CHAPTER-II
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POLITICAL STRUCTURE OF EGYPT BEFORE THE ADVENT OF NASSER:

Egypt is an outstanding example of a country, whose destiny and economic development has been vitally affected by her physical geography and strategic position. It has a unique position of being situated at the crossroads of Asia, Africa and Europe. The stories of her magnificence and splendors as also the most convenient trade routes lying across her lands have always fascinated the great empire builders and conquerors of the world. Being the front gate of two continents, its geographic importance has become more than just physical.1

The history of Egypt is highly fascinating Egypt's, corridor position and the presence of the Nile has greatly shaped the events of its history. From time immemorial the irresistible beauty of the Egyptian countryside attracted people far and beyond2.

To understand the social and political condition prevailing in Egypt in 1952 one must understand the history of Egypt. The Assyrians who were the first to annihilate the Pharoes in 671BC, and their successors, the Persians, the Greeks, the Romans, the Byzantines, the Arabs and the Turks, were all irresistably drum to the valley of the Nile for the simple
reason of its vital strategic situation and resources they all know that Egypt was the pivot of world power status. The European Power of the modern era also recognized that the possession of Egypt was of great advantage in any contest for supremacy in the world.\(^3\)

**Advent of Mohammad Ali:**

The Egyptian People had no history beyond that of submission and suffering for centuries. During this period the Egyptians lost all the attributes of a nation but they never lost their consciousness of separateness from all other and of self identification. The sense of separateness from other and self-identification of the Egyptians with each other is the most important element in the re-emergence of the nation for its imported to the nation struggles an underlying consistency.\(^4\)

The struggle for freedom and against foreign interference and domination can bettered back to the rise of Mohammad Ali the founder of ‘Modern Egypt’. Albanian by birth, Mohammad Ali was appointed by the ottoman sultan as viceroy of Egypt in 1805. Mohammad Ali founded the last of the foreign dynasties to rule over Egyptians. The dynasty established by Mohammad Ali in 1805 ruled until 1953. Under this rule many engineers turks. Albanians and circassions came to Egypt and occupied important positions in the government. Mohammad Ali was
originally the deputy commander of the Ottoman army which had been sent to Egypt by the Sultan of Turkey to repulse the French invasion. After the return of Napoleon; Mohammad Ali managed to stay in Egypt and become its governor under the Ottoman empire. He established himself as the master of Egypt and set his adopted country in the path of progress through education and industrialization. He almost detached Egypt from the Ottoman empire.

Mohammad Ali utilized Egypt’s supremacy in the Arab world for the purpose of furthering his own ambitions in the area. In his quest for Arab Empire, independent of the Ottoman Sultan and under Egypt’s hegemony. He used the methods of military conquest with an emphasis on Arab character of Egypt and the traditional and cultural affinities between Egypt and the rest of the Arab world in Asia and Africa.

He played a very important role in the early development of modern Egypt and dominated its national life for the first half of the nineteenth century. He was a great reformer; politically he could be described as a benevolent autocrat. He created a very powerful army which began to adopt the techniques of modern European warfare. The military aspect of Ali pasha’s reforms was perhaps the most important, especially his realization that only by imitating European methods of war
did Egypt stand a chance of defending herself from later European
dominations. The principal purpose of his political and financial measures
was to create a sturdy structure wherein he could build up a strong army.\(^7\)

Mohammad Ali proceeded to impose a New Order in the first three
decades of the nineteenth century. The new order became the basic frame
work for that country's drive towards modernity for the next hundred
years. It aimed first at the organization of a modern army, and required
reform and innovation in several areas of state activity, agriculture,
administration, education and industry. Mohammed Ali inaugurated
policies that changed the patterns of landownership and agriculture in
order to increase productivity and yield to greater wealth to the state. He
introduced a system of state education in order to provide the trained and
skilled manpower required by the service of his state, and especially his
arms forces. He reformed the administration in order to secure efficient
strict and economical control over the functions of state and government.
He embarked upon an ambitious programme of industrialization which
produced the first state factories in Egypt in order to make his armed
forces self sufficient in materials and supplies\(^8\).

Mohammed Ali gave Egypt the organizational basis and the human
cadres for the emergence of a modern state. He effected a revolution in
internal government and administration by becoming the sole landowners and only merchant in the country. To manage as large a form as Egypt itself, as well as his commercial and industrial monopolies, he developed an effective bureaucracy. To control the countryside and maintain order he divided Egypt into provinces to which he appointed governors. These became members of a new aristocratic political class.

Mohammad Ali was the first ruler in Islamic lands to undertake massive economic development he embarked upon the transformation of the Egyptian economy. This he tried to do by expanding agriculture, which constituted the major source of the country's economic strength, while at the same time introducing large scale industry by revolutionarizing agriculture methods he expanded cultivation to increase production and by establishing manufacturing industries he wished not only to increase trade and commercial capabilities but also to increase tax revenue and to ensure the potential economic independence of his state.

Before his accession to power, most of the land belonged to the state. In the seventeenth and eighteenth centuries, however, state ownership was rendered a legal fiction by the wide spread of the illtizam, or tax farming system. Throughout the sixteenth century, the tax farmers were mainly ocaklis, who held state land in return for the payment of a set
land tax. They were however, permitted to retain any amount over this tax they could extract from the peasant farmers who worked on the land. Beyond this financial arrangement, the tax farmer virtually ruled the peasants on his iltizam land in as much as he could exact forced labour from them and in so far as the settled any disputes that arose between them.

Within ten years of his coming to power, Mohammed Ali succeeded in virtually nationalizing land in Egypt by destroying the agrarian position of the privileged classes he found in the country.

Mohammed Ali's major concern during the early years of his rule was not over the improvement of Egyptian agriculture. Rather his first priority was the creation of a strong army to secure his power. Mohammed Ali made the building up of a strong army equipped and trained on European lines, the foundation of his new order. Soon this army became the basis for all reforms in the country.

Communication and transport, especially canals, were developed to facilitate foreign trade. He bought crops from farmers at fixed low prices and resold them to foreign exporters at great profits. By this time he had also created the nucleus of a growing government and state apparatus namely, an army, a navy and a strong bureaucracy.
Mohammed Ali's method of government and administration were absolute and strictly centralized. All power delegated by authority of the Sultan in Egypt was vested in him. Contrary to previous Ottoman governors appointed by Sultan to Egypt, Mohammed Ali appeared original in so far as he imposed his authority over all other power groups in the country. There were no longer such contenders for power with viceroy as the Shaikh-al-Balad, the mamluk chief, or the religious leader from the Azhar. Instead of delegating the command of his troops to Albanian or other officers, Mohammed Ali placed his sons, Tossun, Ibrahim and Ismail at their head. His youngest son Saeed Pasha, commanded the naval forces; his grandson, Abbas was in charge of the Cairo government. Other members of his family filled military and civil administrative positions in the conquered dominions, especially Syria and Hijaz. He centralized the control of the various provinces in Egypt by reorganizing their administration into governors, subgovernors, inspectors and mayors in a chain of command relationship.13

In the central administration executive heads of departments were responsible for specialized functions of the government. These ministers were close and immediate collaborators of the viceroy, directly responsible to him, and loyal only to his person, not to a system. Their
staff consisted of officials recruited both from among Europeans and from the native population that was now receiving education and training under the viceroy’s modern scheme. Mohammad Ali continued to conduct his government and administration in the Turkish language, and to appoint to high civilian administrative and military command positions only those among his Albanians and Turks who were most loyal to him, as well as white Mamluk slaves.\textsuperscript{14}

At the request of the Ottoman, Sultan Mohammad Ali brought the Arabian Peninsula under his control in 1808. His next Arab exploit in the Arab East was directed against Syria, which had always figured in the expansionist ambitions of Egyptian rulers. Thus, in 1827, Mohammad Ali made a request to Constantinople for the addition of Syria to his Viceroy ship, but the request was rejected by the Sultan, who was becoming suspicious of the viceroy’s increasing power in the area. However Mohammad Ali ignored the Sultan’s order and in a series of brilliant military campaigns, the Egyptians under Mohammad Ali’ son Ibrahim Pasha routed the Turkish armies in 1832 and established total control over Syria. Only the interference of the European powers particularly Russia prevented the Egyptians from entering Constantinople\textsuperscript{15}. Between 1832-1840, Moham\text{med} Ali extended his empire far and wide in the Arab east,
which included the cities of Macca, Madina, Jurusaelam and Damascus.\textsuperscript{16} During these years both Mohammad Ali and his son advocated the Arabic culture of Egypt as a means of making Syria and Arab East more susceptible to the idea of an Arab State ruled by Mohammad Ali and his dynasty.\textsuperscript{17}

To the south, Mohammad Ali had hoped to get gold for his treasury and recruits for his army from the Sudan. He also wished to trace the source of the Nile to which way he turned his attention. Therefore he sent his first expeditions to Sudan under the Command of his son; Ismail in October, 1820. Ismail conquered Barber and Shendi and penetrated deep into Sonnar. In the following year Ismail was joined by his brother Ibrahim. In his third expeditions, Mohammad Ali annexed Khordofan in 1822, founded Khortoum and subjected the surrounding country to Egyptian rule.

By 1842, Egypt had extended its frontiers to include territories with which it had no religious affinity. Egypt in fact had become an empire.\textsuperscript{18} However, not until the reign of Khedine Ismail in 1866 did the Ottoman Sultan officially recognize Egypt’s hereditary control over Sudan. This concession was an acknowledgement on the part the Sultan of Ismail’s pursuit of Mohammad Ali’s goal to restore Egypt’s ancient
Sudanic Empire. By the end of the Ismail’s rule the boundaries of Egypt had extended south ward to the equator, including the lakes of Albert and Victoria with the territory lying between them. Egypt’s domination also extended to the shores of the Gulf of Aden from Bab-ul-Mandab to cape Cordaful and to cope Hafoun. The Egyptain empire extended west ward to the kingdom of Wadai, which lay to the west of Darfour with this expansion Egypt got herself involved in European politics.

When Mohammad Ali died in 1848 he left behind him an Egypt which was militarily and politically independent with a sound and expanding industrial base and administrative infrastructure. His ambitious modernization projects included irrigation, roads, buildings and expansion of economic activity had only been achieved with the influx of large number of European experts and advisers. They brought with them customs and attitude which rubbed off on growing Egyptian bourgeoisies, and over a few decades became a serious destabilizing influence. None of the series of relatives who succeeded Mohammad Ali, were capable of continuing his work.

Most economic activity in Egypt at this time was the result of European investment projects which demanded financial returns. Under Ibrahim Abbas and Said the Egyptian financial system slipped in to the
hands of Europeans. An already large bureaucracy expended still further while the land owning class which had been encouraged by Mohammed Ali became wealthier and increasingly initiative of European life style and manners.

Ismail Pasha, the grandson of Mohammad Ali, who succeeded in 1863, was so enamoured of the new culture that he borrowed heavily from abroad to finance extravagant European style boulevards and public building, bridges, roads and railways. It was under Ismail that the Egyptian Museum was founded and that Europeans became interested in Egypt's culture. He was talented and interesting character, but a disastrous ruler for Egypt at a crucial point in her history. During 1863 to 1875, because of Ismail's financial irresponsibility, Egypt became entirely subject to European financial creditors, Ismail's extravagance involved Egypt in foreign debts. Ismail was succeeded by his son Tuwfik and for the next three years Egyptians internal affairs continued to deteriorate rapidly. Tuwfik was a weak character, utterly unsuited for the historic role imposed upon him. He became the victim of increasing criticism from intellectuals, nationalists and landowners for whom he represented the twin evil of foreign domination and autocratic palace government.
British Occupation and Rise of Arab Nationalism:

Egypt made tremendous progress during the reign of Mohammed Ali, but he could never become popular because of his autocratic method and political whim\textsuperscript{23}. While he adopted a policy of modernization in selected fields, his successors, Said and Ismail tried to make Egypt a part of Europe. In 1856, Saeed Pasha obliged his engineer friend Ferdenand de Lissepe of France, by granting him permission to construct the Suez canal on terms, which proved to be most harmful and burdensome for Egypt.\textsuperscript{24} After the canal was opened for navigation in 1869. Britain became greatly interested in the political aspects as the new water channel had largely reduced the time and expanse of shipping to and from India, then British’s most lucrative colonial outpost, as compared to the arduous and tiresome journey via the Cape of Good Hope.\textsuperscript{25} Therefore it became a cardinal principle of British diplomacy to acquire maximum control over this most strategic waterway and the country which owned it.\textsuperscript{26}

The bankruptcy of Ismail Plasha provided the godsend opportunity for Britain to purchase the Suez canal shares in 1875, which enabled Britain to become a large shareholder and provided the excuse to intervene in Egypt’s domestic matters and eventually to forcibly occupy her in 1882.\textsuperscript{27}
Selling away his shares to the British government was a confession of the Pasha's bankruptcy and an admission of his inability to manage his country's economic affairs. The British and the French who had a financial interest in stabilizing Egypt's economy, first imposed a joint control to look after the financial matters of Egypt and finally when Ismail resisted the interference, they persuaded the sultan to depose him and appoint his son Tawfiq Pasha in his place. The new khedive being installed in office with the blessing of the two powers, could not, indeed he did not wish to become independent of their interference. He was just a figurehead acting upon the advice of British and French, agents, who did not wish to encourage native participation in their country's affairs.

The British occupation of Egypt was triggered by an uprising calls the 'Orabi Revolt' in 1881, the first Egyptian revolt in modern times against the foreigners both of the Ottoman origin and the Europeans. Orabi was an ordinary Egyptian soldier of peasant stock who was bold to present the khedivs with a petition from a groups of soldiers for the remedy of certain grievances and for the dismissal of the unpopular circumcision 'Minister of War'. His objective was purely nationalistic. In the same year Colonel Ahmad Orabi revolted against the hold of outsiders over the palace and public affairs and the self interested ruling
class. The revolt of Orabi was the first expression of Egypt nationalism. The British were alarmed by the rise of nationalistic upsurge and suppressed the revolt, describing it as anti European and captured the political authority of the world's most important country. Orabi was arrested but he was subsequently released by comrades in arms, who broke up his court martial. This forced the government to appoint Orabi 'Minister of War'. The revolt was however crushed and the British occupied Egypt in 1882.31

The British occupation of Egypt in 1882 created untold problems for nearly one hundred years. British had invaded Egypt to defend the Khedival regime from certain defeat at the hands of a disorganized but popular Egyptian nationalist movement. This movement would not have honoured claims to financial compensation by foreign business and would have been an unstable and probably hostile force controlling a waterways of crucial imperial importance to Britain.

From 1882 to 1956 British had great difficulty in justifying its presence in the country, and yet it could not contemplate withdrawal, and over the years this became a matter of national prestige. They did not declare Egypt a colony or even a protectorate until 1914 on the outbreak of the first world war. Britain did not know what to do with it in the long
term. In short term their brief was clear to put Egypt’s finance in order. So from 1883 until the outbreak of the first world war, Egypt was effectively ruled from the British residence on the Nile in Cairo.\(^{32}\)

The British agent Lord Cromer ruled over Egypt from 1883 to 1907 with the iron hand mainly serving the British interest, though Mohammad Ali’s descendants continued to reign. Lord Cromer adopted an autocratic style of management and he restored Egypt to sound economic health by the turn of the century. While Egyptians held executive posts in government ministries, British advisers held total political control, and they derived their authority directly from British force of arms. Cromer was undoubtedly an efficient and diligent administrator.\(^{33}\)

At the turn of the twentieth century, nationalist movement was led by Mustafa Kamil and Muhammad farid, but it was not successful. With the beginning of the world war I, which the Ottoman empire entered on behalf of Germany and against Britain the later terminated Ottoman connection with Egypt and established its own protectorate on the country. It was a period of greet misery and suffering for the Egyptians both politically and economically.\(^{34}\)

The British occupation also affected Egypt-Africa policy, which was now based on British interests and requirement as seem from Cairo.
Once in Egypt, Great Britain felt the need for safeguarding the source of the Nile, particularly when other European powers were also in the field. Considering it as a threat to its interests. It supported the Egyptian demands for reconquering the Sudan. The angles Egyptian army under the command of Sir Herbed Kitcheners was interested with this task. Kitcheners won a decisive battle over the Mehdi in September 1898. The British now demanded "by right of conquest" a share in the administration of the country. Thus an anglo Egyptian agreement was signed on January 19, 1899 establishing the joint sovereignty of the two countries over the Sudan, called the condominium.

Establishment of Protectorate and Partial independence:

At the outbreak of world war in 1914, Egypt’s political status underwent a sudden change, Britain’s formal declaration of war Germany on August 4 had placed Egypt owed allegiance to the suzerain the sultan of Turkey who was intending to join the side of Britain’s enemy, while practically it was already under the occupation of Britain. In the events of Turkey siding with Germany all his subjects including the Egyptians were to be considered at war with Britain and their hostile acts were to find a legal justification. To override the creation of such an awkward and difficult situation Britain declared to be a protectorate, free from the
suzerainty of the Turkish Sultan. The alternatives of annexation or independent from their viewpoint.

However, the Egyptians were annoyed by the establishment of the protectorate Britain therefore, under pressure from the nationalist, declared on February 28, 1922, that the British protectorates over Egypt was terminated and Egypt was declared to be an independent sovereign state. But her majesty is government retained control over certain matters. The commission appointed to draft the construction of independent Egypt recommended that the sultan of Egypt should be named as ‘the king of Egypt and the Sudan.’ But the British government did not accept the recommendation and threatened to review the recent declaration. King Fuad yielded to this threat and assumed the title of ‘The King of Egypt’ only.

The new constitution of Egypt was promulgated in 1923. From that time onwards the politics of Egypt mainly revolved round a triangular struggle between the King; the wafd party and the British; the last maintaining substantial control over Egypt. The wafd was mainly middle class party which neither touched the King nor the feudal class. The Egyptian nationalist refused to accept the limitations on their sovereign independence involved in the reserved subjects. Zaghlul Paha, the
Egyptian Prime Minister, although disappointed later persuaded himself and his followers to accept it as a useful forward step towards the attainment of complete independence. But the relation become soon tense when on November 19, 1924, Sir Lee Stack, Governor General of the Sudan and Commander in Chief of the Egyptian armed forces was assassinated in Cairo. Britain acted on this incident very strongly. Lord Allenby, on behalf of the British government delivered an ultimatum to the Egyptian administration in Sudan as provided under the condominium of 1899. The only thing left for Egypt in the Sudan was the Egyptian flag.

With the death of Zaghlul in 1927 the leadership of wafd party passed to Nahas Pasha, who and many other leaders of the wafd party became gradually corrupt. It lacked social control and hardly cared for the peasants. However wafd was the most important party during the inter war period. The other parties on the right were various small and feudal oriental or upper middle class parties, supported by the king and on the left was the communist party whose leadership was mainly in the hands of the non-Muslims. The Muslim brotherhood was a lower middle class religious organization with considerable influence among the peasants. In strict sense it was not a political active organization.
In 1937 Egypt became a member of League of Nation, thus claiming to be independent. In 1937 king Fuad was succeeded by Faroq, who was an exceptionally weak and coward man. He was like Ismail before him he was badly cast in his historic role, a key figure in bringing about collapse of the system upon which his authority was based. He was ignominiously exiled in 1952. In 1939 the Anglo Egyptian treaty formally terminated British occupation but empowered Britain to station its forces in the Suez canal zone.

The World War II (1939-1945) brought further miseries to the Egyptian as the British used the country for the military and communication purposes in their war against axis powers. The general atmosphere in the country for historical reasons was anti British and pro German. In 1942 when the war situation in North Africa became critical for the Allies, the British wanted to have a Prime Minister in Egypt who would be subservient to them. They consequently imposed Nahas Pasha on king Faroq by encircling the Abdin palace with military tanks and threatening to depose him if he did not accept Hahas as his Prime Minister during the period. This action further discredited the wafd party in the eyes of the Egyptians, Nahas was dismissed with the war nearing its end and the palace become more influential. The Palestine question was
becoming critical with UN debate and partition of the country in mid 1940. In 1948 Israel was Established and the Egyptian army along with other Arab armies, entered Palestine. But they were defeated on account of lack of leadership and defective arms provided by the corrupt clique around the King. This created a great frustration and bitterness in Egypt; particularly among military officers.47

(ii) EMERGENCE OF MODERN BUREAUCRACY IN EGYPT:

Egypt has a very colorful history. The pharaohs were considered divine and they ruled over a highly stratified society. The first pyramid was built in the 27th century B.C. Over the next 500 years the movement only got grander. Monarchical power was at its greatest during the 4th dynasty when Chops and Mycerinus built the Great pyramid of Giza. Pharaonic Egypt was the cradle of bureaucratic systems with levels of hierarchies and division of labor. Under the Pharaohs who considered themselves as endowed with divine attributes, Egypt reached the zenith of its achievements during the old kingdom which began, with the unification of upper Egypt with the lower by Menes, the first Kingdom which began, by 3200 B.C. and ended in 2180 B.C. A highly centralized government with the divine Pharaoh at the top assisted by a minister and helped by a ‘government council’ and an elaborate hierarchy which
practiced considerable delegation and specialization, was able to create engineering marvels like the pyramids besides controlling and directing the flow of and flooding of the Nile, irrigating the farms and increase the fertility of the soil. In those glorious achievements the officialdom that participated consisted of mixture members of the royal family, Priests, holders of various administrative positions. Certain degree of professionalization and training to master reading and writing and arithmetic was there. Some offices had a tendency to become hereditary and were often subject to purchase. Efficiency must have been the secret of their success. There were also evidence of inefficiency in this period, red tape, abuse, bribery, extortion and laziness. Above all there was the concept of total ownership of the land and the people including the officials by the God King, the pharaoh.\textsuperscript{48}

The second most important period of administrative significance was the Arab-Islamic period which began in 639 AD and ended with the attamas by the end of the 18\textsuperscript{th} century, which was characterized by an appointed Diwan or a wali, a kind of viceroy ruling on behalf of an external Caliph or sultan. During this period various services began to emerge under the auspices of the state from time to time showing distinct hierarchies of army and other services ‘men of sword and men of pen’
During the mamluks the native military hierarchy developed often in conflict with other bureaucrats owing allegiance to the sultan. Allegiance to a civil or a military hierarch was common, despite the fact that all were in the name of the sate and often there was some overlapping. During the ottoman rule from 1517 AD the rulers and the higher level bureaucracy were controlling large number of Egyptian scribe’s solders and revenue collectors. Centralization of authority suppressing any initiative from the lower ranks was the practice, as the ruler was virtually for away, real loyalty and allegiance was to the local hierarchical superior in the employment of an emerging modern state.  

The distinct influence of modern European state on the emergence of a state bureaucracy was felt after the short lived Napoleon occupation (1778-1801) A revival of national sentiment with the ideas of political and administrative reform with all positions at all levels of the government open to Egyptians on equal footing on the basis of intellectual and ethical criteria was the result of this European exposure.  

Mohammed Ali who ruled for year after French occupation first came as a viceroy of the Ottomans and later emerged as the proponent of a developmental nationalism. He was also the initiator of a series of administrative reform. However, like the pharaohs and later rulers, he too
felt the need for centralized authority. This was because immediately before his arrival the country was in a state of confusion. Mohammed Ali was able to launch an era of reconstruction, improved irrigation systems and redesigned and rationalized administrative hierarchies all owing allegiance to him.⁵¹

Mohammad Ali sought to transform rural, agricultural Egypt into an industrial society with a modern military apparatus. He mobilized nation’s human and material resources into his own hands, creating a state controlled economy in the near east with Egypt as its center. To manage his varied enterprises he wanted an efficient but subservient civil service. Detailed division of the country into administrative units under generational jurisdiction with deeper and wider hierarchies took place. His periodic inspections tours of the country side checking on cultivation, irrigation, conduct of civil servants, public accounts, and every detail of what may be called the beginnings of a development administration in Egypt set the tone for a modern authoritarian state. Administrative responsibilities were carried out by six principal departments (diwans) interior, treasury, was marine, public instruction and public works, foreign affairs and Commerce. As the launched his industrialization projects a new diwan was appointed to supervise textile industry Extension of an
industrial revolution to many areas with state initiatives led to the creation of a new class of 'public sector employees'.

In an effort to draw upon the Egyptian population for his technical and administrative staff he set up schools in Egypt and sent several hundred young men to European institutions to study civil administration. Recruitment for higher education on the basis of competition and merit rather than on ethnic origin or religion was emphasized. Training was emphasized especially for technical subjects and specialization, which becomes part of the expanding state machinery. Through Mohammad Ali's vision did not continue after his death. Foundation of an educated merit oriented civil service was laid down. Firmly during his regime.

Mohammed Ali Egypt's rules seem to have began the familiar process of getting rid of the upper ranks of the civil service left by their predecessor. Thus the successors to the Abbas Ist seed replaced the higher functionaries left to him and substituted his own appoints. Moreover he tried to direct affairs himself, from matters of high policy down to questions of details. It was under said that Europeans Began their penetration of Egypt in earnest, by financial manipulation and exploitation of the local ruler's extravagances and ambition. His successors, Ismail did little to alter the administration habits of Egypt, for he soon become
embroiled in international finance to a degree that brought the European power closer and closer to political control over the country.\textsuperscript{54}

British occupation which began in 1882 gradually found the need to produce clerks for the civil service towards which the education system was reoriented. Higher Echelons of mostly excluded Egyptians who were to be content with lower level government positions. Throughout his long tenure of office Lord Comer had sedulously depressed kept down every independent Egyptian and had filled all the High posts with ciphers. With the result that the natural leaders of the people had no opportunity of leading the people. In 1898 of the 10,600 Egyptians in the Civil Service only 45 received a monthly salary of 70 Egyptians pounds or more. Whereas 47 out of 455 Britons received that much. However unlike in India, the British were satisfied by having a tight control at the center and left the provinces to the Egyptians who were for centuries used to such arrangement moreover Berger noted two important aspects of the British policy concerning civil service.\textsuperscript{55}

1. The emphasis upon school certificate as an entitlement to a government post.

2. The reserving of the higher post for the Englishman.
Thus Cromer in 1885 noticed the beginning of the formation of a civil service. Later educational qualifications were further specified for various levels of administration. Attendant upon this contraction however was an increase mainly in the free services charged with the maintenances of public order, the police, the army, and the coast guard. The army, the financial departments and the public works department are mainly in European hand. In these departments a considerable numbers of French, Italian, Austrian, German, and Greek and subordinates where employed. The principle post were held by English, and the administrative systems of these departments distinctly bear the mark of English influence, on the other hand the home department and the department of justice were in Egyptian hands.

The number of British official in Egyptian civil administration was steadily increasing; by world war I\textsuperscript{st} it had grown enormously. In 1920 the Milner mission found Egyptians in less than one quarter of the higher posts since 1905 it found that the proportion of Egyptian in all posts had increased from 45 to 51 percent.

In the higher post however Egyptian had declined from 28 to 23 percent, while proportion of the British in such posts had increased from 42 to 59 percent.
The growing nationalist movement and the accompanying grants of autonomy meant the steady elimination of foreigners from the civil service and its Egyptianization. This process was accelerated by the British declaration of Egypt’s independence in 1922. By the time of independence, Egypt was in full control of most of public employment and the educational system was geared towards producing civil servants for the state. There were conscious efforts to improve the recruitment system which culminated in inviting A.P. Sinker who was the chairman of The British Civil service commission to study the Egyptian system of governance. As a result of his report a civil service commission was established in October, 1951, with a mandate to regulate personnel admission.\textsuperscript{57}

The first report of the commission listed its tasks as:

1. Elimination of unnecessary posts and bureaus.
2. Classification of post with job description and appropriate grades and salaries.
3. Assignment of personnel to post for which they are qualified.
4. Proper distribution of work around the agencies of the government.
5. Establishment to training program for the service.

The impact of the reforms was quite impressive and the regulations governing the civil service of Egypt “much like those of western countries with certain exceptions appointments based on written and oral examinations fixed, published salary scales with the schedule of increments; promotion by merit and seniority according to fixed proposition.

Two years later in 1952, after the extraordinary changes the army introduced following its seizure of power and the abdication of the king, Egypt had a civil service commission and the beginning of a new civil service establishment.\(^{58}\)

III. FREE OFFICER’S AND ESTABLISHMENT OF FUTURE BUREAUCRACY:-

The Egyptian Revolution of 1952 was a classic case of a third world movement against imperialism. In nearly 100 years of domination, western imperialism shaped Egypt to suit its own needs. Egypt’s agriculture developed but its peasants did not land concentration and population growth produced a growing and impoverished landless class. Industrial development was stunned and delayed white business and
finance fell into the hands of foreigners. The introduction of western education and bureaucracy generated an Egyptian 'new middle' class but foreign control of the stunted modern sector limited its opportunities and frustrated its aspirations as population growth, urbanization and education exceeded the absorptive capacity of a retarded economy. Unemployment reached crisis proposition and was joined in the forties by great inflation while tiny upper class lived a life of luxury the mass standard of living fell continuously per-capita income dropping almost 50% in the first half of the century.59

The weak, narrow based monarchy proved incapable of coping with the rising social discontent. A political crisis engulfed Egypt. A protracted nationalist struggle kept Egypt in ferment while the failure of established leaders to dislodge the imperialist presence gradually robbed them of legitimacy in the eyes of the masses. Middle class counter titled the brother road, radical nationalist secular leftist entered the political arena demanding greater nationalist military and a redistribution of wealth and power. This failure of the regime to respond gradually alienated the middle class. It mobilized outside and against the political system. The antic regime violence was making Egypt ungovernable.60
This combined social and national crisis precipitated the emergence of an anti regime movement among middle class army officers. These officers soon developed into a force with capacity to topple the ancient regime and break the impasse into which the country had fallen. The disaster of Palestine was which boringly exposed the bankruptcy of the establishment made them determined to act, and on 23 July, 1952 the Egyptian army overthrew the monarchy by a coup ride that the free officer’s wanted to break the domination of imperialism the foreign minorities and the landed upper class over they wanted to open up opportunities for the Egyptian middle class to do something for peasants and create a modernized Egypt. The officer’s were led by a man who could fairly be considered the founder of the modern Egyptian state, Colonel Gamal Abdul Nasser.61

The collapse of monarchy set off a power struggle in which various political forces bid for a share of power. The leader of Egypt’s veteran Nationalist Party the Wafd, and those of various radical movements by virtue of their links with free officers all made a claim. The goals of free officers were initially confined to cleaning up the army and the state. The main target however remained nationalistic in character. The Egyptianizaion of Egypt, the restoration of national dignity and pride; the
consolidation of comprehensive independence, and the achievement of self assertion on the international horizon.

The decisive factor in all this was Nasser forceful leadership inside Free Officer’s council, his ability to keep the core of the officer movement together and through it control the army. Step by step all dissident political forces were repressed. Bourgeois political parties disbanded, leftwing workers smashed and finally the Muslim brotherhood crippled but this was achieved at the cost of alienating much of the politically active population. If the new regime was to survive it had to break out of this political isolation and forge a base of popular support.  

The Free Officers were remarkably successful in doing this. The decisive factor in this achievement was Nasser’s growing stature as a charismatic leader. The masses accepted him as a national and popular hero who could do great things and be trusted with their confidence. Land reform was probably the one issue on which the free officers were united despite their intellectual differences.

The free officers formed a cohesive team entrenched at the levels of a growing security apparatus and a state machine habituated to obey whoever occupied its command posts. Thus, Nasser won a free hand to transform Egypt.
The case of the Nasserist programme was nationalism, the new leader sought to create a strong, modernized Egyptian state. Nationalism in foreign policy translated into a drive to end Egypt’s political and economic subordination to the west, to restore its Arab Islamic identity diluted by a century of westernization and to replace western imperialism with Egyptian leadership of a non aligned Arab world.

Nasser’s Egypt rested on more than coercion and charismatic legitimacy. Between leaders and masses the new regime shaped a huge bureaucratic state. Nasser dominated and energized the system. He made the Presidency on activists, interventionists, and innovating force in the service of his vision of the common good.63

Around Nasser was core elite whose members served as vice president in ministerial or party posts. This group was exclusively military, recruited and replenished from the free officers movement. The military scattered across the height of the state apparatus functioned as a relatively cohesive political cadre which decided and enforced the regime’s policies. The new team at the top represented a major social transformation in the composition of the elite from the upper class king’s men and landlord, lawyers of the old regime. The Free Officers were of modest social background, chiefly from a salaried middle class. Many
developed leadership and organizational skills and some were military engineers of technical competence. They possessed the discipline, determination and coercive resources to impose reform against resistance from vested interest and to establish a new order out of sociopolitical breakdown. The civilian technocrats and professionals were recruited from upper and middle class families. They rose to the top not through wealth and family name, but through the bureaucracy and universities on the basis of education, skills, experience and the patronage of Free Officers. This military technocratic team was suited for a country undergoing a phase of state building and forced modernization.  

Nasser dominated all process of Egypt because in the authoritarian bureaucratic state there were personal rivalries, barely institutionalized. Nasser’s office, dynamism and popular stature raised him above other elites. In the mid sixties; the Free Office’s core functioned as a collegial leadership.

The top elite rested on a vast bureaucratic substructure made up of the ministerial bureaucracy, the armed forces and a huge public sector. The new ruler who cultivated a new breed of upper middle-class technocrats in an effort to infuse their base with a modernizing dynamic leadership. Educational and bureaucratic expansion opened new paths of
opportunity for the middle and even lower middle class to move upward. The new regime aimed to enhance the efficiency and expand the functions of bureaucracy. It tried to sweep out the nepotism, corruption and lethargy typical of the old regime. It also forged a multitude of functional ministries and public organization entrusted with growing new tasks.\(^5\)

Gamal Nasser was an upper Egyptian and the son of a post officer who married the daughter of a Saidi. He was born in 1918 and for eight years from the age of ten went to secondary school in Halwan, Alexandria and Cairo. Towards the end of his school life he became involved in politics.

Nasser was always attracted to the military life. His heroes were Prophet Muhammad, and Gandhiji, man whose lives had most impressed him. When Nasser joined the Military Academy in 1937, he formed some friends of fellahin origin, who were eager to try to achieve the renaissance of Egypt. Their main concern was to plan to get rid of the British, the landowners and the Pashas.\(^6\)

After graduating from the Military Academy Nasser was posted as a second lieutenant to Mankabad where Anwar Sadat and Zakariya Muhiuddin had also been posted. Here young Gamal found his regiment working alongside and in collaboration with British offices. The senior
Egyptian leaders were lazy, corrupt and they were almost inclined to agree with the English men. He was infuriated, moreover by the way they paid court to the British military mission. Almost instinctively Gamal Abdul Nasser began to rebel. Some of his brother officers shared his feeling. Among them were Anwer Sadat and Zakaria Mohjieddin. At that time the country was a helpless mess, run by foreigners, who exploited the Egyptians. The fellahin were oppressed by the land owners, many of the Wafd party politicians were corrupt, elections were rigged and parliament did very little effective business. The young king Farooq who had succeeded his father in 1936 did not fulfill the expected promise. Because of 1936 treaty the British dominated the land and Egypt was trapped in a network of political and military obligations which were against if real interest and from which it could not free itself. In 1939 the officer of Menkabad founded a secret revolutionary group consisting of nine officers. They were Abdul Latif Baghdeadi, Hasn Ibraham, Hussain Fiqr Sabri, Abdul Muneim, Abdul Rauf, Wagih Abaza, Ahmad Saudi and Hassan Izzat, Anwar Sadat joined them later. These officers were motivated and impressed by Nazi organization. They had a common concern and discontent about which they continued to keep in touch
during the years to come, though they were scattered to different posts and duties.\textsuperscript{58}

In 1937 Nasser was posted from Mankabad to an Egyptian infantry battalion in the Sudan. He spent nearly three years in Sudan, much of the time out at the Jebal Aulia dam on the white Nile. There he developed his close friendship with Amer. At the outbreak of world war II Nasser found himself in a situation which aroused mixed feeling of frustrations and relief. He was serving in an army which was incapable through lack of equipment. Nasser's own view of the war was that Egypt should remain neutral. In 1940 some of the nationalist officers chiefly Anwar-el Sadat began secret contacts with the Italians. Their aim was to plan a coup in Cairo. For this purpose Sadat on the instructions of his Revolutionary Committee got in touch with the leaders of “Muslim Brotherhood” Hasan al Banna and Aziz al Misri.\textsuperscript{59}

These plans lied to no serious action and by December 1940, Sadat established between the Muslim Brotherhood and Nasser's group of army officers a long, important and finally violent relationship. Sadat became one of the principal links between the two groups. By that the Muslim Brotherhood had ceased to be merely a religious or moral revivalist movement. It had began to see itself as apolitical force with a large mass
influence and formed a secret paramilitary organization. Sadat found Al Banna at once fanatical and clear thinking with a surprising grasp of the problems facing Egypt.\textsuperscript{70}

Nasser and his friends dreamed and planned reform and revolution for Egypt. He returned to Egypt at the end of 1941. He was again nearer the center of events and able to be in closer touch with the other nationalist officers. In January 1942, the Egyptian government under Hussain Sirry Pasha broke off relations with Vichy France at British insistence. King Farouq was away from Cairo when the decision was taken. He objected that he had not been consulted and demanded the resignation of the foreign minister. The Hussain Sirry government resigned and political crisis developed. The British feared the king was planning to bring back Ali Maher, who was dismissed by the king under British Preserve in 1940, to head a more pro Axis or neutralist government or to control it from behind the scenes on.\textsuperscript{71}

On 4\textsuperscript{th} February 1942, the British Ambassador Sir Hiles Lampson, delivered an ultimatum to King Farouq, demanding the appointment of a government headed by Mustafa Nahas Pasha, leader of the Wafd Party.\textsuperscript{13} The British Believed that the Wafd was the only Egyptian Group able and ready to held the country in alliance with the British and to control
population unrest in the face of the growing axis threat. When the king did not comply, Lampson surrounded the Abdin Palace with British armour units and marched into the king's office. They read him a not demanding his abdication. The ambassador told the king he must appoint Nahas as Prime Minister or he must himself abdicated. After some hesitation king agreed to invite Nahas to form a government. For Egyptians this was a matter of a national humiliation and disaster and 4 February 1942 has since become an important date in their modern history. Nahass like other army officers reached with fury to the palace coup; not because of any love for the king but he saw it as an insult to the whole country. General Mahammed Nāṣi′quib later the public leader of 1952 and then a Colonel of infantry, sent a letter of resignation to Farooq, which the king refused to accept.\textsuperscript{14} The period between 1942 to 1945, was one of heightened revolutionary activity in the army and among youth organizations throughout the country. One group of the revolutionary officers met in Cairo to discuss possible relations with the British but more cautious counsel prevailed. Nothing serious could be done. Nasser was determined that Egypt must never again suffer such a humiliation. The real revolutionary Conspiracy dates back to this time.\textsuperscript{72}
On 4th February, 1942, Gamal Abdul Nasser began systematically planning revolution. Nasser concentrated quietly on recruiting officers for the underground revolutionary movement. Nasser had been involved in an army conspiracy in the late 1944 and 1945, but only in a minor role. He took over the responsibility of the secret movement within the army in November 1944 but did not begin to exert his organizational efforts seriously until after the Palestine war in 1949. In 1949 a constituent Committee of came into existence comprising Nasser, Hassan Ifrahim, Khalid Mohieddin, Kamaluddin Hussain, Abdul Monein and Abdul Rauf, all of them at one time or another connected with the brethren. The Committee was firmly under Nasser’s control insisted on its complete independence from all other group within and outside the armed forces. In 1950 the Committee of the free officer formally adopted, the name of the “Society of free officers and an executive Committee of ten officers was set up which was to because of the future Revolutionary Command Council. In 1950 Gamal Abdul Nasser was formally elected president of committee, but this was kept a closely guarded secret. The committee proclaimed that the army belonged to the nation and demanded radical reforms of state and society.73
In October, 1949 in a secret meeting at Amer’s House the executive Committee agreed on a plan of action to prepare a revolution over the next five years. In this program the struggle against imperialism, meaning in the first instance the withdrawal of British forces from Egypt, was to have top priority. The program also called for a strong modern army and a democratic parliamentary system. At that time the free officer’s were aiming to move into action some time in 1954 or 1955, and meanwhile they began to distribute their famous mimeographed tracts denouncing the regime which were written by Khalid Mulieddin under Nasser’s direction and distributed both in the army and the civilians. The existence of the whole movement became widely known but not the name of its leaders. Nasser was aware that when the time of revolution would come they would need a senior officer with a well known name who could act their figure head and give their movement weight and respectability both at home and abroad. These qualities they found in the fifty years old Major General Muhammad Naguib, who won distinction by his personal coverage in Palestine where he had been seriously wounded. Contact was made through Abdul Hakim Amer and Naguib Became a free officer’s. 

The liberalization policy of the Warf government in 1950-51 helped the free officer’s movement to strengthen its organization and increase its
clandestinely published propaganda; the chief message of which was that the army belongs to the people. In the meantime the free officer’s readily assisted any group operating against the British in the canal by supplying them with arms, ammunitions and training facilities. These activities of the free officer elicited a response from the palace and the government. A confirmation between them and the king become inevitable. The clash around over the elections of the officers club executive committee in late 1951, a contest which the free officers headed by Brigadier Muhammad Naguib.\textsuperscript{75}

The free officer’s proclaimed the aims of their intended revolution. The government of Revolution had six principles to guide it, destruction of imperialism, end of feudalism, ending of monopoly, and of the domination of Capital over government, establishing social justice; building of a powerful national army and setting up a sound democratic system.\textsuperscript{76}

King Farouq feared and disliked Naguib’s influence in the army and was enraged when, against his express operation Naguib was elected the president of the free officer’s Executive Committee. The free officers had shown their strength inside the army and were challenging the palace.
The wafd returned to power in January 1950 and began its long drawn out struggle with British. The free officer gave it their enthusiastic support, by helping to train command to fight in the Canal Zone. On 26 January 1952, rioting started in Cairo, which the wafd government was incapable of controlling. On the Black Saturday much of the center of Cairo was set on fire, nine people lost their lives in the British ‘Tarf club’ and many British owned building were destroyed. After wafd its policy had led to the burning of Cairo, it soon become clear that the civilian political regime was crumbling. Several approaches by the free officer’s to member of the wafd, had met no response and meanwhile the state e security police seemed to becoming close to uncovering the free officer’s secret organization.\textsuperscript{77}

Nahas was dismissed by the king the day after Black Saturday and Ali Mahir was brought back from a decade in the wilderness to replace him. Ali Mahir tried to keep in touch with the wafd, the king and the British at the same time. The king’s idea of restoring authority and national reconstruction was however, simply to take revenge on the wafd.\textsuperscript{24} Ali Mahir was not prepared either to dismiss parliament or to be harsh enough with the wafdist. So he was replaced by Naguib el-Hilay an intelligent and honest ex-wafdist who had been a popular Minister of
Education and had resigned from the wafd by a drive against official corruption. He agreed to dissolve parliament and to exit the wafd? Secretary General. But the king found Hillary’s corruption inquiries coming too near to his own interest.\footnote{78}

Hussein Sirry advised King to appoint General Naguib Minister of war. King Faroq rejected the proposal instead he ordered the dissolution of the free officer’s Executive Committee. When the young officer’s learned on 20 July, that the King was going to appoint their foe General Sirri Amir. As minister of war they decided that the moment of coup had come. Faroq had many spies in the army and they reported to their master that they day of doom was drawing closer. The corrupt monarch rushed to the national enemy of the Egyptian people, British imperialism seeking it support to crush the people of Egypt. So the revolutionary leader had to strike much earlier than they had planned.\footnote{79}

On 10\textsuperscript{th} February, year a fortnight after ‘Black Saturday’ the Executive Committee of the free officer’s had met and decided to carry out a coup on the following month. The officer’s decided to bring forward the date of revolution to March 1952, but an unexpected setback occurred when Colonel Rashid Mahanna, an erratic free officer’s where troops according to the plan were to play an important role in the coup,
announced that he had been transferred to Gaza. The revolution was put
off until the summer. The coup was planned for mid night of on July and
the plan of the coup had been drawn up by Nasser and worked out in
detail by Amer and Kemal ed din Hussai. The operation was planed in
three main stages, first to ensure control on the armed forces, second to
take over civil government and appoint a new Prime Minister, and finally
to get rid of the King Farooq.

The Coup-d'état of July 23, 1952, was the first military challenge
against established legal authority in Egypt since the Arabi revolt seventy
years earlier. Egypt had been independent following the treaty of 1936,
but it's Suez Canal Zone was still occupied by a British force. The free
officer's consequently had to proceed with caution and moderation, for
they feared the intervention of the British force. The preparations were
made in secret and Nasser in person had to contact the leading participants
and gave them instructions about their duties on the eventful night of 22
July. Some confusion and mishaps resulted from the fact that the officer’s
did not know who their other participating colleagues were due to the
secrecy that surrounded the movement.

Like most other coups, the Egyptian army movement was carried
out in the first hours of the day between midnight. It's immediate aim was
to the Military Academy. At about the same time; Hussain-al Shafi with his tanks occupied the strategic points in Cairo: the broadcasting building, the telephone exchange, the railway station and the airports. The planes of the air force at the same time over the main city of Egypt its discourage resistance to the movement. The takeover was complete when the important garrison at Arish rallied and its headquarter was taken over by Salah and Gamal Salem at 4:30 a.m.  

General Naguib ws brought to the general headquarters by two officers at 3:00 a.m., and was appointed commander in chief of the armed forces to lead the successful movement. The first communiqué about the coup apparently written by Amer, was broadcast at 7 a.m. July 23) by Anwar Sadat in the name of general Naguib. Its text had been communicated earlier to the press. It neither proclaimed a revolution, nor did it say that a coup dictate had just been carried out against the old regime of King Farouq, whose name it did not even mention. The statement was an apology for the military takeover and showed primarily the military motives behind the officer’s action and their concern about the army’s reputation. It spoke of the bribery, corruption and government instability that had a great influence on the army and contributed to defeat in the Palestine war. The statement reassured the people that the entire
to seize control of the army, occupy its general headquarters, arrest its higher commanding officers and secure control of the important centers of communications in Cairo including the broadcasting station. In contrast to most other coups; no plans were made in the first stage of the operation to arrest the king and Cabinet, who were in Alexandria, and occupy the royal palace. The action was scheduled to start at am. But two hours earlier a free officer of the Army intelligence; Saad Tawfiq, told Nasser that the king had been informed about the coup and the chief of staff, General Hussein Farid had been given order to all commanders to meet at the General Head-quarters at Kubri al Qabba, in ordr to deal with the plot. The free officers had consequently marched one hour earlier with forces estimated at some 3,000 soldiers. Nasser thought it was an excellent opportunity to arrest the commending generals together in the building, but he had also to move fast to tell the officer’s about the change in schedule. The entire military area between Abbasiya and Helispolis was blocked by the armored cares of Khalid Muhieddin. The general headquarters building was surrounded and taken by force at 1:45 a.m. after a brief resistance in which two guards were killed and two were wounded. Twenty generals and high ranking officers including the chief of staff and Ali Naguib, general Naguib’s brother, were arrested and sent
army is today working for the interests of the fatherland within the Constitution and without any designs of its own. "And gave assurance to the foreign residents, "our brother", about the safety of their lives and property." 83

The successful first stage of the officer's coup had to be followed by the nomination of a new government that was imposed on the king. Nasser and his colleagues decided to stay in the background and appoint a civilian cabinet headed by Ali Maher Pasha, a former Primer Minister of Royal head of the cabinet, and an independent in politics. Ali Maher accepted the offer presented by Sadat Maher left for Alexandria on July 24, and the king immediately accepted the resignation of Hilali and appointed Maher officially and wished him "success in what is beneficial for the country". 84

Egypt was entirely in the hands of the revolutionist. It was a bloodless coup-de-lat and Naguib who had taken no part in the coup itself was called to become President of the Revolutionary Command Council, on the eve of their victory. The free officers took days to force the abdication of king Farouq. The immediate pretext for their action was the rumors that spread in the first two days on Farouk's attempt to prepare a counter coup and his radio message to the British in the Canal zone asking
for military assistance. On July 24 Zakaria Muheiddin was sent to Alexandria with a battalion of motorized infantry supported by tanks, artillery and armored cars to besiege and if necessary attack the two royal palace on the evening of the following day. Naguib and Sadat left separately for Alexandria on July 25. On 26, July 1952, an ultimatum was given to Farooq to quit the country. Farooq struggled hard, called the American ambassadors to his aid, but he had no alternative and signed the act of abdication in favour of his son Ahmad Fuad. Thus at six o’clock in the evening of 26, July 1952, the last chapter in the black history of Muhammad Ali dynasty ended, and with it ended the slavery in the life of Egyptian people who had continued for over a century. The man who came to power under the leadership of young Gamal Abdul Nasser aimed at a drastic change in the system of government by replacing absolute monarchism with a progressive republic.
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