usually occurs between February and April. The duration of bright sunshine during the last two months of 1909 must have reached a somewhat high figure. I regret I am not able to give figures, as the station at Hutt's Gate is not equipped with the necessary instruments to record either such duration or the heat of the sun.

*Rainfall.*—The total rainfall for the year under review was 42.36 inches, being an increase of 3.04 inches over 1908. The maximum fall occurred on the 3rd May, and measured 1.07 inches, as against 1.22 inches on 27th January, 1908. The number of rainy days totalled 267, being six more than in the preceding year. The last three months of the year were exceptionally dry. During that period only 3.71 inches were registered on 48 days, whilst during the corresponding period of 1908 7.93 inches on 75 days was the record. November of the year under review was a particularly dry month. Only .460 inches of rain fell, and that spread over a period of 12 days. In 1908 the fall for that month was nearly four inches, and it rained every day.

*Wind.*—The mean force for the year was 2.2, which is equivalent to 14 miles, the velocity in 1908 being practically the same. The windiest months were August and September. On the 11th and 21st of the former, and 7th of the latter month, a velocity of 36 miles was reached. Six calm days were recorded, five days being the number in 1908.

The following table gives the direction for the year:—

S.S.E.	...	...	...	...	...	208
S.E.	...	...	...	...	...	129
E.S.E.	...	...	...	...	...	6
E.	...	...	...	...	...	1
S.	...	...	...	...	...	15
Calm	...	...	...	...	...	6

##### *Jamestown.*

##### *Temperature.*

	1908.	1909.
Mean ... ..	71.9°	72.7°
Absolute maximum ...	80.0° on 17th April	80.0° on 1st April.
Absolute minimum ...	65.0° on 14th Sept.	65.0° on 1st Sept.

##### *Rainfall.*

	1908.	1909.
Total ... ..	6.31 inches	7.43 inches.
Number of rainy days	86	56
Maximum fall ...	0.42 inches on 26th May.	0.43 inches on 1st March,

*Private Stations.*

<i>Rainfall</i>		1908.	1909.
Oak Bank.			
Total fall ... ..	...	40·85 inches	45·52 inches.
Number of rainy days ...	...	238	216.
St. Paul's Vicarage.			
Total fall ... ..	...	29·81 inches	30·72 inches.
Number of rainy days ...	...	134	134.

A record of rainfall is now being kept at Government House and by four residents in different parts of the Island. It will, therefore, in future be possible to give a more accurate idea of the marked difference in rainfall in the several districts of the Island.

## VIII.—POSTAL, TELEGRAPH, AND TELEPHONE SERVICES.

*Revenue.*—The revenue derived from the Post Office for the year amounted to £609 11s. 9d., being a decrease of £680 8s. 6d., as compared with the previous year. This abnormally large decrease was entirely due to the small amount derived from the sale of stamps as compared with 1908, only £505 16s. 10d. being received from this source, as against £1,201 9s. 1d. in 1908.

*Expenditure.*—The year's expenditure amounted to £395 5s. 10d., being £13 19s. 3d. less than in 1908.

*Mail Matter.*—The following figures give the mail matter dealt with during the year under review as compared with 1908:—

From the United Kingdom, South Africa, Ascension, and foreign countries:—

	1909.	1908.
Bags of mails ... ..	220	223
Parcels ... ..	2,131	2,045
Registered articles ... ..	943	1,108
Insured letters ... ..	7	11

To the United Kingdom, South Africa, Ascension, and foreign countries:—

	1909.	1908.
Bags of mails ... ..	134	169
Parcels ... ..	483	580
Registered articles ... ..	1,915	2,148
Insured letters ... ..	1	5

*Money and Postal Orders.*—Transactions under this head were as follows:—

	1909.			1908.		
	£	s.	d.	£	s.	d.
Money Orders received...	761	7	2	1,132	7	9
Postal ,, ,, ...	1,691	13	4	1,532	16	3
Money Orders issued ...	3,033	4	10	2,812	12	2
Postal ,, ,, ...	1,510	3	4	1,243	0	2

The above figures for the year under review show that the public sent away through the Post Office £4,543 8s. 2d. during the year, and in return received only £2,453 0s. 6d.—not a satisfactory state of affairs, but one which must continue until the fibre, lace-making, and fishery industries reach a more advanced stage.

Commission received on money and postal orders for the year amounted to £66 7s. 2d., being an increase of £6 15s. 9½d., as compared with 1908.

The telephone system continues to work satisfactorily, and is as indispensable as it always must be in an Island shaped as is St. Helena.

Of the three signal stations in the Colony only one is occupied, that at Ladder Hill, on the north side of the Island.

## IX.—GENERAL OBSERVATIONS.

## ROADS.

£400 was expended during the year under review in maintaining the chief rural roads in repair, being an increase of £40 on the previous year. During the year under review provision was made in the Colony's estimates for this service, whereas in 1908 the expenditure was met by an Imperial grant. A number of under-road drains were laid. These drains go a long way towards preventing the abnormal damage to the roads which used to occur during heavy falls of rain before those drains were in existence. The idea is to lay down numbers of such drains each year until the whole system of roads is thoroughly drained thereby.

In March of the year under review "The Road Tax Ordinance, 1908," was brought into operation by Proclamation. Under that Ordinance every male person between the ages of 18 and 60 years, pays an annual road tax of 3s. The amount realised from the tax was £93 18s., the collection of same costing £3 18s. 3d. Of the 659 males between the ages given above, 626 paid the tax, 25 were committed to prison for non-payment, and eight were exempted from payment by the Governor under Section II. of the Ordinance. The collection of the tax presented no difficulties, the inhabitants adopting a most reasonable attitude in the matter, in spite of the great depression among the labouring classes still prevalent. The imposition is always referred to as the "foot tax" by the Islanders.

## LAND GRANTS AND GENERAL VALUE OF LAND.

The value of land remains about the same but will increase as the fibre industry develops. There were no grants of land during the year, and only one transfer of ownership took place. Government rents amounted to £814 during the year under review, as against £808 in 1908.

## RATE OF WAGES AND COST OF LIVING.

The cost of living during the year under review was somewhat higher than in the previous year. Meat and vegetables remained about the same price and were cheap. Groceries, however, were dearer all round, with the exception, perhaps, of sugar. When there were a good number of "passing ships," the bumboatmen obtained from those vessels beef, pork, grease, &c., in exchange for Island produce, and the price charged was low and within the reach of the poorest. Now, however, there is only an occasional "passing ship," which means that everything is in the hands of the importers. The imports of foodstuffs in any quantity are entirely confined to two firms. Again, farthings are unknown in St. Helena. Consequently, articles that cost, say,  $2\frac{1}{2}d.$  a pound (sugar, for instance) would cost the purchaser  $1\frac{1}{2}d.$  per half-pound instead of  $1\frac{1}{4}d.$  The poorer classes (a large majority) who can only purchase the necessaries of life in small quantities at a time, are, therefore, the losers owing to the absence of the farthing as a coin.

The principal necessaries which rose in price during the year under review, as compared with 1908, were:—

	1909.	1908.
Rice ... ..	$4\frac{1}{2}d.$ per 2 lbs.	$3\frac{1}{2}d.$ per 2 lbs.
Flour ... ..	$3d.$ per lb.	$4\frac{1}{2}d.$ per 2 lbs.
Lard ... ..	$11d.$ per lb.	$8d.$ per lb.
Bread ... ..	$3\frac{1}{2}d.$ per loaf	$3d.$ per loaf.
Salt pork ... ..	$8d.$ per lb.	$6d.$ per lb.
Salt beef ... ..	$6d.$ per lb.	$5d.$ per lb.

It will, therefore, be seen that to purchase 1 lb. of rice and  $\frac{1}{4}$  lb. of lard the buyer had to pay  $2\frac{1}{2}d.$  and  $3d.$  respectively instead of  $2\frac{1}{4}d.$  and  $2\frac{3}{4}d.$  Prices varied at different times of the year, but the above figures were those ruling for the greater part of the year under review. The cost of living was probably from 20 to 25 per cent. higher than in 1908.

The rate of wages remained unchanged. The poverty in Jamestown continued to cause genuine anxiety. How some of the town people manage to exist is past comprehension. The establishment of the fishing industry, provided the people take advantage of the opportunity offered to them, should remedy the evil.

## PUBLIC WORKS OF IMPORTANCE CARRIED OUT IN WHOLE OR PART DURING THE YEAR.

The work of laying the new 3-inch cast-iron water main in the Longwood District was completed during the early part of the year under review. The total cost of the work amounted to £1,929 13s., of which £509 18s. 6d. was expended during 1909. The total amount expended showed a saving of £70 7s. on the grant made by the Imperial Government for the work referred to. The expenditure incurred during the year under review included the cost of taking up and melting down the old lead main which had been in use for about 97 years. The market price of lead, which fluctuates enormously, had fallen to £12 7s. 6d. per ton. Two years previously, when I originally calculated the cost of

laying the main, less the amount which the sale of the old main could probably realise, the market price of lead was £18 odd a ton. The nett amount realised for the old main, after deducting freight and London charges, was £444 19s. 11d., which sum was surrendered to the Imperial Exchequer. The actual cost, therefore, to the Imperial Government of the new main worked out at £1,484 13s. 1d.

## DEPARTMENTS AND INSTITUTIONS.

*Public Works Department.*

The expenditure of the Public Works Department for the year amounted to £1,934, of which £300 was under "Works Extraordinary." The expenditure in 1908 was £1,169. The increase was chiefly accounted for by the fact that in 1908 there was no expenditure under "Works Extraordinary"; and the cost of maintaining the rural roads in that year was met by an Imperial grant, whereas in 1909 a sum of £400 was included in the Colony's estimate for that service. Further, £31 was expended in the year under review in erecting and maintaining a leper establishment in Rupert's Valley. Consequently the recurrent expenditure under other heads than those named remained practically the same as in the previous year.

£150 of the expenditure under "Works Extraordinary" was in relief works, and was a genuine necessity. The remainder of the £1,784 under this head was expended in improvements to the Jamestown water supply, additions and repairs to the school-houses, and in purchasing stores (cement, iron, etc.), to enable ordinary annual repairs to buildings being carried out. An additional class-room was erected at the Government Senior School, which has greatly improved the accommodation of that building, and added in no small degree to the comfort and well-being of the teachers and scholars.

The expenditure under the principal sub-heads in recurrent expenditure, as compared with 1908, was:—

	1909.	1908.
	£	£
Forests and gardens ... ..	149	137
Scavenging ... ..	101	103
Rural roads ... ..	400	360 (grant)
Water supply ... ..	170	175
Jamestown streets ... ..	60	65
Leper establishment ... ..	31	—
Repairs to buildings... ..	402	376

Against the £400 spent on the maintenance of the rural roads, "Road Tax" brought in a sum of £90.

The Poor Board's revenue for the year amounted to £848 against an expenditure of £847. The figures in 1908 were £800 and £790 respectively.

The revenue of the public market for the year under review amounted to £116, being £11 in excess of 1908. The expenditure was £80 as compared with £70 in the previous year.

*Miscellaneous.*

The event of the year which caused the greatest interest, in an Island where interesting events are few and far between, was the visit of Mr. Alfred Mosely, C.M.G. As I stated in my Report for 1908, that gentleman visited the Island with a view to seeing what could be done towards bettering the lot of the Islanders by establishing industries. Mr. Mosely's first idea was to set up vegetable-canning and fish-curing factories, and with this end in view he brought out three experts with him. Mr. Mosely, however, very soon saw that the vegetable-canning scheme was not practicable. Putting aside the small area of agricultural land available, the poorness of the soil, the variable and uncertain weather conditions, and the difficulty that would be experienced in getting rid of the many grubs and caterpillars that infest the garden lands, it was quite clear the cost of transporting the vegetables from the country to the factory in Jamestown would be prohibitive. There was only one opinion in the matter. As regards the mackerel-curing factory, I have dealt with this subject under the head of "Industries" earlier in this Report. Mr. Mosely remained in the Island for a month, and, as I anticipated, he found it necessary to exercise great patience in making his investigations. He was particularly struck with the apathetic and indifferent attitude of the people; and soon saw that neither gratitude nor self-help were conspicuous among the virtues of the labouring community as a whole. This fact was not encouraging, but fortunately for St. Helena it did not prevent Mr. Mosely from doing all he could to help a people who would not, or could not help themselves. The fishermen particularly seemed to stand aloof on Mr. Mosely's arrival, and almost appeared to look upon his efforts with a certain amount of suspicion! They possibly, in their ignorance, thought that Mr. Mosely wished, in the first place, to make a good thing out of the fisheries for himself, and after that to think of the people—whereas the intelligent members of the community recognised at once that Mr. Mosely's real aim was not to make any profit for himself out of an industry he may succeed in establishing, but, when profits should come, to devote them to the Islanders' benefit. In order to establish industries, Mr. Mosely had expressed his intention of advancing the necessary monies to start the ventures, and, in fact, to take all risks of loss entirely on himself. Although the fishermen never put themselves out to assist Mr. Mosely, they had sufficient intelligence to come gradually to learn that that gentleman's efforts were solely directed to the Islanders' future benefit. It was probably difficult for the fishing folk to properly grasp the reasons which prompted a gentleman quite unknown to them to all of a sudden come on the scene as a sort of "fairy godmother." Perhaps, too, in an uneducated community, it was almost inevitable that the suspicious side of the fishermen's nature would assert itself in the first instance. I am happy to say that a thaw in those suspicions set in before Mr. Mosely left the Island, a year ago; and there is no doubt now that Mr. Mosely is gratefully recognised by the community generally as a public benefactor. At the same time one must be prepared to see new industries

develop only slowly. The apathetic and unenthusiastic nature of the Islanders is a serious bar to quick progress.

I have already, earlier in this report, referred to other benefits conferred on the community by Mr. Mosely. Should that gentleman succeed in introducing an industry which will give employment to boys as they leave school, a great stride forward will be made in generally improving both the industrial and social conditions of the community. Mr. Mosely is in hopes of introducing such an industry. The initial expenses incurred by Mr. Mosely in connection with his efforts on St. Helena's behalf run into a considerable figure. In addition to Messrs. Cunningham and Dunn, the fishery experts, Mr. Mosely employed the services of a market-gardener from England (who remained on the Island for a month) to report on the Island's soil and on many other points in connection with the growing of vegetables. This latter expert came out in connection with the vegetable-canning scheme, which scheme (as I surmised in my report on the Colony for 1908) proved to be impracticable. In addition to the experts named, Mr. Mosely also brought out with him a salter and packer to prepare the samples of mackerel and albacore which he took to America. Further, he has engaged a Norwegian salter and packer for a few months in order to place the lately established mackerel factory on a proper footing. The chief point in connection with the financing of Mr. Mosely's schemes for the betterment of the Islanders is that he bears all losses, while any profits are to be used for the benefit of the people. Needless to say, before such profits become available for that purpose, the monies advanced by Mr. Mosely must be repaid.

I take this opportunity of placing on record in a public document the cordial thanks of the Colonial Government and of the community generally to Mr. Mosely for so generously and practically coming to St. Helena's help in her hour of need.

The economic situation remained about the same during the year under review as in the previous year, which meant that no improvement took place in the conditions under which the Jamestown community fought for existence. The existing depression in the town districts can only be lightened, and eventually removed, by the establishment of an industry by which the men can earn a living wage. The women, or rather the girls, have the lace-making industry, from which, by industry and honest effort, they can earn monies fairly regularly and can be in a position to assist their parents in keeping the home together. On the other hand, the majority of the men have still to depend on the shipping, coupled with odd jobs and occasional labour on the roads, to earn a living. The regular fishermen, of course, are exceptions; but they are very few in number. As I stated under the head of "Fisheries" in this Report, the nucleus of the fishing industry has now been established by Mr. Mosely (February, 1910) in the shape of a mackerel-curing factory. Commencing on a small scale, the industry, provided the Islanders will wake up and make an honest effort, should

gradually but surely develop into an undertaking which will not only provide a certain source of wage-earning to the Jamestown folk, but also to any Islanders who care to take up fishing as a regular employment. The want of sufficient boats, and of the funds with which to purchase them, is a difficulty to be overcome before the industry can be developed on a satisfactory scale. With his usual generosity, Mr. Mosely has expressed his readiness to supply boats to the people as soon as he is satisfied they honestly intend to take up the industry and keep the factory supplied with fish. The cost of the boats would be recovered by Mr. Mosely by easy instalments. If the albacore should become an article of export (on which point I am unable at this stage to express an opinion) a large number of additional boats will be necessary.

Until the three industries now established are further developed, no material change can take place in the economic situation, nor can the Colony's revenue be materially augmented. I have already, under "Industries," referred to the set-back about to take place in the fibre industry owing to the slow growth of the plants put down during the last three or four years. The Island girls cannot yet compete in the open market with the peasants of other countries where the lace-making industry has been long established. These handicaps to progress will, however, soon, I trust, be overcome; and in the meantime patience and honest effort are the most necessary factors to employ in placing the new industries on a sound footing, even if only on a small scale.

Progress of any kind in St. Helena is undoubtedly very slow. The people of the Island appear to be helpless to make any practical effort to contribute to their own advancement. Lack of initiative, heredity, and a conspicuous absence of capital, account for this state of affairs more than anything else. In the palmy days of the Island, when St. Helena was an important port of call for shipping, and when there was a garrison, the Islanders, whose wants are very small, had sufficient to live on what was, more or less, thrown at them. This particularly refers to the town population. The absolute necessity for strenuous labour, as far as earning an ordinary living went, not being imperative, this fact, coupled with a genial climate, has produced an easy-going people who do not appear to know even how to begin to help themselves. The St. Helenian, too, is sadly handicapped by his environment. The very large majority of the inhabitants have never gone beyond the confines of the 47 square miles which comprise their Island home. They know little or nothing of the outside world, and, consequently, do not take much, if any, interest in other than purely local affairs. The result is not surprising: the vision of the average Islander is very limited and his mind unduly cramped. Against these unfortunate drawbacks, the patience and good behaviour of the people under adversity is most marked. The Island's chief hope of progress lies in the rising generation, and I am glad to say the outlook in that direction is fairly bright, thanks to modern educational methods. There is no doubt, however,

putting aside the temperament of the people generally, the poverty of the Islanders is the greatest handicap to both progress and self-help. The hand-to-mouth existence led by a large majority of the people can only be thoroughly understood by those on the spot. At the same time the Colony's outlook is decidedly brighter than it was three years ago. It is, however, the slow rate of progress which is the most disheartening factor in the whole business. The establishment of industries in a place where industries have never before existed must necessarily be a slow and trying task; but I must confess that one's efforts to assist St. Helena to rise from her ashes have used a good part of one's store of optimism and philosophy, although sufficient of the former trait remains to allow me to continue to assert that St. Helena is capable of progress, and the Island is on the way to rid itself of part of the depression which has overshadowed it for the last few years. Less than three years ago St. Helena was without an industry, whilst to-day the Island possesses three industries. All, certainly, are on a small scale and are in the budding stage, yet all are capable of development. Those industries have practically been presented as gifts to the Island, and it is now for the Islanders themselves to contribute their share, by working out their own salvation in striving to make the industries permanent successes. This end, however, can only be accomplished by honest endeavour and steady labour on the part of the working classes and by the community generally combining together for the common good. The traits most lacking among the Islanders, from top to bottom, are public spiritedness and altruism. Without them no community can prosper, in the true sense of that term, to any appreciable extent. The people of St. Helena have yet to learn that permanent prosperity is assured only to those communities whose members work together for the greatest good of the greatest number of persons.

H. L. GALLWEY,

Governor and  
Commander-in-Chief.

The Castle,  
St. Helena,  
1st March, 1910.

# SKETCH MAP OF S: HELENA.

## INDICATING THE THREE ZONES OF VEGETATION.

Col. Office Note: The Three Zones of  
Vegetation are explained on pp. 3 and 4  
of Colonial Report [Miscellaneous]  
No 38 [Cd. 3248.]

-  Coast Zone.
-  Middle Zone.
-  Central Zone.

