

## **Annual report on Basutoland / Colonial Office.**

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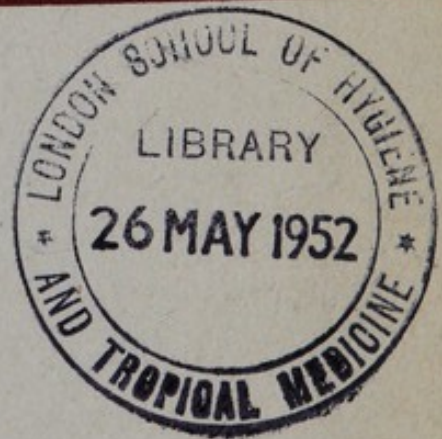
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*Colonial Reports*

**Basutoland**

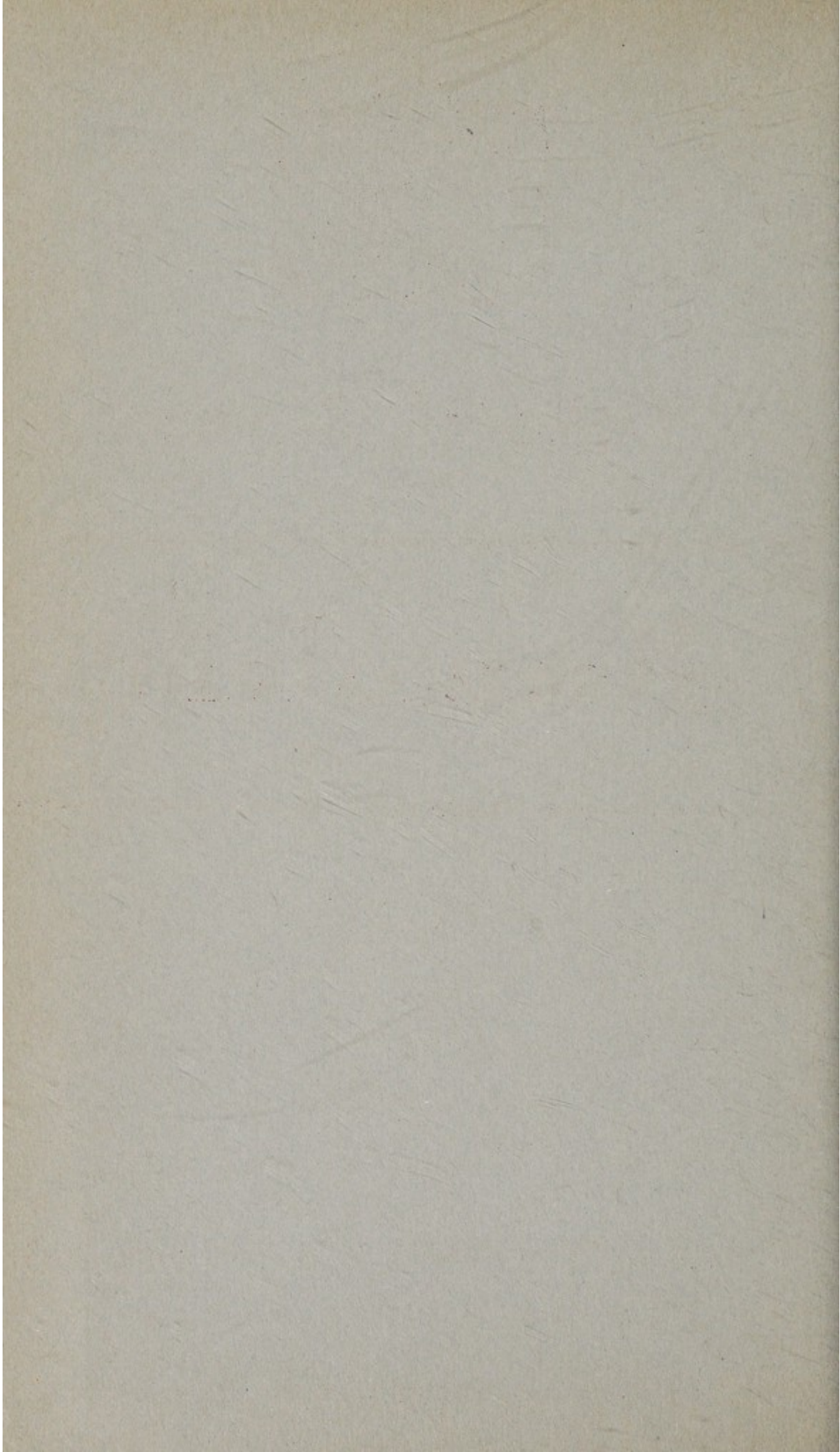
1950



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1951

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COMMONWEALTH RELATIONS OFFICE

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ANNUAL REPORT  
ON  
BASUTOLAND

FOR THE YEAR

1950

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LONDON  
HIS MAJESTY'S STATIONERY OFFICE  
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# PART I

## REVIEW OF THE MAIN EVENTS OF THE YEAR 1950

### CHAPTER ONE

#### I. FINANCIAL AND ECONOMIC POSITION

The financial position of the Territory has turned out to be better than was anticipated in last year's report. Revenue from Customs Duties dropped appreciably owing to the import control imposed by the Government of the Union of South Africa, but it exceeded estimates from other sources, in particular from Income Tax and Native Tax. This and the curtailment of expenditure has resulted in the deficit being reduced to £37,159 at the close of the financial year on the 31st March. Surplus balances accumulated from previous years were reduced to £486,404, as compared with £535,554 in the previous year.

The improvement in the financial position made it possible to restore most of the cuts made in African Education during the year.

Further indications are that revenues are likely to improve, but restricted spending and conservative budgets will be the order of the day for some time to come.

For the financial year ending 31st March, 1951, revenue is estimated at £882,065 and expenditure at £910,463. Out of this it has been found necessary to provide a large sum of money for Police Services amounting to £92,690, a net increase of £14,543 due almost entirely to increased establishment employed for combating "medicine" murders.

#### 2. AGRICULTURE AND FOOD PRODUCTION

The importance of agriculture to Basutoland has been stressed in previous Annual Reports. Political and constitutional progress must depend ultimately on economic progress. Thus in a country without industries or industrial resources, the economic future must depend mainly on agriculture. The basic need of Basutoland, as of many other countries, is to produce at least sufficient food for its people. And this can only be achieved if the soil is conserved and its fertility improved by proper methods of farming. As a necessary preliminary, an Agricultural Survey was carried out during the year under review for the purpose of obtaining reliable basic information on which to base the land utilization policy



of the Territory. An Administrative Officer was seconded for the Survey, the field work being done by the Officers of the Agricultural Department. The work was organized on a random sampling basis in each geographical area into which the country is divided, viz. the lowlands, the foothills, the mountains and the Orange River Valley. A survey of approximately 3,000 families has been completed and the results of it are now being worked out. The success of this important work was in large measure due to the help and willing co-operation of the Chiefs and their people.

Secondly an aerial survey of the Territory was begun earlier in the year, and the ground control work is now in progress. The object of the Aerial Survey is to obtain accurate maps of the Territory which will be of the greatest use administratively and as a corollary of the Agricultural Survey for the planning of sound land usage.

Soil Conservation work continued, and a record area was protected during the year. 30,000 acres were terraced in the lowlands and 28 large dams built. An application for Colonial Development and Welfare funds for a scheme for the speeding up of the existing conservation programme was submitted to the Secretary of State and a free grant of £122,200 was approved. An important part of this scheme is the employment of nine Development Officers, of whom five will be Basuto. Their work will be almost entirely in the field. They will live under canvas most of the time and their principal duties will be to intensify and coordinate the work on rotational grazing, to complete the branding and registration of stock, the construction of wool sheds, and the establishment of tree plantations. It is also hoped to establish a training centre for African staff. Courses are to include training in veterinary work and in soil conservation methods. Refresher courses will also be given to Agricultural Demonstrators.

The principal measures involved in the introduction of grazing control are the complete de-stocking of overgrazed or denuded areas until recovery has taken place and the introduction of a simple form of rotational grazing. Considerable progress has been made with this work during the year particularly in the Pramont Chief's own Ward, in the Mokhotlong district.

The average rainfall for the year was 38 inches which is about 10 inches above the average. Crop prospects are therefore very good.

Advantage was taken of the high price of wool to raise the export levy from  $\frac{1}{2}d.$  to  $1d.$  per pound. The extra funds provided will be used for development work such as the importation of improved rams, the registration and branding of livestock, the building of wool-classing sheds, and the extension of grazing control. These measures are more fully described in Chapter VI of Part II of this Report.

### 3. CO-OPERATIVE SOCIETIES

The number of registered co-operative societies increased this year from 14 to 27. There are now 6 wool and mohair marketing societies, 17 consumers' clubs and 4 agricultural societies.

The wool and mohair marketing societies obtained very high prices for members' wool during the season, and they are at present getting very high prices for mohair in the open market at Port Elizabeth. They have also been exporting skins and hides, as has one of the agricultural societies, and favourable prices have been obtained. During the period of acute maize shortage some of the societies obtained quotas and purchased maize on behalf of members.

The annual audit, held in April and May, revealed a satisfactory state of affairs generally, and most of the wool and mohair societies had considerable surpluses. Two of the latter are now erecting their own store-rooms and office accommodation.

During July the Registrar accompanied the Principal Veterinary Officer on a visit to Kenya and Tanganyika to study the preparation and co-operative marketing of skins and hides and it is hoped as a result of this visit to establish the Basutoland skins and hides industry on a much more profitable basis.

#### 4. NATIVE ADMINISTRATION

##### (a) *Basutoland Council*

As a means of making the Council more representative of the people, the number of members elected by each District Council was increased from two to four. With the addition of the representatives elected from the sectional interests, nearly half of the members of the Council are now elected by popular vote, the rest being nominated by the Resident Commissioner or the Paramount Chief.

##### (b) *Abolition of "Matsema" labour*

In the past the Basuto have been compelled to perform certain compulsory services for the Chieftainship, reminiscent perhaps of the *corvée* of the old regime in France. There has been a widespread feeling in the world to-day that all forms of compulsory labour should be abolished in the dependent territories, and this has found expression at meetings of the United Nations Organization to which the British Government have subscribed. Accordingly the Paramount Chief and the Basutoland Council were approached with the result that *Matsema* labour has now been abolished. A local rate of 1s. has been imposed as a commutation for compulsory services. The control of money received from this source has been delegated to District Councils. Some of it is used to pay compensation to Chiefs, and the rest for afforestation schemes, the building of Native Court Offices, payment of Court messengers and other work as approved by the High Commissioner. This marks the beginning of the policy of financial devolution on the local District Authorities, and in this respect they have in most cases shown a gratifying sense of responsibility.

(c) *Native Courts*

The revised Court system has been functioning with considerable success since 1946. It was felt, however, that there was room for improvement, and the Basutoland Council recommended to the Paramount Chief that a Committee should be appointed to consider the nature of any reforms necessary. A Committee was appointed under the Chairmanship of the Acting Government Secretary with the following terms of reference :

- (i) Whether in the light of experience it was possible or desirable for the existing number of Courts to be further reduced, thereby effecting economies in the present high rate of expenditure on the Courts and possibly enabling better conditions of service to be granted to court personnel.
- (ii) Whether the organization for appeals was working satisfactorily.
- (iii) Whether sufficient staff was employed at each grade of Court and whether any reductions were possible.
- (iv) Whether the existing method of appointment and dismissal of Court Officials of all grades as laid down in a Paramount Chief's Circular was satisfactory. If not what alternative method was recommended.
- (v) Whether experience had shown that further amendments or additions were required to the Native Court Rules, Native Court Accounting Instructions, or the Disciplinary Regulations for Native Court Staff.
- (vi) Whether the existing practice and procedure in the Native Courts (e.g. methods of prosecution in criminal cases, sale of distrained stock by court personnel, etc.) were proving satisfactory. If not, what changes were recommended.
- (vii) Whether the Native Courts should be empowered to enforce the provisions of any laws which do not at present come within their jurisdiction.

The Committee sat from July to September and heard evidence in all districts of the Territory. Their report was submitted to the Basutoland Council at the September Session. But it was decided that the matter should be submitted to the people and to District Councils before a final decision was made on whether the reforms suggested by the Committee should be adopted. In the main the Committee made the following recommendations :

- (i) That better salaries and conditions of service should be given to the members of all court staffs.
- (ii) That the influence and control of the Chieftainship should be completely removed from the judicial system.
- (iii) That the courts should be reduced in number.
- (iv) That suitable offices and accommodation for court staffs should be built.

The matter will be further discussed at a special session of the Basutoland Council in April, 1951.

(d) *The Basuto National Treasury*

The Basuto National Treasury has completed another successful year's working. The accumulated surplus balance at 31st March 1950 stood at £30,301. It is clear that the Treasury is in a sound financial position and credit is due to the Finance Committee for the sound advice it has offered to the Paramount Chief, and to the Treasurer and his staff who have continued to carry out their duties in an able manner.

(e) *Visit of Lord Hailey*

Lord Hailey visited the Territory at the end of the year under review in order to study and prepare a report upon the working of the native authority system in the Territory in continuation of similar studies which he had completed for publication in respect of a number of British Colonial Territories in Africa. His report is awaited with great interest.

## 5. EDUCATION

Although enrolment fell by 1,500 as compared with the record figures of 90,811 in 1949, interest in education remains as keen as ever. Unfortunately the financial situation limited development although two more Form A classes were opened, one at a mission intermediate school at Masitise and the other at the controlled intermediate school Maseru. The demand for secondary education is steadily increasing and it became necessary, for the first time, to run a double first year matriculation class at the Basutoland High School.

Two Basuto students were sent to the United Kingdom for further study, one to take the full course in veterinary science at Edinburgh, and the other to study rural education at Worcester Training College. In addition eight bursaries (including three loan bursaries) were granted to students for university education in the Union of South Africa, and 82 local bursaries were awarded for secondary and teacher training courses.

The Home Industries Organization has now been placed under the Basuto Native Administration and the number of training centres reduced from nine to five. It is hoped that further necessary reorganization may be possible in the near future.

The visits of the Chief Scout and Chief Guide early in the year did much to stimulate interest in the movements.

## 6. MEDICAL

A serious outbreak of diphtheria occurred during the year involving practically the whole Territory (as well as the Free State, Transvaal and Natal). The outbreak in Basutoland was controlled by the immunization of the

children of the affected areas, about 120,800 injections being given in all.

Dr. K. M. S. Nkuebe was appointed as a Government Medical Officer after working for a year as an intern at Maseru Hospital. Dr. Nkuebe was one of the students who were granted Government bursaries to Witwatersrand University. It is hoped that two more of these students will return to Basutoland next year, one to join the Service as a Medical Officer and the other to start his internship at Maseru Hospital.

Four European Sisters were replaced during the year by African nurses, one of whom was appointed a matron. A European clerk, the Compound Manager at Botšabelo and the Sanitation officer were also replaced by Africans.

The new hospital at Teyateyaneng is now complete and was opened under an African Matron. A Hospital at Butha-Buthe will be started at the beginning of 1951. Two Rural Nursing Centres will also be built with the help of a grant from the Deferred Pay Interest Fund.

It is also hoped that it may be possible so to rearrange the Colonial Development and Welfare Fund grants as to make possible the construction of the first instalment of a modern hospital in Maseru. A specialist staff will be attached to the hospital which will also be used as a training centre. In this connection it is interesting to note that application has already been made to the South African Nursing Council for the Maseru hospital to be recognized as a training centre for certificated nurses. Many of the more serious cases will be transferred to Maseru from the district hospitals and the District Medical Officers will be able to spend more of their time on preventive medicine and public health work.

During the year Colonial Development and Welfare Scheme D. 1436 was approved. This provides the sum of £10,210 for the establishment of four Mountain Dispensaries which will function as the advance posts of the Health Centres and other medical stations in the lowlands. They will be controlled and visited periodically by the Medical Officers of their respective Health Centres or medical stations. The dispensaries are to be sited at Sixondo (Quthing District) Sekake and Sehlabathebe (Qacha's Nek District) and Ketane (Mohale's Hoek District).

## 7. POLICE

In accordance with the Basutoland Council's recommendation at the 44th Session, sites have been selected for eight additional police posts in the mountains and the necessary buildings have been or are being erected. The police operating from these bases will be in a better position to combat serious crime such as "medicine" murder and stock theft.

The occurrence of one certain and two possible "medicine" murders, after a lapse of some nine months has been a great disappointment to all who have the interests of Basutoland at heart. The Report of Mr. G. I. Jones, who carried out an investigation into the causes of these murders, is expected to be published shortly.

A finger-print bureau is being established at the Police Head Quarters in Maseru to which all Basuto "A" Courts will send finger impressions of convicted stock thieves. This procedure will enable these Courts to be furnished, before they pass sentence, with the previous records of stock thieves brought before them, no matter where these offenders have previously been convicted.

#### 8. PRISONS

One wing of the new Central Prison, which is being constructed by prison labour, is almost complete and work has begun on the second wing. Especially in the case of prisoners serving long sentences, every effort is made to teach them some useful type of work such as quarrying, stone dressing, brick making, building in stone and brick, tailoring, boot and shoe-making and repairing, gardening, carpentry, and black-smithing. In this way Government expenditure is saved and the prisoners learn useful trades which they can practise on their release from prison.

#### 9. POST OFFICE

An air mail service to Mokhotlong was introduced during the year with obvious benefit to the people of that remote mountain district.

A voluntary training scheme has been introduced for African Post Office staff to enable them to qualify in all branches of Post Office work and it is pleasing to observe that many Basuto are taking advantage of the scheme and are making good progress.

As an experiment a Mosuto woman has been employed temporarily as a telephonist. Experience has shewn that European women make better telephonists than men, and it is possible that this will be found to be the case with the Basuto as well.

#### 10. APPOINTMENT OF BASUTO TO SENIOR POSITIONS IN THE SERVICE

In addition to the appointment of Dr. Nkuebe as mentioned above, the following Africans have been appointed to senior positions in the Government Service :

Mr. D. H. Mochochoko, M.B.E., Assist. Secretary,  
Sgt. Major Sofonia, Senior Inspector, B.M.P.

Two senior members of the Agricultural Staff have been promoted to the post of Assistant Agricultural and Livestock Officers. One African has also been appointed to the post of Asst. Education Officer.

## II. COST OF LIVING

In common with other parts of the world, the effects of devaluation are now being felt acutely in the rising Cost of Living. The recommendations of the 1947 Fitzgerald Commission which consolidated salaries at the 1947 level are already out of date, and to prevent undue hardship the Government is considering the reintroduction of Cost of Living Allowances as has been done already in other Colonial Territories. This will be another financial burden on the Revenues of the Territory.

## 12. WHITLEY COUNCIL

The first meeting of the Inter-Territorial Whitley Council established for the High Commission Territories was held in Pretoria in December, 1950. The meeting developed an atmosphere of goodwill and confidence, among Europeans and Africans alike, that augurs well for the future of staff relations in the High Commission Territories. The Council consists of twelve members appointed as to one-half by the High Commissioner (i.e. the "official side") and as to the other half by the European and African Civil Service Associations of the three High Commission Territories (i.e. the "staff side"). The objects and functions of the Council are those of similar Councils elsewhere.

## 13. SURVEY OF THE ORANGE RIVER AND ITS TRIBUTARIES

Basutoland has suffered in the past from lack of various types of basic information, among the most important of which is a full collection of hydrographic data. Numerous perennial streams flow in the Territory including the Orange River—one of the major rivers of South Africa. The use of these streams has at various times been suggested for irrigation and more recently for hydro-electric power, but without details of the flow of the streams and their characteristics, it was impossible even to contemplate harnessing them for useful purposes. Application was therefore made for assistance from Colonial Development and Welfare funds to employ a firm of Consulting Engineers in the Union of South Africa with wide experience and a high reputation in this field and a grant of £2,208 was approved under Scheme D.1504. The survey has now been carried out and the Consulting Engineer's report is being studied.

## 14. VISITS BY HIGH COMMISSIONER

The High Commissioner visited the Territory in August and again in November, 1950. His Excellency was able to visit the lowland districts during August and held formal *pitso* and thereafter had informal talks with Ward Chiefs and leading Basuto at each district headquarters.

In November His Excellency made a mountain trek in the Quthing, Qacha's Nek and Mokhotlong Districts during which he was able to see at first hand the work being done on grazing control.

## CHAPTER II

## DEVELOPMENT SCHEMES

Those schemes which are financed from the Revenues of the Territory are described elsewhere in the Report.

The table below shows the schemes in operation which are financed from the Colonial Development and Welfare Fund :

<i>No. of Scheme</i>	<i>Title of Scheme</i>	<i>Initiated during financial year</i>	<i>Total spent to 31. 3. 50. plus anticipated expenditure to 31. 3. 51.</i>
D. 400 } D. 400A }	Extension of Technical and High Schools . . . . .	1946-47	£ 13,884
D. 525 } D. 525A }	Training of African Medical Officers . . . . .	1946-47	3,825
D. 603A } D. 603B }	Anti Soil Erosion Measures . . . . .	1946-47	202,778
D. 684 } D. 684A }	Water Supply, Maseru . . . . .	1946-47	67,349
D. 692 } D. 692A }	District Water Supplies . . . . .	1946-47	9,758
D. 758	Education . . . . .	1946-47	40,254
D. 842	Medical & Health . . . . .	1948-49	26,635
D.1025	Improvements to Main Roads . . . . .	1949-50	9,978
D.1050	Mountain Motor Roads . . . . .	1949-50	39,244
D.1025A } D.1025B }	Orange River Bridge . . . . .	1950-51	7,000
D.1436	Mountain Dispensaries . . . . .	1950-51	2,390
D.1479	Scholarships . . . . .	1950-51	575
D.1488	Topographical Survey . . . . .	1950-51	5,000
D.1504	Orange River Survey . . . . .	1950-51	2,208



An amount of £830,000 has been provided under the ten year Development Plan which has been allocated as follows :

Soil conservation . . . . .	£303,480
Roads & Bridges . . . . .	236,000
Water Supplies . . . . .	80,000
Medical & Health . . . . .	108,825
Education . . . . .	100,300
Unallocated balance . . . . .	1,395
	<u>830,000</u>

Progress made during the year may be summarized as follows :

#### AGRICULTURE

##### *Soil Conservation*

The progress made with this work is shown in the following table :

<i>Measure</i>	<i>Prior to March 1949</i>	<i>During 1949-50</i>	<i>Total to September 1950</i>
Area terraced Lowlands . . . . .	239,381	41,065	280,446
Length of terrace miles . . . . .	14,014	2,394	16,408
Buffer strips Mountain Acres . . . . .	211,671	74,125	285,796
Diversion Furrows „ „ . . . . .	51,739	22,373	74,112
„ „ „ yards . . . . .	1,214,637	554,588	1,759,225
Dams constructed . . . . .	263	39	302
Trees Planted . . . . .	856,525	26,371	882,896

The average cost per acre was 10.9s. as compared with 9.2s. in 1949. The increase was due to the reduced amount of European supervision, to the delay in getting new plant into operation and mechanical break-downs, and also to adverse weather conditions. 39 new dams were completed representing 45,116 cubic yards of earth in the banks and holding 84,170,800 gallons of water. Conditions were unfavourable for tree-planting and little was done.

All maintenance costs are now paid by the Basuto National Treasury and from 1st April, 1950, the Native Administration took over full responsibility of this very vital work in all areas where the work has been completed.

#### PUBLIC WORKS

In the mountain area, a programme for the construction of improved and properly aligned bridle paths has been carried out in recent years to the great benefit of the people, but while the horse and pack animal

remain the only means of transport, no real development of three-quarters of the country can take place. In the absence of motor roads, produce and goods can only be transported at high cost and with great delay; hospitals, dispensaries and schools can only be built with difficulty and at greatly increased cost.

The improvement of road communications throughout the Territory, not only in the mountains, by the construction of motor roads and more bridle paths and by the provision of foot bridges and boats at dangerous river crossings, but also in the lowlands by the realignment and improvement of existing roads and the erection of more bridges and culverts, is of first importance in developing the material resources of the country.

A grant of £99,000 from Colonial Development and Welfare Funds has been approved as Scheme D.1050 for the construction of a mountain motor road in the Territory. Machinery and equipment is being assembled for the work and a road surveyor will be appointed shortly. Construction is expected to begin early in 1951.

#### *Maseru Water Supply*

*Scheme D.684.* The new Scheme was completed during the year under review and is now in operation. Maseru has now got a sufficient supply of water for all its needs.

#### *District Water Supplies*

*Scheme D.692.* A grant of £5,440 as a first instalment has been approved. Plant for the extension of the water supply at Mohale's Hoek has arrived and work has started on a new 50,000 gallon storage tank. To fill this a borehole yielding 2,000 gallons an hour was sunk.

#### *Roads and Bridges*

*Scheme D.1025.* Work on the road from Hendrik's drift to the Hololo River in the Butha Buthe district is now almost completed. One single low level bridge was completed near Butha Buthe and one begun near Leribe.

*Scheme D.1025A.* It was decided to construct a low level bridge 470 feet long over the Orange River at Seaka. A tender for this work has been accepted from Messrs. Murray and Stewart. It is expected to take nearly a year to complete. Work has begun but is held up by the flood water. The bridge will improve communications with the southern district of Quthing, as at present the river is crossed by means of a pont which is often out of operation when the river is in flood, necessitating a long detour through the Union of South Africa.

## SOCIAL SERVICES

During the past 20 years the Territory has devoted from 32 per cent to 38 per cent of its annual expenditure to its social services but, as revenue expanded and expenditure increased, a greater proportion was devoted to education than to medical and health. The result has been that, despite an expansion of these services, they have not kept pace with the needs of a growing population and still fall short of the standards considered desirable.

## MEDICAL AND HEALTH

*Scheme D.525A.* Training of African Medical Officers. The funds from this scheme became exhausted during the 1949-50 financial year.

Dr. K.J.S. Nkuebe, who was trained under this scheme, after having served his internship at Maseru Hospital, was appointed a Medical Officer, on the 1st July this year and he has since been transferred to Mafeteng.

Dr. Makenete has been serving his internship since 1st January this year, and Mr. Z. Tlale who will be writing his final examination in December 1950, will, if he passes, be employed as an intern at Maseru.

The fourth student is expected to complete his final training and examination at the end of 1951.

*Scheme D.842.* The Teyateyaneng Hospital has been completed and is now in the process of being equipped, which has been delayed by the late arrival of hospital equipment, etc., ordered from the United Kingdom. The hospital was opened in October, 1950. The quarters for staff, and other buildings have been completed. Up to 31st March, 1950, over £15,000 has been spent on this scheme.

African Nurse A. Monyake, B.E.M., has been transferred from Qacha's Nek to Teyateyaneng where she has been appointed as Matron of the hospital.

Good progress has been made at the Phamong Health Centre which is nearing completion, and which it is hoped will be opened early in 1951.

An African Health Assistant who has been training at the Maseru Hospital is nearing the completion of his course, when he will write his final examination and then be available to be stationed in charge of the Health Centre which will provide certain medical facilities for Africans in an area far removed from a Medical Officer and hospital.

*Scheme D.1436.* Mountain Dispensaries. This scheme, which was recently approved, provides for four dispensaries in the areas some distance from District Headquarters where Medical Officers are stationed. Two are in the Qacha's Nek district, at Sehlabathebe and Sekakes, on which work will begin this year, one is at Sixondo in the Quthing District, and the fourth is at Ketane in the Mohale's Hoek District, which will be started during 1952-53.

## E D U C A T I O N

*Scheme D.400.* Extension to Lerotholi Technical School. The scheme officially came to an end on the 31st March, 1950, and most of the work was completed by that date. The completion of the hostel, now limited to one storey providing accommodation for 136 apprentices, is being financed from local funds.

Small equipment grants continue to be made to all aided primary schools in the Territory. The programme of improvements to school buildings under the Colonial Development and Welfare Fund was continued although shortage of essential materials limited the amount of work completed. At the Basutoland Teachers Training College, the programme of building and improvements was advanced considerably and the scheme is now well ahead of schedule.

## R E S E A R C H

Funds were provided under Scheme R. 195 for an anthropologist, Mr. V. G. Sheddick, to conduct a land tenure survey of the Territory. Mr. Sheddick spent some time at the beginning of 1950 in Cape Town assembling the material for his report in consultation with Professor I. Schapera of the University of Cape Town and has now returned to the United Kingdom to complete it.

## PART II

### CHAPTER ONE

### POPULATION

The population of Basutoland has more than doubled in the last 50 years. In 1898 it was estimated at 256,000 and in 1936 it reached its peak of 562,311. The increase has been partly due to immigration, particularly of Tembus from the nearby Districts of the Cape Province, stimulated by the feeling of some Basuto Chiefs that their importance would be enhanced by increasing the number of their subjects. Of recent years, however, this process has been reversed, immigration has been replaced by emigration, and the figures for the 1946 census show a decrease of approximately 6,000 in the total population.

It is generally agreed that this fall is not due to faulty enumeration but to certain economic factors and the line of industry in the neighbouring territory of the Union. It appears that many Basuto are gradually discarding their feudal mode of life and that education, the lure of urban amenities and the opportunity to earn make it inevitable that they should be drawn to the Union.

The slight increase in the figures of the European population in 1946 as compared with 1936 (apart from natural increase) is due to three factors: the employment by Government of a larger European Staff; an increase in trading activities; and the arrival of more missionaries in the Territory. Over the last 25 years there has been an increase of 75 Europeans.

The present distribution of the African population shows a distinct relationship to the physical structure of the country. The bulk of the population is still concentrated in the lowlands, and in these areas saturation point seems for the time being to have been reached. The mountains were, until recently, almost entirely reserved for grazing, and even the concentration of population which now exists in the rich valleys near the 'Maletsunyane Falls dates back only about 25 years.

With the increasing pressure on the land in the lowlands the people extended their cultivation up the river valleys, and, as these were in turn found to be inadequate, up on to the mountain slopes.

The result is that to-day there are scattered settlements throughout the mountain area of Basutoland. Land has been ploughed which is unsuitable for cultivation and which will quickly become eroded. The Paramount Chief has, therefore, issued orders, firstly that these scattered settlements shall be grouped together to form villages, and secondly that

no new land shall be ploughed without her permission. Permission to plough new lands is only given after consultation with the Agricultural Department.

In the table below are given the figures for the census held in May 1946 :

## A. BASUTO IN THE TERRITORY

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe . . .	14,929	20,350	35,279	34,869	+ 410
Leribe . . .	42,399	55,870	98,269	97,376	+ 893
Teyateyaneng . . .	24,984	32,569	57,553	55,522	+ 2,031
Maseru . . .	43,369	57,985	101,354	108,237	— 6,883
Mafeteng . . .	30,505	38,031	68,536	70,864	— 2,328
Mohale's Hoek . . .	28,806	37,126	65,932	65,309	+ 623
Quthing . . .	19,865	25,714	45,579	44,552	+ 1,027
Qacha's Nek . . .	19,639	24,921	44,560	46,132	— 1,572
Mokhotlong . . .	16,424	20,341	36,765	36,412	+ 353
	240,920	312,907	553,827	559,273	— 5,446

## B. EUROPEANS IN THE TERRITORY

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe . . .	14	17	31	50	— 19
Leribe . . .	77	94	171	154	+ 17
Teyateyaneng . . .	60	48	108	94	+ 14
Maseru . . .	364	360	724	583	+ 141
Mafeteng . . .	111	111	222	189	+ 33
Mohale's Hoek . . .	86	100	186	150	+ 36
Quthing . . .	56	46	102	106	— 4
Qacha's Nek . . .	53	46	99	82	+ 17
Mokhotlong . . .	21	14	35	26	+ 9
	842	836	1,678	1,434	+ 244

## C. COLOURED S

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe . . .	5	4	9	—	—
Leribe . . .	38	40	78	—	—
Teyateyaneng . . .	41	27	68	—	—
Maseru . . .	87	92	179	—	—
Mafeteng . . .	53	51	104	—	—
Mohale's Hoek . . .	17	28	45	—	—
Quthing . . .	17	18	35	—	—
Qacha's Nek . . .	13	13	26	—	—
Mokhotlong . . .	1	—	1	—	—
	272	273	545	1,263	— 718

## D. ASIATICS

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe . . .	89	65	154	—	—
Leribe . . . . .	63	63	126	—	—
Teyateyaneng . .	14	4	18	—	—
Maseru . . . . .	10	5	15	—	—
Mafeteng . . . .	6	2	8	—	—
Mohale's Hoek . .	3	—	3	—	—
Quthing . . . . .	—	—	—	—	—
Qacha's Nek . . .	8	8	16	—	—
Mokhotlong . . .	—	—	—	—	—
	193	147	340	341	-1

## WAGES AND COST OF LIVING

The few wage earners who find employment in the Territory may be classified as follows :

- (a) Domestic servants, earning from £1. 10s. *od.* to £5 a month, including the value of food and lodging if provided.
- (b) Labourers, employed mainly on roads and other public works, soil conservation work, etc., at rates of from 1s. 9d. to 2s. a day. Public works labourers work a 54 hour week.
- (c) Foremen, earning from £5 to £8 a month.
- (d) Artisans, earning from £8 to £17 a month.
- (e) Trading store employees, earning £3 to £7 a month.

In considering these wages it should be remembered that every married man is entitled to lands on which to grow food, free occupation of a site for his house, and communal grazing rights for his cattle.

During the year there has been a continual, steady rise in the cost of living in Basutoland. The following table shows the rise in prices of various commodities since 1948 and indicates the pre-war prices :

<i>Commodity</i>	<i>Price</i>			
	<i>1938</i>	<i>1948</i>	<i>1949</i>	<i>1950</i>
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
Bread per 2 lb. loaf	4	7½	8½	8½
Flour per pound	2	3½	3¾	3½
Rice per pound	4	9½	10	Unobtainable
Oatmeal per pound	3	5	5	9
Tea per pound	2 3	5 —	7 3	7 3
Coffee per pound	1 9	2 11	3 —	4 11
Sugar per pound	3	4¼	3½	3½
Jam per pound	5	9	1 6	1 9
Potatoes per pound	1	3	3	3

		<i>s.</i>	<i>d.</i>	<i>s.</i>	<i>d.</i>	<i>s.</i>	<i>d.</i>	<i>s.</i>	<i>d.</i>
Butter	per pound	1	2	2	6	2	6	2	9
Cheese	per pound	1	2	1	10	2	4	2	3
Eggs	per dozen	1	6	2	6	1	6—4s.	1	6—4s.
Milk	per gallon	2	—	2	8	3	—	3	—
Bacon	per pound	1	5	2	9	2	9	2	8
Beef	per pound		6	1		1		1	5
Mutton	per pound		7	1	3	1	3	1	6

## TRADE UNIONS

It was a necessary condition for obtaining assistance from the Colonial Development Fund that facilities should be provided for the establishment and activities of Trade Unions. There had previously been no need for such legislation in Basutoland owing to the total lack of industries.

Proclamation No. 17 of 1942, entitled the Basutoland Trade Unions and Trade Disputes Proclamation, has provided for the registration and regulation of Trade Unions in Basutoland and for the orderly settlement of trade disputes.

By the end of 1950 no Trade Unions had been registered in Basutoland.

## CHAPTER II

## OCCUPATIONS AND LABOUR

The principal occupations of the Basuto are agriculture and stock farming, and for these pursuits the country provides all the essentials. Its climate favours the development of a healthy, hardy mountain people and it is free from the chief scourges of Africa; there are few mosquitoes and no malaria or tsetse fly. It is also free from many of the forms of cattle disease which plague countries nearer sea level.

However, primitive methods of farming have made the soil less productive and, through hastening erosion, have actually decreased the area of arable land. At the same time the population has increased under the "pax Britannica" so that there are more people to feed and yet less food is produced than before. The measures which are being taken to conserve the soil and to make it more productive are described in a later chapter.

As the average family has not enough land to support it, it is necessary for the men to leave home periodically to look for work. There are no industries in Basutoland besides the printing industries of the P.E.M.S. and the R.C. Missions which employ about 80 and 40 Basuto respectively. Apart from employment in the Government Service or



at trading stores, there is little work to be found in the Territory. It is, therefore, necessary for the Basuto to leave the Territory to work in the Union of South Africa.

Until recently most of the men went to the gold mines of the Witwatersrand, but more and more are now finding work in other industries and employment. At 31st December, 1950, 34,094 Basuto were employed on the gold mines. No accurate figures are available of those otherwise employed, but it is known that more than 10,000 were working on the coal and diamond mines and more than 27,000 were in other employment in certain areas of the Transvaal and Orange Free State alone.

The table below shows the number of passes issued in the last three years to Basuto leaving the Territory for employment in the Union of South Africa. The difference between the number of passes issued and the workers employed on the mines is largely accounted for by the numbers who remained at the mines from previous years.

<i>Mines</i>	1948	1949	1950
Gold . . . . .	20,562	30,401	20,795
Coal . . . . .	4,701	4,790	3,497
Diamond . . . . .	878	1,787	1,012
Manganese . . . . .	126	1,120	253
Other Mines . . . . .	575	1,699	1,313
<b>Total Mines . . . . .</b>	<b>26,842</b>	<b>39,797</b>	<b>26,870</b>
Agricultural . . . . .	4,199	5,284	5,145
Miscellaneous . . . . .	18,778	15,324	17,609
<b>Totals . . . . .</b>	<b>49,819</b>	<b>60,405</b>	<b>49,624</b>

The Chamber of Mines, Johannesburg, is represented by the Native Recruiting Corporation Ltd., with its local Superintendent and head office in Maseru, and branch offices in other district headquarter stations. The corporation recruits either under contract or under the Assisted Voluntary System.

The contract, which is attested before a Government officer, binds the recruit to work in a certain mine for a certain number of shifts at given rates of wage, according to the class of work performed. Basuto, incidentally, are usually employed on the more difficult and better paid tasks, such as shaft sinking. The majority are employed underground.

Most recruits for the mines prefer to engage under the Assisted Voluntary System. By this system the recruit is not attested for work on any particular mine, but agrees to proceed to Johannesburg for work on any of the mines enumerated in a schedule. On arrival he is given three weeks in which to choose his mine.

A large percentage of the Basuto recruited for the mines defer a portion of their earnings for payment to them on their return to Basutoland. In 1950 £179,863 was paid out through the Native Recruiting Corporation as deferred wages. Many also remit money to their families through the Native Recruiting Corporation, and in the year under re-

view this amounted to £166,512. Although statistics are not available it is estimated that an amount at least equal to this is remitted through the post. This is very satisfactory and is given every encouragement by Government.

Labour is also recruited by other approved Labour Agents for work on coal, diamond, and manganese mines, farms, and other employment.

In 1932 an office was opened temporarily in Johannesburg for collecting tax from Basuto employed on the Witwatersrand. At the beginning of 1935 the Agency was permanently established and it has been maintained ever since. The Agency at first dealt only with the collection of revenue, but it soon began dealing with the domestic affairs of the Basuto on the Witwatersrand, encouraging them to save money, giving them home news, counteracting as far as possible the temptations of their environment, repatriating those who are indigent and, generally, giving advice and assistance to them whenever required.

Sub-agencies have since been opened at Springs and Randfontein, and another sub-agency is planned to be situated at Welkom, the centre of the new gold fields of the Orange Free State.

During the year under review, the Agent made tours of the Coal fields in Natal and the Diamond Mines of Kimberley reporting on conditions of employment. In addition visits were paid to Cape Town and Bloemfontein and Durban for the purpose of collecting tax from Basuto working there.

The Bechuanaland Protectorate and Swaziland now share in the Agency which thus deals with Africans from all three High Commission Territories, both in regard to the collection of taxes and in general welfare work.

Recruiting is only permitted for those concerns which provide good living and working conditions and the Agent for the High Commission Territories and his Officers spend much of their time in inspecting conditions on the mines and elsewhere. During the year the Agent visited many labour centres in the Union as far apart as Durban and Cape Town and made contact with many Basuto who were working far from their homes. Partly as a result of these visits the tax collections of the Agency for the period 1st April to 31st Dec. amounted to £90,500 as compared with £77,314 for the same period in the previous year.

#### LABOUR LEGISLATION

The following labour legislation is in force in the Territory :

Proclamation No. 37 of 1936 enables the High Commissioner to regulate the level of wages paid to natives in any occupation or in any area within the Territory. A minimum wage level may be prescribed by Notice in the Official Gazette.

Proclamation No. 71 of 1939 regulates the condition of employment of women, young persons, and children in industrial undertakings, and prohibits the employment of any person under the age of 12 years

in any such undertaking, whether public or private, unless it shall be owned by that child's parents.

Proclamation No. 5 of 1942 amended and consolidated the law relating to the recruitment and contracts for the employment of Basuto for work in the Union of South Africa.

Proclamation No. 4 of 1948 makes provision for the payment of compensation to workmen employed in Basutoland who suffer injury or death or contract disease in the course of their employment.

### CHAPTER III

## PUBLIC FINANCE AND TAXATION

The budget for the financial year 1949-50 provided for a deficit of £48,511. This was in fact reduced to £37,159, the total Revenue including Colonial Development and Welfare Grants being £983,135 compared with the total expenditure, including that on Colonial Development and Welfare Schemes, of £1,020,294. The market prices of investments at the end of the year shewed a depreciation of £11,991.

The main factors contributing to the reduction in the deficit were increases in the collection of Income Tax, Native Tax and Wool and Mohair Export Duty, and a decrease in the expenditure on Public Works arising from a curtailed building programme on grounds of economy. The full effect of this was however offset by a shortfall in Customs & Excise Duty. Import restrictions imposed by the Government of the Union of South Africa reduced total receipts of which this Territory receives 88.575 per centum in accordance with a Customs Agreement between the two countries.

The revised position at 31st March 1951 is anticipated to be as follows :

Accumulated surplus balance at 31.3.49 :		£535,554
Less Deficit for year 1949-50	£37,159	
Depreciation on Investments	11,991	49,150
Surplus balance at 31.3.50 :		486,404
Estimated (revised) Expenditure 1950-51	£982,852	
Estimated (revised) Revenue 1950-51	929,617	
Estimated Deficit for year 1950-51		53,235
Estimated Surplus Balance 21.3.51		<u>£433,169</u>

## REVENUE AND EXPENDITURE

The following is a statement of Revenue and Expenditure for the last five years :

<i>Head</i>	1945-46	1946-47	1947-48	1948-49	1949-50
	£	£	£	£	£
Native Tax . . . . .	198,528	233,360	249,607	267,171	267,951
Customs & Excise . . . . .	214,521	340,387	333,244	356,279	284,337
Posts & Telegraphs . . . . .	56,816	55,947	50,386	38,957	36,181
Licences . . . . .	12,042	13,964	15,319	17,363	16,111
Fees of Court or Office . . . . .	4,419	4,326	4,240	4,896	4,764
Judicial Fines . . . . .	1,455	2,626	2,046	2,825	2,827
Income Tax . . . . .	49,408	59,486	104,407	132,579	159,347
Personal & Savings Fund Levy	4,210	144	—	—	—
Excess Profits Duty . . . . .	73,502	40,557	—	—	—
Trade Profits Special Levy	3,068	2,317	2,029	—	—
Poll Tax . . . . .	1,886	1,999	—	2,047	2,032
Fees for Services Rendered	12,360	15,240	15,107	15,663	14,154
Interest . . . . .	3,999	4,147	7,942	9,446	9,296
Wool & Mohair Export Duty	23,494	26,262	25,410	25,298	40,692
Miscellaneous . . . . .	13,052	26,377	29,708	31,288	35,864
Education Levy . . . . .	23,382	—	—	—	—
Rent from Government Property . . . . .	—	—	—	4,646	19,596
	696,142	827,139	839,445	908,458	893,152
Colonial Development Fund.	27,792	36,165	56,047	72,477	89,983
Total . . . . .	£723,934	863,304	895,492	980,935	983,135

## EXPENDITURE

<i>Head</i>	1945-46	1946-47	1947-48	1948-49	1949-50
	£	£	£	£	£
Resident Commissioner . . . . .	25,962	29,284	31,220	44,289	5,090
District Administration . . . . .	48,223	41,831	46,716	65,479	69,712
Police & Prisons . . . . .	68,148	88,096	89,841	102,377	130,903
Posts & Telegraphs . . . . .	21,268	25,842	34,847	35,021	40,800
Judicial & Legal . . . . .	9,008	12,010	14,138	18,775	15,533
Public Works Dept. . . . .	10,883	12,301	15,971	24,134	24,485
Public Works Reccurrent . . . . .	54,806	52,241	54,333	50,336	46,122
Public Works extraordinary	84,270	61,165	74,463	89,520	36,081
Medical . . . . .	59,361	62,860	73,744	75,603	81,861
Education . . . . .	130,679	145,378	160,526	158,126	155,711
Agric. & Vety. Services . . . . .	78,022	63,059	66,847	74,836	80,101
Allowances to Chiefs & Headmen . . . . .	11,583	5,861	—	—	—
Basutoland & District Councils . . . . .	5,631	69	—	—	—
Leper Settlement . . . . .	28,037	28,192	27,766	28,650	34,373
Pensions & Gratuities . . . . .	22,689	27,261	31,511	31,722	40,981
Miscellaneous . . . . .	13,664	58,487	29,542	29,211	25,969
Grants to National Treasury . . . . .	—	71,500	—	—	—

Contribution to National Treasury . . . . .	—	49,000	—	—	—
Native Administration . . . . .	—	—	78,135	85,847	95,922
Public Relations Office . . . . .	—	—	—	1,636	2,448
Central Stores * . . . . .	—	—	—	—	4,097
High Commissioner's Office* . . . . .	—	—	—	—	8,827
Secretariat * . . . . .	—	—	—	—	13,160
Treasury * . . . . .	—	—	—	—	11,509
Audit . . . . .	—	—	—	—	3,207
Co-operative Society . . . . .	—	—	—	—	2,525
Welfare . . . . .	—	—	—	—	1,299
	672,234	834,437	829,600	915,562	930,716
C.D. Fund . . . . .	—	36,165	56,047	74,418	89,578
Total Expenditure . . . . .	<u>£672,234</u>	<u>870,602</u>	<u>885,647</u>	<u>989,980</u>	<u>1,020,294</u>

\* Previously included under "Resident Commissioner".

## STATEMENT OF ASSETS AND LIABILITIES AS AT 31st MARCH 1950

## LIABILITIES

		Cash		ASSETS		
<i>Deposits</i>	£	s.	d.	£	s.	d.
Basuto National Treasury . . . . .	90,000	0	0	With Bank and Sub- accountants . . . . .	75,098	17 7
Bechuanaland & Swaziland Tax Account . . . . .	3,038	15	0	With Crown Agents . . . . .	169	1 6
Levy on Sale of Mealies . . . . .	4,065	15	10	With Joint Colonial Fund	259,000	0 0
Miscellaneous . . . . .	29,870	2	0		334,267	19 1
Prisoners Property . . . . .	321	1	2			
					127,295	14 0
<i>Special Funds</i>						
Basutoland War Levy . . . . .	5,459	8	11			
Basutoland Wool & Mohair Fund . . . . .	46,363	0	7			
Colonial Development and Welfare Grants . . . . .	9,028	8	1			
Guardians Fund . . . . .	999	2	9			
Personal Savings Fund Loan account . . . . .	424	14	7			
Provident Fund . . . . .	7,194	0	1			
<i>General Revenue Balances</i>						
Balance as at 1.4.49 . . . . .	535,554	4	2		18,542	16 4
* Less Deficit at 31.3.50. . . . .	37,159	7	5		46,760	7 0
					6,142	16 9
Less Depreciation on Invest- ments . . . . .	498,394	16	9			
	11,991	2	10			
					71,446	0 1
					18,979	13 4
					683,168	2 11

\* Note: The above statement does not include £1,536. 6. 0d. due from H.M. Government in respect of Colonial Development and Welfare Grants.

## MAIN HEADS OF TAXATION

*Native Tax*

Revenue from Native Tax for the year ending 31st March 1951 is anticipated to be approximately £267,000, exceeding the original estimate by £7,000. Tax is payable by each adult male domiciled in Basutoland, the normal rate being 34s. The wealthier persons are taxable at 40s. A further sum of 25s. is payable for each wife excluding the first, a maximum of two wives being taxable.

*Customs Excise*

Although, as previously stated, duty paid during the year 1949-50 fell short of that anticipated owing to import restrictions, the amount collected during the year ending 31st March 1951 is expected to reach nearly £320,000, £42,000 over the original estimate.

*Trading Licences*

Details of the licence fees payable are shewn in Proclamation No. 28 of 1928, the more important being :

General Dealer . . . . .	£25
Commercial Traveller . . . . .	£15 and £25
Trading Agent . . . . .	£15
Other Specified trades . . . . .	£2 to £10

*Income Tax*

The rates fixed and rebates allowable in respect of the year ended 30th June, 1950 were :

(1) <i>Normal Tax</i>			
	<i>Basic Rate</i>	<i>Increase</i>	<i>Surcharge</i>
	<i>per £ of</i>	<i>in Rate for</i>	<i>after deducting</i>
	<i>taxable Income</i>	<i>each £ in excess of £1</i>	<i>Rebates</i>
Married	15d.	By 1/1000 of a penny	40%
Unmarried	18d.	" " " "	50%
(2) <i>Super Tax</i>			
(On incomes in excess of £1775)			
Married	} 24d.	By 1/400th of a penny	45%
Unmarried			50%

*N.B.* For each pound in excess of a taxable income of £16,000 the rates are 4s. 2d. normal tax and 8s. 8d. super tax.

Rebates : From the tax calculated at the above rates, the following rebates are deducted :

(a) *Normal Tax*

Primary	{ Married	£26
	{ Unmarried	£20
Children	£10 per child	
Dependants	£2. 10s. per dependant	
Insurance Premiums, etc.	1s. 3d. per pound.	

(b) *Super Tax*

Primary £210

Example of the calculation of normal tax payable by a married man with income of £800 ; one child ; one dependant ; £40 insurance premiums.

Rate : 15.799*d.* per £1 (i.e. 15*d.* plus 799/1000 of a penny)Tax payable = 800 × 15.799*d.*, less rebates ; plus surcharge= £52. 13*s.* 3*d.* less £41 + 40%= £16. 6*s.* 7*d.* less £3 Poll Tax if paid.

Public Companies were taxed at the rate of 7*s.* 6*d.* for each pound of taxable income, subject to a rebate of £45.

Income Tax amounting to £159,355 was collected during the financial year ended 31st March, 1950. The estimated tax for the year ending 31st March, 1951 is £145,000.

Income Tax is not payable by Africans.

*Stamp Duty*

Stamp duties and fees are payable as prescribed in the Schedule to Proclamation No. 16 of 1907.

*Death Duties*

(a) *Succession Duty*. Subject to certain provisos and exemptions set out in Proclamation No. 20 of 1935 as amended by Proclamation No. 1 of 1945, the rates of Succession Duty are as follows :

<i>Degree of Relationship of Successor to Predecessor</i>	<i>Rates of Duty upon dutiable amount of succession</i>
(i) Where the successor is the direct descendant or ascendant of the predecessor . . . . .	3 per cent
(ii) Where the successor is the brother or sister of the predecessor . . . . .	5 per cent
(iii) Where the successor is the descendant of the brother or sister of the predecessor . . . . .	8 per cent
(iv) Where the successor is otherwise related to the predecessor or is a stranger in blood or is an institution . . . . .	12 per cent

(b) *Estate Duty*. This is payable by the Estate in terms of Proclamation No. 20 of 1935, as amended, and is distinct from Succession Duty which is payable by successors. The rate of Estate Duty chargeable upon each pound of the dutiable amount is three-ten thousandths of a pound for every complete one hundred pounds or part thereof contained in the dutiable amount, subject to a maximum rate of 6*s.* 8*d.* upon each pound. A rebate of £300 is deducted from the amount of duty at the rate so calculated, with the result that it is only on estates where the dutiable amount exceeds £10,000 that Estate Duty is payable.



*Wool & Mohair Export Duty*

A levy at the rate of 1*d.* a lb. is made on all wool and mohair exported from the Territory, one half accruing to Revenue and one half being credited to the Wool and Mohair Fund in accordance with Proclamation No. 39 of 1931. The Fund, which at 31st March 1950 amounted to £46,363, was established for the promotion and improvement of the production and marketing of these products.

*Poll Tax*

Poll Tax of £3 per annum is payable by all adult males who do not pay Native Tax.

*Post & Telegraphs*

During the financial year 1949-50, Post Office Revenue amounted to £36,180 while Expenditure was £40,800. The deficit was due chiefly to a shortfall in telephone revenue and to the lack of interest in the Universal Postal Union Commemorative Special Stamp issue.

## CHAPTER IV

## CURRENCY AND BANKING

There are no agricultural or cooperative banks within the Territory, but the Standard Bank of South Africa Limited has a branch Office at Maseru. This is the only Bank in the Territory.

The Currency is provided for under Proclamation 2 of 1933 and is the same as in the Union of South Africa.

There have been no important developments under this head during the year under review.

## CHAPTER V

## COMMERCE

It will be seen from Table I below that, with the exception of the year 1928, the value of imports has greatly exceeded that of exports. The adverse balance was considerably reduced during the year under review owing to the high price paid for Basutoland Wool, the total value of which was £1,563,914 as compared with £976,698 in the previous year.

In past years the adverse balance has been offset by the export of labour to the mines, industries and farms in the Union resulting in an influx of cash to Basutoland in the form of remittances and Deferred pay. The increased value of imports is explained by the general rise in prices and is not due to an increased volume of goods coming into the Territory.

Most of the retail trade of Basutoland is in the hands of Europeans and a few Indians in the north, though since the war many Basuto have applied for, and have been granted, trading licences. In normal years the most important exports of the Territory are wool, mohair, wheat and cattle. The value in the last three years shows the following proportions to total exports :

	1948	1949	1950
Wool . . . . .	55%	76%	68.4%
Mohair . . . . .	7%	10%	12.72%
Wheat . . . . .	9%	.2%	1.53%
Cattle . . . . .	5%	3.6%	2.23%

Little wheat was reaped or exported in 1949 because of the drought.

TABLE I

*Value of total imports and exports for the years 1920, 1928, 1936, 1938-1950*

<i>Year</i>	<i>Imports</i> £	<i>Exports</i> £
1920 . . . . .	1,180,986	937,038
1928 . . . . .	921,573	1,013,392
1936 . . . . .	712,125	302,193
1938 . . . . .	749,126	401,512
1939 . . . . .	866,403	405,517
1940 . . . . .	875,280	461,666
1941 . . . . .	992,924	531,447
1942 . . . . .	1,033,328	459,589
1943 . . . . .	1,118,747	464,621
1944 . . . . .	1,422,545	516,538
1945 . . . . .	1,624,734	501,269
1946 . . . . .	2,056,182	485,204
1947 . . . . .	1,628,521	887,773
1948 . . . . .	1,807,256	1,336,269
1949 . . . . .	2,244,117	1,275,437
1950 . . . . .	2,432,637	2,286,255

TABLE II

*Values and quantities of principal imports during 1949 and 1950*

	Quantity		Value in £	
	1949	1950	1949	1950
<i>Merchandise</i> . . . .	—	—	1,744,906	2,216,279
<i>Livestock</i>	No.	No.		
Horses, Mules, etc. . .	985	2,122	7,571	16,887
Cattle . . . . .	41,148	5,166	30,362	33,494
Sheep & Goats . . . .	268	306	360	493
<i>Grain</i>	Bags	Bags		
Wheat & Wheatmeal . .	34,749	34,317	61,623	61,393
Maize & Maizemeal . .	307,196	63,306	361,113	73,751
Kaffir Corn . . . . .	15,625	11,101	30,592	20,689
Other produce . . . . .	—	—	7,590	10,651
<b>Total</b> . . . . .			<b>2,244,117</b>	<b>2,432,637</b>

TABLE III

*Values and quantities of principal Exports during 1949 and 1950*

<i>Livestock</i>	No.	No.		
Horses, Mules, etc. . .	430	82	3,735	910
Cattle . . . . .	3,977	4,995	45,725	51,100
Sheep & Goats . . . . .	1,416	1,525	2,885	3,427
<i>Grain</i>	Bags	Bags		
Wheat & Wheatmeal . .	1,770	23,592	2,602	34,967
Maize and Maizemeal . .	4,144	11,369	4,647	12,362
Kaffir Corn . . . . .	3,256	26,020	5,622	38,768
Barley . . . . .	—	322	—	777
Beans & Peas . . . . .	13,107	29,063	46,081	113,445
Oats . . . . .	—	127	—	95
<i>Wool &amp; Mohair</i>	lb.	lb.		
Wool . . . . .	9,708,212	8,537,631	976,698	1,563,914
Mohair . . . . .	1,381,523	1,350,897	127,661	290,701
<i>Hides and Skins</i>				
Hides . . . . .	732,098	465,317	42,083	45,948
Skins . . . . .	336,527	322,558	14,016	25,481
<i>Miscellaneous</i> . . . . .	—	—	3,682	4,360
<b>Total</b> . . . . .			<b>1,275,437</b>	<b>2,286,255</b>

*Note* : The values and quantities of imports given in Tables I-III relate only to imports and exports made by Traders, through whose hands most of the general trade of the country passes. In addition account

must be taken of imports made by Government which are considerable, exports made by individual Basuto and Co-operative Societies, and Cattle exported after being sold at Government auction sales.

Tables IV and V below show certain of these exports which are not included in the figures given in Tables I-III.

TABLE IV

*Livestock sold to buyers from the Union of South Africa at Government auction sales during 1950*

	<i>Number</i>	<i>Value</i>
Cattle . . . . .	1,328	£13,648
Other animals. . . . .	Nil	

TABLE V

*Exports of Wool and Mohair by Co-operative Societies, Hawkers, and individual Basuto during 1950*

Wool . . . . .	1,455,729 lb.
Mohair . . . . .	112,547 lb.

TABLE VI

The following comparative table for 1949 and 1950 indicates the country of origin of motor vehicles registered in the Territory.

(a) *Private Motor Vehicles and Taxis*

<i>Country of origin</i>	<i>New Registrations</i>		<i>Total Registrations</i>	
	1949	1950	1949	1950
Great Britain . . . . .	17	14	41	55
Canada & U.S.A. . . . .	88	84	549	533
Italy . . . . .	—	—	2	1
France . . . . .	4	2	6	8
Germany. . . . .	—	—	2	4
Total . . . . .	109	100	600	601

(b) *Commercial Vehicles*

Great Britain . . . . .	5	7	14	14
Canada and U.S.A. . . . .	64	44	336	335
Total . . . . .	69	51	350	349

(c) <i>Motor Cycles</i>				
Great Britain . . . . .	1	3	7	10
Canada & U.S.A. . . . .	—	—	5	—
Germany. . . . .	—	—	1	—
Total . . . . .	1	3	13	10

Apart from food, the chief articles bought by Africans are clothing and agricultural implements. The clothing comes largely from the Union of South Africa, the implements chiefly from Canada. The number of African owned buses and commercial vehicles is increasing due to the greater participation of Africans in commercial undertakings. A considerable number of the European population own motor cars.

Since all imports are made through the Union of South Africa, it is not possible to give figures detailing the country of origin of imports or destination of exports.

There is very little tourist traffic in Basutoland.

## CHAPTER VI

### 1. AGRICULTURAL AND LIVESTOCK SERVICES

#### AGRICULTURE

There are no industries in Basutoland and a geological survey conducted in 1935 has made it clear that there is not much chance of any mineral development. The few possibilities of economic development, such as the damming of the Orange and other rivers to provide hydro-electric power and irrigation schemes, and the shade drying of hides and skins, are being carefully investigated. The future wealth of the country must, however, lie mainly in the development of agriculture and stock raising.

#### AERIAL SURVEY AND MAPPING

The first prerequisites for formulating a plan for the rehabilitation of the denuded areas in Basutoland are an accurate map, and a set of aerial photographs. With the assistance of the Directorate of Colonial Surveys this work was started in April, the staff for the necessary ground control, which it is estimated will take about 15 months to complete on account of the difficult terrain, being assembled in May. The essential nature of this work necessitated its being given first priority in the use of mule transport, which has to a degree slowed down the normal programme of agricultural extension work in the mountain areas. Sixty primary trigono-

metrical beacons have been constructed, together with numerous secondary beacons, and triangulation observations are at present being carried out. Special attention is being paid to survey requirements for hydro-electric development of the Orange and Senqunyane valleys.

#### AGRICULTURAL SURVEY

The information obtained from the survey, which was carried out on a random sampling basis and completed in July is likely, judging by the preliminary results which are available, to prove of the greatest value in any schemes of rehabilitation which it may be necessary to adopt in the future. Final figures on the points which the survey was designed to give information are not yet available. Owing to the interest which has been shown in this, the first practical application of a system of estimation of agricultural and social data, evolved by Rothamsted statisticians, the survey is to form the subject of a separate publication to be issued during 1951. The factual information is primarily for the use of the Food and Agricultural Organization of U.N.O.

#### SOIL CONSERVATION

It is the aim of Government to improve the agriculture of the Territory so that more food and cash crops can be produced. It is therefore vitally important that the soil—which has already been seriously eroded—should be conserved.

During 1950 work has proceeded steadily in spite of adverse weather conditions. In the lowlands 45,635 acres have been terraced at a total cost of £26,045. In the Butha-Buthe and Qacha's Nek Districts a total of 583,156 yards of diversion furrows were constructed at a cost of £6,702. The laws of Lerotholi have now been amended to compel land-owners whose fields derive benefit from the diversion furrows to maintain them by communal endeavour. Steady progress has been maintained with the construction of buffer strips. The total area stripped during the last two winters was 77,367 acres at a cost of £6,909. Approximately 80 per cent of the cultivated lands in the mountain area and the Orange River Valley has now been protected by strips, and at the end of 1950 every field in the agricultural district of Mokhotlong had been thus protected. There remains the large foothill section of the Territory to be done in which area a good start has already been made. Wilful damage to strips occurred in some districts, administrative action being taken against delinquents through the Basuto courts. 44 dams were built at a cost of £11,557, their total capacity being 89,747,800 gallons.

New equipment received during the year included two reconditioned Caterpillar D4 tractors and two no. 124 Adams Graders. They have helped to speed up the work of dam construction.

Soil conservation work is being financed from a C.D. & W. scheme

which is now in its fifth year. The need for speeding up this work has been recognized, and a further free grant of £122,200 has been made for the following additional work :

(1) Demarcation of dongas, i.e. to beacon off all water-courses at a distance from the side of the donga equal to the depth of the donga at that point. Cultivation will not be allowed between the beacons and the donga ;

(2) Dam construction units, and an increase in the number of units working on terracing in the lowlands ;

(3) Run-off observations under varying conditions to give certain fundamental information on soil erosion ; and

(4) The appointment of Development Officers, and the provision of their equipment, to assist the permanent staff in carrying out the urgent extra duties arising from, for example, the branding and registration of livestock and goat reduction, both of which are matters connected indirectly with soil conservation.

#### GRAZING CONTROL

There has been a most encouraging return of grass in all areas which have been destocked, but it is considered that at least a further season will be required in those areas which are now in their fourth season of rest before restocking on a rotational basis can be considered.

Destocking has been effected in all the denuded areas of a further three districts. All important denuded areas, with the exception of those in two districts have now been brought under control, and it is anticipated that this work will be completed in the coming year.

#### CROP PRODUCTION

The principal crops grown in the Territory are maize, wheat and sorghum followed by peas, beans, barley and oats, in that order of importance.

Weather conditions during the year were excellent for the growth of all crops. Late-sown crops of maize and sorghums were damaged to a degree by the abnormal rains of April and May, as were also stacks of wheat awaiting threshing in the mountains. Autum-sown wheat reaped in December was rather set back by a dry spell and late frosts in October, but the yield, for which no figures are yet available, was considered to be larger than has been the case for many years.

The wet season resulted in a heavy attack of rust in wheat selections and varieties imported from the Union and elsewhere, this being of great assistance in deciding on varieties to be maintained.

Yield figures for 1950 are given in the table below, with estimated yields for the previous seven years. The 1950 yields are based on preliminary figures obtained from the Agricultural Survey, and are subject to correction. Before 1950 figures were estimated on somewhat arbitrary

assumptions, which explains the wide variation between the 1950 yield figures and those for previous years.

<i>Crop</i>	1944	1945	1946	1947	1948	1949	1950
Maize	700,000	400,000	414,000	715,000	830,000	50,000	2,345,900
Sorghum	300,000	150,000	123,000	490,000	380,000	30,000	571,200
Wheat (spring)	416,000	325,000	156,000	350,000	430,000	50,000	572,200
Other crops	56,000	40,000	32,000	36,000	60,000	18,000	144,200
<b>Total</b>	<b>1,472,000</b>	<b>915,000</b>	<b>725,000</b>	<b>1,591,000</b>	<b>1,700,000</b>	<b>148,000</b>	<b>3,633,500</b>

83,925 bags of 200 lbs. net of maize and maize products were imported during the year, mainly during the first four months on account of the poor harvest the previous year. On this £17,222 was refunded to the Union Government, being the amount by which the consumers in the Union are subsidized by the Union tax-payers on that quantity of maize.

Reinforced cement brick grain storage tanks have been completed to a total capacity of 30,700 bags.

An allocation of 835 bags of superphosphate made to Basutoland by the Union Controller of Fertilizers was easily disposed of. Accurate records of the use of kraal manure and village ash were not kept, but all districts report a decline in the number of lands manured. This decline is to be associated with the cessation in December 1949 of the payment of a manuring subsidy.

It has long been recognized that the traditional diet of the Basuto needs to be supplemented with fresh vegetables and fruit in order to counteract the deficiency diseases which are still prevalent. Every encouragement is therefore given to Basuto to grow vegetables and to plant fruit trees.

Over 12,000 Basuto families are now working small vegetable gardens.

Lectures and demonstrations on agricultural subjects were given throughout the year by Agricultural and Livestock Officers and by African Demonstrators.

The normal work of Agricultural and Livestock Officers and Demonstrators was interrupted during the first half of the year by the collection of data for the Agricultural Survey, and latterly by the shortage of mules and equipment for travelling in the mountain area entailed by the Ground Control work for the Aerial Survey.

A start was made in establishing a small training centre at Botšabelo, four miles from Maseru, where it is proposed to give training in simple veterinary matters to selected Basuto. It is hoped that it will be possible to use this centre later to train demonstrators, thereby avoiding the need to send Basuto away for their agricultural training.

A rotation experiment designed to show the value of grass leys of varying periods gave no increased return in the subsequent maize crop after two years under grass.



On the livestock side, progress with the breeding programme in the indigenous milk-recorded herd was continued, two bulls bred at the livestock improvement centre being used for the first time.

Two demonstration farms are being worked by Basuto under the guidance of Agricultural and Livestock Officers, and it is again apparent that the returns obtained from small livestock and their products must provide largely for the needs of peasant farmers.

#### TREE PLANTING

Tree planting committees of Basuto working in conjunction with district teams have been formed in all districts. The function of these committees is to foster tree planting in their own areas. Funds from the Local Rate have been used for fencing in tree areas as required.

### LIVESTOCK AND VETERINARY

#### ANIMAL HUSBANDRY

The major export from the Territory is wool.

Prices were high during 1950 and many Basuto derived a considerable income from this source. 10,200,635 lb. of wool and 1,589,200 lb. mohair were exported during the period January to December 1950 for which it is estimated that the producers received £2½ million.

The present favourable prices for Basutoland wool are largely the result of the policy of wool improvement which has been followed by Government since 1937. Before then wool was not classed, all types being mixed up and sold together in the same lot under the name "Basutoland". The market price of this product was, of course, poor and in times of depression it could not be sold at all. A Government classing scheme was therefore introduced in 1937 whereby wool was sorted into a series of different classes under the supervision of qualified wool sorters. Flock owners were also taught a simple method of wool classing, which they could follow without supervision.

At the same time the type of sheep has been steadily improved by castration of locally-bred rams of undesirable type, and the introduction of pure-bred merino rams which are resold to flock owners below cost price. For example, in 1950, 755 rams were introduced from the Union of South Africa.

As a result of these measures the quality and price of Basutoland wool have risen steadily.

Eighteen wool sheds were built during the year at which flock owners can shear and class their wool under the supervision of wool classers trained and paid by Government. Buyers at the coast are particularly interested in wool classed in this way.

In 1948 the Basutoland Council agreed that the number of goats in the Territory should be reduced. A representative committee of Basuto goat owners met in April 1949, and after some discussion worked out a method by which the number of goats in the Territory will be reduced from over 600,000 to 480,000 over a period of 5 years. At the same time Angora rams will be introduced for re-sale to goat owners. In this way the quality of the goats will improve as the number decreases, and badly needed grazing will be available for other animals. It has not been possible yet on account of shortage of staff to make a beginning with the scheme, but the recruitment of Development Officers will enable it to be started in the near future. 50 Angora rams were introduced during the year and re-sold to flock owners.

The livestock census made in 1949 showed the following :

Cattle . . . . .	431,141
Horses . . . . .	98,832
Donkeys . . . . .	49,005
Sheep . . . . .	1,557,546
Goats . . . . .	609,267
Pigs . . . . .	30,111
Mules . . . . .	2,468

The improvement of livestock calls for a long term policy, and while in the past there have been many attempts at improvement, it was considered that continuity of policy could only be maintained by the formation of a Livestock Board, whose functions would be :

- (a) to decide and maintain a long term policy for the control and operation of the Livestock Industry in Basutoland ;
- (b) to bring about a spirit of full co-operation between the people in Basutoland and the Government on Livestock matters ; and
- (c) to advise the Government and the Paramount Chief on all Livestock matters in Basutoland.

Such a board, consisting of senior members of the Agricultural Department and Africans nominated by the Paramount Chief was formed during the year.

#### ANIMAL HEALTH

With the exception of drought losses towards the end of the year, the general health of livestock in Basutoland during 1950 was very satisfactory. No outbreaks of disease of a serious nature occurred, and the Territory remained free of major epidemics.

## 2. CO-OPERATIVE SOCIETIES

In the Annual Report for 1949 mention was made of the spontaneity of development which characterized Co-operations' second year in Basutoland, and of the fact that expansion had almost outrun the supervisory capacity of the Co-operative staff.

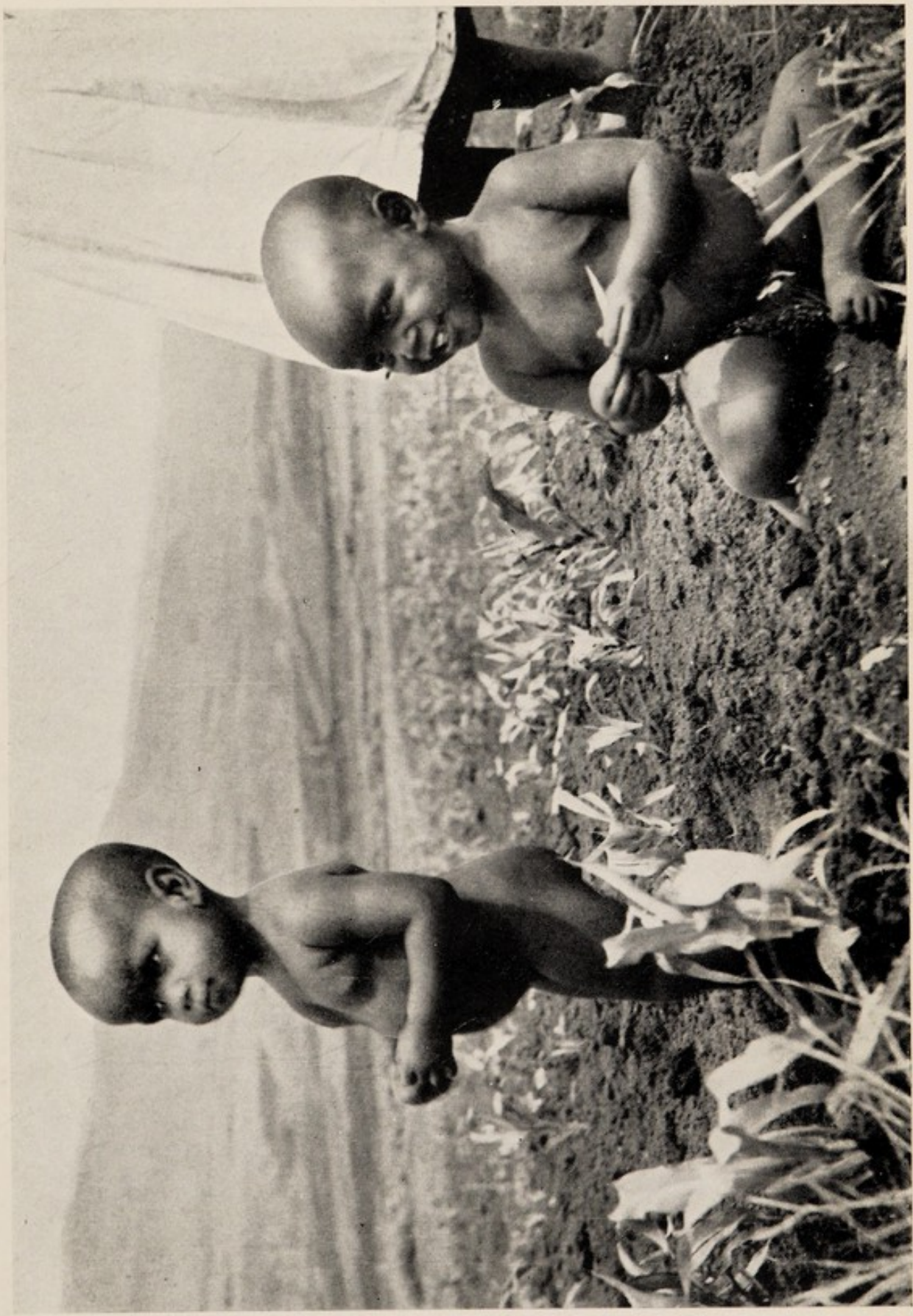
The year 1950 has been one of limited but steady progress. The increasing demand by the Basuto people for co-operative societies could be met only in part, owing to the limitations of staff, but five new societies were registered during the year. During the earlier part of the year the staff still consisted of the Registrar, two African Inspectors and Messenger Attendant, but in August a great step forward was taken with the secondment of an administrative officer as Assistant Registrar, and special provision was made for the appointment of two additional Inspectors early in 1951.

The development policy followed the same lines as the previous year, with the continued fostering of wool and mohair marketing and of consumer co-operation and, to a lesser extent, of thrift. The main object, however, has been to consolidate and establish more firmly existing societies, and the continuation of this consolidation policy is the first essential. The following table gives a comparison of the societies registered as at the end of 1948, 1949, 1950 respectively :

Type of Society	Number of registered Societies			Total Number of Members			Total Share Capital			Turnover			
	48	49	50	48	49	50	48	49	50	48	49	50	
Year . . .							£	s.	£	£	£	£	
Wool & Mohair Marketing Society . . .	3	6	8	211	604	1000	129	10	600	850	—	1,9054	54812
Consumers . . .	—	14	17	—	852	1130	—		280	580	—	30	1850
Agric. (Consumer & Prod. Marketing)	—	4	4	—	203	279	—		150	216	—	—	1059
<b>Total . . .</b>	<b>3</b>	<b>24</b>	<b>29</b>	<b>211</b>	<b>1659</b>	<b>2409</b>	<b>129</b>	<b>10</b>	<b>1030</b>	<b>1646</b>	<b>—</b>	<b>19084</b>	<b>57721</b>

### CO-OPERATIVE WOOL AND MOHAIR MARKETING

Co-operative Wool and Mohair Marketing has had a good deal of success since its inception in October 1948. Two new societies of this type were registered during 1950, bringing the total up to eight. Their main function is to export Government-classed merino wool to brokers at the coast on behalf of their members; but they also export mohair, hides and



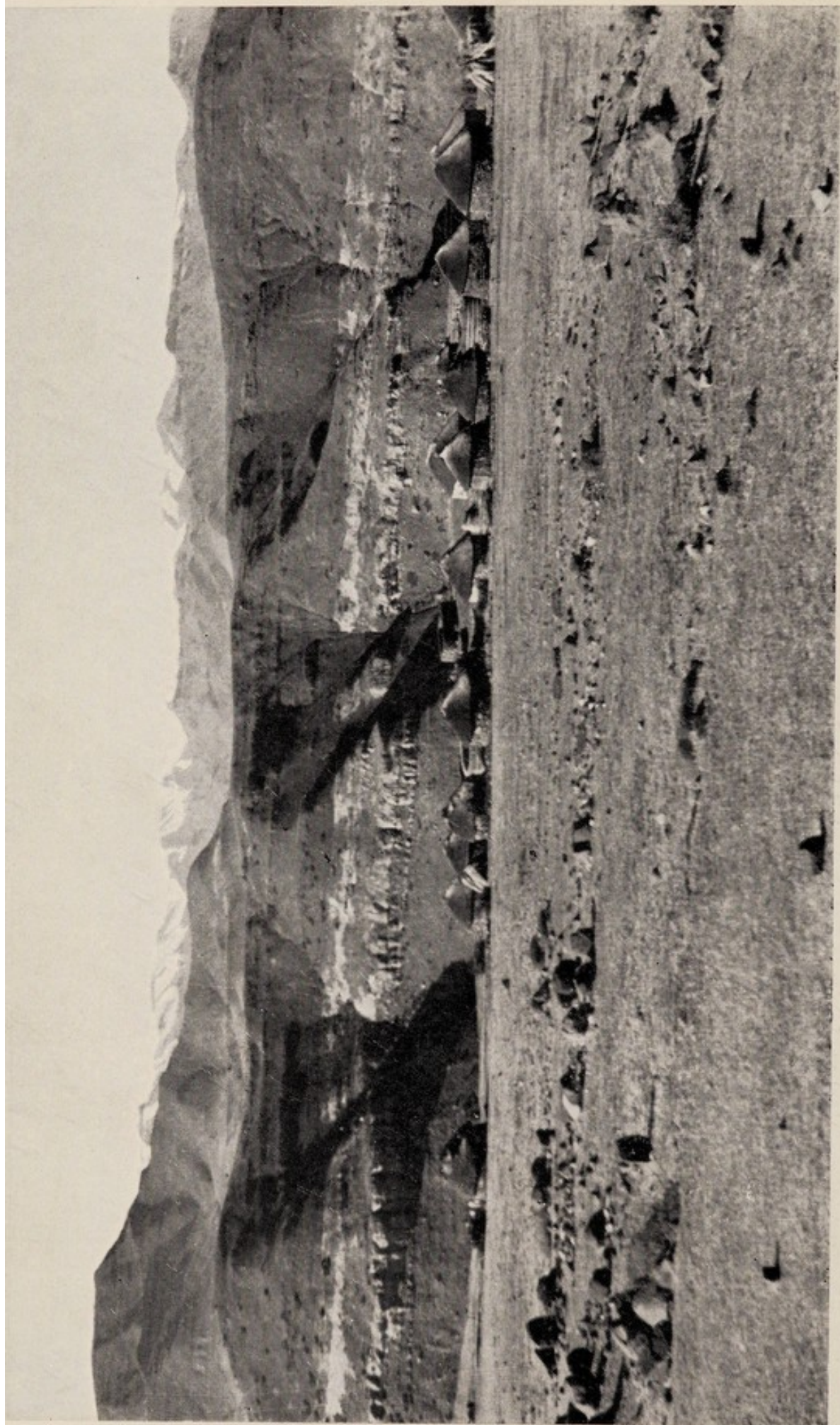
Two young children in a field.



*"Lethuela" or Medicine Man*



*Matebele Dancers (Mafeteng)*



*Mountain Village (Qacha's Nek District)*

skins, and purchase agricultural and other requisites for their members at wholesale prices. Their insistence that all co-operatively marketed wool shall first be classed up to Government standards is at once building up a name for co-operative wool and helping to break down the prejudice which exists in Union markets against Basutoland wool. The same policy will be adopted in regard to mohair as soon as mohair classing standards are laid down in Basutoland and qualified classers become available, but in the meantime all mohair exported by the societies is classed by the brokers before being offered for sale.

The wool season extends from October to March. The average prices paid to society members at the end of the 1949-50 season were much higher than anything known hitherto, and far in advance of what was obtainable by sale within the Territory. They have been completely outstripped by the 1950-51 prices, however, and the following table gives a comparison of the average prices obtained by societies in 1949-50 with representative prices obtained in December, 1950 :

	c.1	c.2	SS	S	CBP	BP	BKS	XM	LOX.
1949 Averages . . . . .	43d.	40d.	37d.	36½d.	37d.	32½d.	28½d.	31½d.	23½d.
December 1950 . . . . .	85d.	78d.	77d.	76d.	67d.	60d.	55d.	74d.	37d.

These prices are gross, and the societies' commission must be deducted to ascertain what was actually received by members. In the 1949-50 season the commission charged was 4½d. per lb. and for the 1950-51 season it will necessarily be higher, since marketing costs have risen.

These prices for both seasons are very far above the general run of traders' prices within the Territory. The latter have risen greatly in the last two years, however, and it is unquestionable that their rise is not unconnected with the new element of competition introduced by co-operative marketing. Thus the beneficial effect of Co-operation has already been felt throughout Basutoland and has not been restricted only to its members.

In the marketing of mohair, hides and skins co-operative societies also had a successful year. The Territory's annual production of mohair, which is of the angora type, is only about 15 per cent of the volume of wool produced, but at present-day prices it has become, for its size, a valuable crop. The general prices obtained by co-operative societies during the 1950 season, which falls in the winter months, were as follows :

L.F.M.	Type 1	Type 2	Type 3	Type 4	Type 5	Type 6
101d.	80-95d.	58½-95d.	45½-91d.	35-87d.	42-60d.	28-47d.

(Marketing commission charged by societies was 5d. per lb.)

As regards hides and skins, it has been pleasing to see a large increase in the volume exported by societies. Members are beginning to appreciate that prices for hides and skins at the coast are much more favourable than in Basutoland. But a great deal of money is still being lost through



bad preparation. During the month of July the Registrar accompanied the Principal Veterinary Officer on a tour of Tanganyika and Kenya for the purpose of studying local methods of preparation and marketing, and it is hoped that as a result of this the hides and skins industry in Basutoland may be put on a better footing. In this Co-operation can play a very important part.

The wool and mohair marketing societies continued, as a subsidiary function, to supply their members with certain goods at low rates, through bulk purchase from wholesalers. These included stock-salt, sheep-shears, grain bags and farm implements, together with a certain amount of clothing, and increasing use was made of this service.

Detailed statistics are available only up to the 31st March, the end of the societies' financial year. For the period ending 31st March 1950 societies had exported 87 per cent more wool than in the previous year, and 346 per cent more hides and skins, while bulk purchases on behalf of members had risen by over 1000 per cent. The following table gives a comparison of turnover and net surplus for the two years :

	<i>A. As at 31.3.49</i>			<i>B. As at 31.3.50</i>		
	<i>Volume Exported</i>	<i>Value</i>	<i>Net Surpluses</i>	<i>Volume Exported</i>	<i>Value</i>	<i>Net Surpluses</i>
Wool . . .	182,463 lb.	£19,054		345,889 lb.	£49,902	
Mohair . . .	—	—		28,180 lb.	3,064	
Hides & Skins	2,481 lb.	180		11,080 lb.	735	
Bulk Purchases		98			1,111	
Total . . .	184,944 lb.	£19,332	£830	385,149 lb.	£54,812	£1,380

There is much that the Mosuto flock-owner still has to learn of the principles of co-operative marketing. Ultimately it should give him a business sense, teach him the value of money and, most important of all, teach him how to market his own produce and run his own affairs, though much greater understanding and membership-loyalty will be required before that goal is reached. In the meantime it is certainly enriching him in terms of £. s. d.

#### CO-OPERATIVE CONSUMER SOCIETIES

Co-operative consumer societies are still much in demand by the Basuto, and many groups have applied for registration, but it was found possible to register only three more societies during the year. The consumer clubs, (bulk purchase societies) which have been sponsored in Basutoland are simpler and easier to run than co-operative stores, but even so they have called for much supervision and encouragement. There have been difficulties of supply, of transport, of voluntary labour and of membership-loyalty which have combined to dampen the initial enthusiasm of most of these societies, and few of them were in a vigorous con-

dition at the end of the year. Much greater understanding of the implications of these societies is required on the part of their members, and despite the demands for registration of new groups it has been considered unwise as a general principle to start further societies of this type until the existing ones are more firmly established. It is probable too that some reduction will have to be undertaken in the form of liquidation of some of the weakest societies.

The basis of the consumer clubs lies in a system of monthly cash orders by members, which are consolidated by the society and passed on to various wholesalers. In addition, these societies have to an increasing extent been purchasing for resale to members certain commodities in daily demand, such as soap, paraffin, candles, tea, coffee and sugar, in the manner of a co-operative store. Four of the consumer societies are known as agricultural co-operatives, and in these, while their principal function has been supply as described above, there has been more emphasis on agriculture and on the disposal of members' produce, although so far the latter has been confined to hides and skins, and some wool and mohair. At the end of the year the first co-operative store society, of mixed European and African membership, was in process of formation in Maseru, but had not yet been registered. Figures for consumer societies' share capital, membership and turnover have already been shown above.

#### THRIFT

There are at present no thrift societies as such, but two of the agricultural societies mentioned in the preceding paragraph combine thrift with their other functions, members being required at least to make a regular minimum monthly savings deposit, over a two-year cycle, while being provided with facilities for other types of savings deposit as well. It is intended to extend this function to wool and mohair marketing societies and in other ways to encourage co-operative thrift to the maximum extent possible, for it is badly needed in Basutoland especially at the present time of enormous prices for wool and mohair.

#### GENERAL

In conclusion it should be said that although 1950 was a year of progress it was also the beginning of a very necessary period of consolidation after the rapid initial expansion. The immediate purpose of the increased Co-operative staff will be to strengthen the foundations of the movement, on which further expansion can take place later.

## CHAPTER VII

### SOCIAL SERVICES

#### 1. EDUCATION

There has been a drop of approximately 1,500 in the school enrolment compared with the peak figure of over 90,000 in 1948. This is not due to any loss of interest in education—the Basuto are, if that is possible, even keener on education than they were before—but to the good season during the first half of the year, when children were required to do herding, hoeing and other agricultural duties for their parents. Despite the fall in attendance many schools are still over-crowded and pressure on accommodation and equipment continues.

Of the 910 schools in the Territory, no less than 795 are fully or partially aided. Of the aided schools 727 are elementary vernacular schools with a total enrolment of 24,814 boys and 50,979 girls. There are 57 primary intermediate schools (that is schools teaching Standards IV, V and VI) with an enrolment of 2,611 boys and 3,998 girls, and 11 secondary and technical schools with an enrolment of 652 boys and 360 girls. All the 115 unaided schools, with the exception of Pius XII Catholic University College, are elementary vernacular schools with an enrolment of 1,686 boys and 4,148 girls; the University College has an enrolment of 18 men and 4 women. The total enrolment in the Territory was 29,781 boys and 59,489 girls, total 89,270 pupils.

The fall in revenue consequent on the introduction of import control by the Union of South Africa affected education development considerably. Economies were made by reductions in departmental staff, by not employing the additional teachers allowed in the ten-year plan, by not replacing unqualified by qualified staff, as well as various minor savings at Government Controlled Schools, so that it became unnecessary to retrench any mission teachers. These teachers, many of whom are still unqualified, have undoubtedly had a heavy burden to carry and it is hoped that the revenues of the Territory will in future allow the ten-year plan to be implemented.

At the same time as educational expansion was stopped, information was received from institutions in the Union of South Africa that they would be unable to admit Basutoland students unless an extra-territorial fee, varying from £17 to £37 according to the course taken, was paid. Arrangements were therefore made early in the year to absorb into Basutoland institutions the majority of students attending Union schools; two new Form A classes (the first year of the secondary school course) were started at Intermediate schools, and provision was made for double Form A classes at other intermediate schools so that the boarding institu-

tions would have more free places for those in the higher secondary and teacher training classes; a double first year matriculation class was started at the High School. However, at the last moment the extra-territorial fee was not insisted on by the Union authorities and some of the provision made (more particularly double Form A classes) was not in the end required.

Towards the end of November an announcement appeared in the South African newspapers to the effect that, as there were insufficient educational facilities available in the Union for its African population, Africans from Territories outside the Union should not be admitted to educational institutions in the Union; this would apply to primary and secondary as well as higher education. Such an announcement, without any previous warning, has come as a shock to the Territory, especially regarding university education since Basutoland has contributed £300 annually to the South African Native College, Fort Hare, for the last thirty years and has had a representative on the College Council. Except for students requiring special courses, it should be possible to absorb all primary and secondary students who would normally have attended Union schools in 1951 into our own institutions. The provision of university education for a handful of students however is a difficulty which will not easily be overcome. In this connexion it is interesting to record that the Basutoland Council elected a sub-committee to consider ways and means of raising additional funds for higher education, and the sub-committee's report will be considered early in 1951.<sup>1</sup>

District Advisory Committees on African education continue to function smoothly. Their main work has been the consideration of applications for new schools and the allocation of moneys from Colonial Development and Welfare Fund sources for building grants for elementary schools. They have also considered various matters such as the teaching of agriculture in intermediate schools and the control of games and sports in schools, and have made useful recommendations in connexion with the health of school children.

During the year the Central Advisory Board and its Standing Committee considered the allocation of building grants to intermediate schools for Form A classes and to institutions, the school report system, health education, the double-shift system, agriculture as a failing subject in Standard VI, revision of the Form A examination, the establishment of school committees, rules concerning the control of sports and extramural activities in schools and regulations governing corporal punishment.

Grants from the Colonial Development and Welfare Fund continue to be made available. During the year £4,216 was spent on buildings, £2,978 on equipment and £1,500 as salary grants for the Educational Secretaries of the three main missions. The rebuilding programme is proceeding steadily although slowly, except at the Basutoland Training College where the programme is slightly ahead of schedule. Early in

<sup>1</sup> At the moment of going to press, the Union Government has announced a relaxation of this restriction for a period of 3 years.

the year a new Form A classroom was completed at Qalo and during the year a beginning was made with the building of Form A classrooms at Maseru and Mohale's Hoek intermediate schools. The money allocated under Colonial Development and Welfare Fund Scheme D.400 for the extension of the Lerotholi Technical School buildings was found to be insufficient and the completion of the main hostel is being financed from local funds. The hostel should be ready for occupation about the middle of 1951.

Two students were again sent to the United Kingdom; one, after visiting the United States to attend the Columbia University Conference on Educational Problems of Special Cultural Groups, sponsored by the Carnegie Corporation, spent a year at Oxford studying the teaching of English as a second language, and the other took the professional teachers' certificate at the Institute of Education, London University. Two students, of whom one was a Mosuto, were granted Colonial Development and Welfare Fund scholarships and left in September to study veterinary science at Edinburgh; one supervisor was awarded a British Council scholarship and is at present studying at Worcester, concentrating on problems connected with rural education. Basutoland also provided from revenue 82 scholarships for students studying within the Territory, and 5 ordinary and 3 loan bursaries for university education and special courses in the Union of South Africa.

The support for the one-year clerical course, instituted at the Lerotholi Technical School three years ago, and providing training mainly in shorthand, typewriting and Government accounting, has been disappointing, so much so that this year only three suitable candidates were forthcoming and the course was cancelled. The demand appears to be for a longer and wider course including bookkeeping so that students can take up posts with the increasing number of African traders. In 1951 therefore a two-year course leading to the National Senior Certificate of the Union Education Department will be instituted.

The wastage in schools is still very considerable, far too many pupils leaving after only one or two years' schooling. The explanation that the boys leave to herd is only partially responsible as a large loss in girls occurs as well. Whilst most parents are vociferous in their demands for adequate schooling facilities, it is only the more enlightened who are prepared to face up to their obligations and insist on regular and sustained attendance. Many parents still are only too willing to see classes run at half-speed with herdboys attending on alternate days; in consequence both the standard and the pace of the work suffer.

Efforts by the education officers and supervisors to widen the scope of the work of the school are not always successful as the tradition of a bookish education is hard to break. In many schools the teaching of handwork and gardening shows little real improvement; excuses as to why it cannot be done are many and varied; this is in strong contrast to the improvement in handwork in many of the Roman Catholic mission schools. It is all the more interesting to record therefore that some enthusiastic African teachers are widening the scope of their work beyond the teaching

of the three Rs and even beyond the classroom. This has shown itself in an increased number of class visits to home industries centres, soil conservation projects and other places of interest. Tree-planting at some schools has been carried out enthusiastically and the demand for trees has far exceeded the supply available at the nurseries. A few schools in the southern circuit have attempted village improvement schemes by covering-in wells, planting trees in dongas, repairing roads, and so on. These efforts have seldom met with any success due to the opposition of the local chiefs and people ; such projects are almost invariably regarded with suspicion and parents consider that tasks of this nature should not form part of the school curriculum.

A number of refresher courses have been held during the year. Many of these have been for a day or two only, but they have been well attended and much appreciated by the teachers. Most of these courses have been sponsored by the Roman Catholic Mission but the district branches of the Basutoland African National Teachers' Association ran courses at Quthing, Mohale's Hoek and Butha-Buthe. Such activities on the part of the Teachers' Association are to be highly commended.

In February the Chief Scout, Lord Rowallan, visited the Territory. Camps were held in his honour at Mafeteng, Maseru and Leribe and all Scouts with the exception of those in more remote mountain areas were given the opportunity to meet the "Chief" in person. The visit caused considerable enthusiasm and was responsible for a certain mushroom growth as the camps were all well attended. There is underneath a hard and stable core, probably much smaller than Census figures show but establishing itself securely and gradually expanding.

With a progressive policy of spending such funds as are available on training Scoutmasters, the number of Scouters who have taken their Woodbadges increases slowly. This year the Territory ran its first Preliminary Course with Gilwell recognition on its own under two recently appointed Deputy Camp Chiefs. In spite of applications received, the numbers attending were disappointing. Far more promising is the number of very successful camps which have been undertaken by the Roman Catholic Mission who have accepted the movement wholeheartedly and have run a series of very successful "Initial" Courses attended by Scouts and Scouters in training. In addition 5 African Scouters from other missions and 5 Roman Catholic Fathers attended courses at centres in the Union.

Lady Baden Powell also visited the Territory in March. A Guide Rally was held in Maseru and guiders from all centres, including one who came by air from Mokhotlong, attended. The infectious enthusiasm of the Chief Guide was quickly caught by the guiders and the rally was the most stimulating in the history of the movement in Basutoland.

For financial reasons it became necessary to close down the Public Relations Office. However the Lerotholi Technical School took over the maintenance and running of the mobile cinema van. The school tractor-driver and a motor-mechanic apprentice have been taught to operate it and it is available for use on request by district and departmental autho-

rities, schools, societies, and so on. Very few requests for the van were received however and only six shows were given. The van public address system was also used occasionally to provide music at outdoor functions.

The Home Industries Organization, instead of being partly under the Education Department and partly under the Native Administration, was at the beginning of the year placed under the Basuto Native Administration as a separate entity. The number of centres was reduced from 9 to 5; in Maseru there is accommodation and staffing for 36 regular learners and up to 12 casual learners; in the four district centres for 12 regular and 6 casual learners. Miss G. Rouillard, an expert craftswoman from Cape Town, was invited by the Government to spend three months in the Territory studying the organization. She ran a month's refresher course in July for instructors at Maseru, and then spent ten days at each of the five weaving centres. She came to the conclusion that the present organization was unsatisfactory and that there was a lack of competent teaching. She suggested that one centre only should remain open, that this should be in the country and not at one of the headquarter stations, that the staff should be considerably reduced, and that not more than 25 carefully selected pupils should be admitted for a comprehensive two year course; when trained, students would be encouraged to set up "home units" and would be provided with complete sets of equipment at half price. These recommendations were accepted by the Central Advisory Committee on Home Industries at a meeting in December, and now await consideration by the Paramount Chief and Resident Commissioner. While the standard of work turned out in the centres has steadily improved, the scheme really has been a failure as home units have not been set up.

## 2. HEALTH

The Government Medical Staff of the Territory consists of a Director of Medical Services, 13 Medical Officers, and one District Surgeon. An African Houseman who had completed his internship at the Maseru Hospital was appointed a Medical Officer on 1st July, 1950. At each of the District Headquarters a Medical Officer is stationed. There is also a Medical Superintendent at the Leper Settlement. A Health Inspector is in charge of Public Health and Sanitation.

There are eight Government Hospitals of which four are staffed by European Nursing Sisters with a subordinate African Staff, and four Hospitals staffed by Trained African Nurses with subordinate African Staff. The new thirty-bed Hospital at Teyateyaneng, constructed under the Colonial Development and Welfare Fund Scheme, was completed this year and opened early in October, when a Trained African Nurse was appointed as Matron.

The total accommodation in Government Hospitals is 359 for Afri-

cans, and thirteen for European patients, but further numbers of urgent cases are often admitted and provided with ex-temporary accommodation.

Work has started on the building of a twelve bed Hospital at Butha-Buthe under the Colonial Development and Welfare Fund Scheme.

At each District, Dispensary clinics for patients are carried out daily by the Medical Officer in charge. There are three sub-dispensaries which are visited weekly by a Medical Officer.

Four Mountain Dispensaries will be built during 1951 and 1952 under a new Colonial Development and Welfare Fund Scheme.

Africanization in the Medical Department has made good progress during 1950. Six European Nursing Sisters were retrenched by 31st March, 1950, and replaced by trained African Nurses. An African Medical Officer trained under the Colonial Development and Welfare Fund Scheme, on completion of his internship at the Maseru Hospital, was appointed on 1st July, 1950, and transferred to Mafeteng. It is expected that an African Medical Officer, and an intern will be appointed early in 1951. An African Dispenser, on completion of special training and passing examinations in health and sanitation, has been appointed Senior Health Assistant to replace a European Senior Sanitation Officer. One African Health Assistant has qualified and six pupil Health Assistants will begin training on 1st April, 1951. When trained, these Health Assistants will replace the present Leprosy Inspectors, in order that their work may include general preventive medical work in addition to the inspection of lepers. Eleven African Probationer Nurses underwent training at the Maseru Hospital during the year. Three of these probationer nurses are in their final year; it is hoped that they will qualify early in the new year when they will be taken on as Staff Nurses. Some of our trained African Nurses are found to be very capable. Four of them are in charge of District Hospitals.

There is no mental asylum in Basutoland. In the past, Basuto lunatics were treated in asylums in the Union and 36 cases are still being hospitalised there. At present, however, no accommodation can be obtained there for further lunatics. As a matter of urgency, a temporary Mental Detention Centre has been established at Mohale's Hoek for dangerous lunatics. This arrangement leaves much to be desired but supplies an urgent need until an asylum can be provided. During the year, a daily average of eighty patients were accommodated in the Detention Centre, forty-seven new cases were admitted, twenty-seven discharged and twenty-four died.

During the year 8958 patients were admitted to Government Hospitals compared with 7850 during 1949. 3908 operations were performed of which 770 were major ones.

Five hundred and eighty-three women were admitted to the Maternity Ward at the Maseru Hospital. Owing to the lack of accommodation, admission was limited to first confinements and cases which were considered likely to have complicated labour. Ante-natal and Infant Clinics are held twice a week at the Maseru Hospital. 3038 attendances to the clinics were recorded for the year.



The following improvements were made to the Maseru Hospital :

- (a) New quarters for the Matron,
- (b) Two new wards for Europeans,
- (c) A covered passage joining the main hospital building to the pavilion used for the men's Wards.

The building of the Phamong Health Centre was completed at the end of the year, and it is expected that the Centre will be opened in April, 1951, when the necessary shelving and equipment will be available.

There are three Mission Hospitals, at Roma, Morija and Paray (Ntaotes), with 40, 32, and 31 beds respectively, which are subsidised by Government. The new Maluti Hospital, at Mapoteng, built by the Seventh Day Adventists, will be partly completed and opened early in 1951. This Mission Hospital will also receive a Government Subsidy starting in April, 1951. There is an outpatient Department at each of these Mission Hospitals.

#### EPIDEMIC AND GENERAL DISEASES

*Diphtheria.* The epidemic which started in 1949 continued during 1950, and increased during the first half of the year, 844 cases were reported with 90 deaths. The largest number of cases reported were at Mafeteng, 212, with 53 deaths, while Leribe had 147 cases. Many cases were reported from the Mountain Areas. 120,800 prophylactic inoculations were given. Towards the end of the year the incidence of the disease appeared to have decreased and it is hoped that future outbreaks, if any, will be small.

*Typhus.* There was a marked decrease in typhus cases, only four being reported with one death. Prompt action was taken whenever suspected cases of typhus were reported ; disinfection and delousing with D.D.T. were carried out.

*Typhoid Fever.* 394 cases were notified, the majority being reported from the Maseru and Mafeteng Districts. There were 53 deaths. In most cases the infection was water-borne. The outbreaks were localised to a few villages in the lowlands, and were eradicated by prophylactic inoculations of T.A.B. Vaccine.

*Tuberculosis.* 414 cases of pulmonary tuberculosis were notified, with 35 deaths and 349 other tuberculosis cases with 18 deaths, a decrease of 228 cases, and 6 deaths, on the number reported during 1949.

*Pellagra.* 1481 cases were reported which reflects a decrease of 908 cases on the previous years' figures. The majority of cases were notified from the Teyateyaneng District (475) and Leribe District (368). There were only three deaths. Owing to the good rains which fell during

1950 and the resultant improvement in crops, it is considered that the Mosuto's diet was better, and this is the reason for the decrease in the number of cases reported.

*Avitaminosis.* Only 726 cases were reported, a decrease of 488 compared with 1949. Here too, the decrease, in the incidence of avitaminosis, is thought to be due to the better diet available after good rains and crops.

The figures given above are taken from returns submitted by Government Dispensaries, and do not include annual returns of statistics submitted by Mission Hospitals. Certain Missions submit an annual return of infectious diseases but they do not submit weekly notifications owing to their remote situation.

#### WATER SUPPLIES

Owing to the good rains which fell during the year, water supplies were plentiful and there was not the shortage experienced in previous years. Four new springs were built up in the Qacha's Nek District at Mpiti's, Souru, Theko's and Ratšoleli. No further construction of springs was practicable owing to the abnormal autumn and winter rains.

#### SANITATION

Sanitary arrangements are mainly of the bucket type but in-door sewerage has been installed in a number of new buildings.

#### LEPER SETTLEMENT

The optimistic atmosphere which followed the introduction of Sulphone therapy early last year has been maintained. The number of deaths is the lowest recorded for more than twenty years. There have been fewer admissions to hospital and less need for surgical interference; laryngeal obstruction has become rare; the use of morphia has decreased and there have been fewer emergency calls for medical help. None of these factors is statistically significant but all point in the same direction and cumulatively suggest an improvement in the general health of the inmates.

During the latter half of the year, a simpler and cheaper sulphone was substituted for the more expensive preparation previously used, but this was found disappointing. It is considered, and supported by some bacteriological evidence, as well as the consensus of views of patients and staff that this cheaper preparation is less effective and, therefore, further orders have been placed for the more expensive sulphetrone.

There were 83 admissions, 102 discharges, and 591 patients remaining at the Settlement, at the end of the year. Only 45 deaths occurred as compared with 71 in 1949.

## GOVERNMENT HOSPITALS

District	In-patients treated in hospital	Operations		Out-patients treated in Dispensaries including those receiving injections for Syphilis		Total
		Major	Minor	First Subsequent Attendances	Injections for Syphilis	
Maseru . . .	3,707	396	1,050	24,183	14,559	49,248
Leribe . . .	1,204	188	809	16,714	2,409	27,755
Mafeteng . . .	1,503	50	135	24,794	18,225	50,324
Mohale's Hoek	521	84	290	12,625	2,586	22,011
Qacha's Nek . .	598	17	124	6,371	2,830	11,448
Quthing . . .	861	15	406	10,137	2,882	16,237
Teyateyaneng .	161	4	114	15,650	20,926	39,623
Mokhotlong . .	403	16	210	4,953	789	6,861
<b>Total . . .</b>	<b>8,958</b>	<b>770</b>	<b>3,138</b>	<b>115,427</b>	<b>65,206</b>	<b>223,747</b>
District Surgeon Butha-Buthe . . . . .						10,878
						<u>234,625</u>

## MISSION HOSPITALS

Hospital	In-patients treated in hospital	Operations		Out-patients treated in Dispensaries including those receiving injections for Syphilis		Total
		Major	Minor	First Subsequent Attendances	Injections for Syphilis	
Roma . . .	642	25	152	4,485	1,080	7,524
Scott Hospital Moriya *	612	24	126	7,900	2,899	14,429
Paray Hospital Ntaotes . . .	621	18	131	6,813	2,328	12,257
<b>Totals . . .</b>	<b>1,875</b>	<b>67</b>	<b>409</b>	<b>19,198</b>	<b>6,307</b>	<b>34,210</b>

\* The Medical Superintendent, Scott Hospital, visits out-stations where he attends to out-patients. The details of which are :

4,027	612	444	5,083
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## 3. HOUSING

The Basuto live in small scattered villages under tribal authority and their huts are, on the whole, healthy if primitive. They are usually built of rough stone or of sods and are roofed with thatching grass or in some areas in the mountain with wheat straw. The floors are smeared by the women with mud and cow dung and frequently the inner and outer walls are treated in the same way. The walls are often decorated with traditional designs in various colours.

The traditional hut is circular in shape but nowadays many Basuto prefer to build rectangular huts which are in some cases roofed with corrugated iron. The wealthier people build houses of cut stone or of brick and buy stock-size doors and glazed windows.

In the old days it was the custom for each man to build and thatch his own house but many of the younger generation have no knowledge of building. They are, therefore, compelled to hire others to do this work for them.

If a man wishes to build he asks his chief or headman for a site. Any building he may erect remains his property unless he leaves the village, in which case the chief may allocate it to some other person but at no charge. The original owner is, however, allowed to remove the doors and windows if he wishes to do so.

There are no factories or industrial undertakings in Basutoland, and the problem of housing industrial workers has not therefore arisen.

The small European population consists for the most part of civil servants, missionaries and traders, and is as a rule well housed in buildings of local cut stone. Since the war, however, Government departments and commercial enterprises have expanded and a number of houses in Maseru have been built of brick since it is quicker and cheaper to build with brick than with stone.

During the year owing to financial stringency, building works were almost suspended, construction being limited to 4 African Staff Quarters.

#### 4. SOCIAL WELFARE

As the Basuto live in small scattered village communities and there are no towns or industrial undertakings where workers of the poorer class are concentrated, there are no slums and no problems arising out of urban conditions such as exist in the Union of South Africa.

Much valuable work is done throughout the Territory by youth movements such as Scouts and Guides and by the Homemakers association. These organizations are run entirely by voluntary workers, both European and Basuto.

Community Halls are being built at all District Headquarters. At each Headquarters a committee of Africans has been appointed to help the District Commissioner with the planning and building of the Hall and to organize the activities which are to take place there. It is considered essential for the development of these Halls as centres of social life that the activities should spring from the efforts and wishes of the people themselves. By the end of the year Halls were completed at Quthing, Mafeteng and Qacha's Nek; that at Butha-Buthe was almost complete; and the walls of the Teyateyaneng hall were roof-high.

A Community Hall and Library were completed in Maseru in 1948. The money for their construction was generously given by a Commercial

firm in the Territory and by a resident of Maseru. Events which took place in the Hall during 1950 included lectures, plays, film shows, musical evenings, concerts, dances and meetings of various associations.

It is encouraging to note that a Youth Club has been formed by the African residents of Maseru, entirely by their own initiative and effort.

Amongst his other duties the Financial Secretary acted as chairman of the Pension Board and of the Executive Committee of the Basuto Soldiers' Benefit Fund.

The Pension Board consists of four members :

Chairman (Financial Secretary)

Civilian Medical Officer (Dr. H. W. Dyke, C.B.E., retired Director of Medical Services, Basutoland)

Civilian Medical Officer detailed by Director of Medical Services  
Representative of the Paramount Chief.

The Board meets weekly to consider the applications of disabled ex-soldiers and to make awards.

Certain improvements in pensions rates have been approved with effect from 1st April 1948. These include increased allowances for children of disabled ex-soldiers and of deceased soldiers, gratuities to widows on re-marriage, and pensions to widows and children of ex-soldiers who die from non-pensionable disabilities, provided that their pensionable disability was not less than 40 per cent.

Soldiers' pensions vary between a maximum of £50 per annum to a volunteer with a 100 per cent disability and £10 per annum for a 20 per cent disability, with appropriate increases for a wife and each child. A widow receives £30 per annum and £10 per annum extra for each child. Men whose degree of disablement is assessed at less than 20 per cent receive a gratuity, the amount of which depends on the duration of the disablement.

The Basuto Soldiers' Benefit Fund was established out of contributions received from the Basutoland War Levy, the Governor General's War Fund, and P.R.I. funds of the contingents who served in the Middle East. The Fund totalled £24,873.

Applications for assistance are first considered by District Welfare Boards and are then passed with the Board's recommendation to the Executive Committee of the Fund.

142 applications were considered by the Executive Committee in 1950 and assistance was granted in 43 cases. 13 of the grants made were Education Bursaries and Family Allowances to ex-soldiers studying at schools and colleges. The remaining 30 grants covered re-habilitation, relief, etc. £1,224 was paid out of the Fund during the year.

The tax collecting Agency established on the Rand in 1932 and mentioned in an earlier chapter now includes among its more important duties the welfare of the Basuto working in the mines and in industry in the Union of South Africa. During the year the Agent, an Administrative Officer seconded from the Territory, and his Deputies, carried out inspections of numerous compounds and the conditions of work in

many industrial undertakings. Labour Agents in the Territory may recruit only for those mines and industries where conditions are found to be suitable.

Labourers on the Reef continue to make great use of the Agencies, which serve to help these men to keep in touch with their homes. Requests for assistance from districts in the Territory are frequent and it is usually possible to arrange for cash remittances or for repatriation. Destitute and stranded Basuto are frequently assisted and the Agent and his Deputies often help to settle matrimonial differences.

## CHAPTER VIII

### LEGISLATION

The following is a list of the more important legislation in 1950 :

- 1 Proclamation No. 1 of 1950. The Basutoland Pensions (Consolidation) Proclamation, 1950, which consolidates the law relating to Pensions and similar matters in the Basutoland Public Service.
- 2 Proclamation No. 9 of 1950. The Basutoland Native Administration (Amendment) Proclamation, 1950, which makes provision for the imposition of local rates by the Paramount Chief in certain circumstances.
- 3 Proclamation No. 12 of 1950. The Public Service (Basutoland) (Amendment) Proclamation, 1950, which makes provision for the substitution of General Orders for Public Service Regulations.
- 4 Proclamation No. 25 of 1950. The Basutoland Judicial Commissioner's Proclamation, 1950, which makes provision for an additional Judicial Commissioner.
- 5 Proclamation No. 39 of 1950. The Basutoland Council (Amendment) Proclamation, 1950, which increased the proportion of elected Councillors to Councillors nominated by the Paramount Chief.
- 6 Proclamation No. 67 of 1950. The Basutoland Consular Conventions Proclamation, 1950, which confers certain rights and powers to consular officers of foreign States.
- 7 Proclamation No. 71 of 1950. The Basutoland High Court (Amendment) Proclamation, 1950, which makes provision for the appointment of a Chief Justice and Puisne Judge in place of the Judge of the High Court.
- 8 Proclamation No. 74 of 1950. The Basutoland Provident Fund (Repeal) Proclamation, 1950, which repeals the Basutoland Provident Fund Proclamation No. 50 of 1946.

## CHAPTER IX

## JUSTICE, POLICE AND PRISONS

## 1. JUSTICE

The laws in force in Basutoland include those of the Cape of Good Hope up to the 18th March, 1884, except where repealed or altered by Proclamation of the High Commissioner, who is empowered to make by Proclamation such laws as may be necessary for the peace, order and good Government of the Territory. Accordingly, the common law of the Territory is Roman-Dutch common law, supplemented by statute law which is often based on that of the Union of South Africa. The Criminal Procedure and Evidence Proclamation is based on the South African Criminal Procedure and Evidence Act which is derived from English Criminal Law. Native Law and Custom in so far as it is not repugnant to the principles of justice and morality, or the laws of the Territory, is also in force.

The Basutoland Courts of Law consist of :

## I. THE HIGH COURT

*The High Court* which constitutes the Supreme Court of Basutoland from which an appeal lies to the Privy Council. This Court, which superseded the Court of the Resident Commissioner, was constituted under Proclamation 57 of 1938. It is presided over by the Chief Justice of the High Commission Territories, and has jurisdiction in all cases both civil and criminal which arise in the Territory. The High Court is also a Court of appeal from all Subordinate Courts, and has full powers of review in respect of all proceedings of Subordinate Courts. When the High Court is not in session these powers are vested in the Judge. At any trial the Judge has the power to call for one or two Administrative Officers as Advisers, and one or more African Assessors to assist him, but the decision is vested exclusively in the Judge.

## 2. SUBORDINATE COURTS

## OF THE FIRST, SECOND, AND THIRD CLASS

In the nine districts of the Territory, there are Subordinate Courts of the first class, presided over by the District Commissioner of each district, and also subordinate courts of the second and third class, presided over by Assistant District Officers and cadets, the limits of whose jurisdiction are clearly defined in Proclamation No. 58 of 1938. Appeals lie

from these courts to the High Court of the Territory. Two Judicial Commissioners have now been appointed as full-time Magistrates to hold Courts of the first class in each district. District Commissioners are thus relieved of a certain amount of their Court work and have more time for their administrative duties.

The powers of these courts are as follows :

### *Criminal*

(a) *First Class*: Presided over by a District Officer. Can impose sentences with or without the option of a fine up to a maximum of two years imprisonment with hard labour or a fine of £100. In certain cases a whipping not exceeding fifteen strokes with a cane may be imposed.

(b) *Second Class*: Are courts of an Assistant District Officer. The maximum sentence is Imprisonment with hard labour for one year or a fine not exceeding £50. A whipping not exceeding eight strokes may be imposed in certain cases.

(c) *Third Class*: Are courts of an Assistant District Officer (Cadet) with maximum jurisdiction limited to six month's imprisonment with hard labour or a fine of £10.

These courts have no jurisdiction to try as Courts of first instance any person charged with treason, murder, rape or sedition. A preparatory examination is held, and the record is transmitted to the Attorney General who may decide inter alia :

- (i) Not to indict the accused.
- (ii) To indict the accused before the High Court.
- (iii) To remit the case to the District Commissioner for trial with or without increased jurisdiction.
- (iv) To remit the case to the District Commissioner for the hearing of further evidence.

### *Civil*

In Civil cases, subordinate Courts of the First Class have jurisdiction in all actions where both parties are natives and all other actions where the claim or value of the matter in dispute does not exceed £500, and of the Second Class where the matter in dispute does not exceed £250. Subordinate Courts of the Third Class have no civil jurisdiction.

*Criminal procedure* in use in subordinate Courts is laid down in the Criminal Procedure and Evidence Proclamation (No. 59 of 1938) and Civil Procedure is laid down in the Subordinate Courts Proclamation No. 58 of 1938, and in the Rules issued thereunder and promulgated in High Commissioner's Notice No. 111 of 1943.



### 3. THE JUDICIAL COMMISSIONERS' COURTS

Two Judicial Commissioners have been appointed in terms of Proclamation No. 25 of 1950 to hear civil and criminal appeals from the Courts of the Paramount Chief. Formerly appeals from Native Courts were heard by District Commissioners, but they became so numerous that it was found essential to establish special courts to deal with them. They are courts of appeal for matters decided according to native law and custom and appeals from them to the High Court can be made with the permission of either the High Court or the Judicial Commissioner.

### 4. NATIVE COURTS

Native Courts were formally recognized and given special powers and jurisdiction under Proclamation No. 62 of 1938. These Courts are established by a warrant issued by the Resident Commissioner with the approval of the High Commissioner, and may exercise civil and criminal jurisdiction to the extent set out in their warrants. They have no jurisdiction over any parties other than Natives as defined in the General Interpretation Proclamation (No. 12 of 1942). They deal mainly with offences against Native Law and Custom and infringements of the Paramount Chief's orders, or those of Chiefs and sub-Chiefs, and with civil disputes. District Officers have access to Native Courts and the right to examine case records with powers of revision in the event of a miscarriage of justice.

The Paramount Chief's Court is a Court of appeal from the Courts of Ward Chiefs. Any person aggrieved by a decision of this Court may appeal to the Court of the Judicial Commissioner.

When the National Treasury was inaugurated on 1st April, 1946, Native Courts were considerably reduced in number. Courts are now distributed in proportion to the population and are graded according to the number of tax-payers they serve. Thus a Ward Chief will have an "A" Court and in the area of a chief who has less tax-payers there may be a "B" Court. Under the old system the fines received from the Courts were taken by the Chiefs as a perquisite of their position, a practice which was obviously open to abuse, for as in mediaeval England "*justitia magnum emolumentum est*". With the inauguration of the National Treasury, however, all fines are paid into the National Treasury revenue. The Chiefs now receive fixed allowances and their Courts are presided over by Presidents and have other officials to assist them who are all paid from Native Administration funds. There is no doubt that the reduction of Native Courts from over 1,300 to 107 has resulted in a more efficient and equitable system of justice.

Chiefs and headmen now have no judicial powers apart from those which may be conferred on them as members of Native Courts established by warrants issued by the Resident Commissioner with the approval of the High Commissioner. They may, however, act as arbitrators in the case of a civil dispute which neither party wishes to bring before the Courts.

## THE CHIEF JUSTICE

The Chief Justice is also Chief Justice of the High Courts of Swaziland and the Bechuanaland Protectorate. He is not resident in the Territory except when the High Court is in session.

## THE ATTORNEY GENERAL

The Attorney General who is a practising member of the Johannesburg bar, acts in a similar capacity for both Swaziland and the Bechuanaland Protectorate. He is also legal adviser to the High Commissioner.

## THE LEGAL SECRETARY

This post includes the posts of Master, Registrar and Sheriff of the High Court. The legal Secretary is also local legal adviser to the Government and is responsible for the recording and transcription of the proceedings of the High Court and of the Basutoland National Council, and also for deeds registration, legislative drafting, control of the Legal Vote and the registration of Births, Marriages and Deaths.

## REGISTRAR OF THE HIGH COURT

*(a) Criminal Trials*

During 1950, thirteen trial cases, involving 41 accused persons, were heard by the High Court. Two of these cases dealt with the crime known as medicine murder, and involved 17 accused persons, of whom 3 were found not guilty and discharged, and 14 were sentenced to death. Of the 14 persons sentenced to death, 6 have made application for leave to appeal to the Privy Council, and the sentences of four of the others have been commuted to terms of imprisonment.

Twenty-one accused persons were tried for murder (as opposed to medicine murder) and of these 12 were found guilty of Culpable Homicide and 6 were found not guilty and discharged. Of the three found guilty and sentenced to death, two had their sentences commuted to terms of imprisonment.

*(b) Criminal Appeals*

Forty criminal appeals were dealt with during 1950; of these, 6 were allowed, 25 dismissed, 3 struck off the roll, the appellants being in default, and 4 were withdrawn before hearing. In two appeals the Court ordered a re-trial before the Subordinate Courts.

*(c) Review of Criminal Cases*

Three hundred and thirty-six Subordinate Court cases were reviewed by the Chief Justice. In eight of these the convictions and sentences were

set aside, and in a further seven cases the sentences were varied. In three cases the Chief Justice declined to review the proceedings as appeals had been noted. In the remaining cases the convictions and sentences were confirmed.

In addition to cases subject to automatic review, summarised particulars of sentences in all Subordinate Court cases are scrutinised in the office of the Registrar of the High Court, and where necessary, cases not ordinarily reviewable are submitted to the Chief Justice for Review.

(d) *Civil Work*

Seven civil applications and five civil appeals were dealt with.

#### MASTER OF THE HIGH COURT

The duties of the Master of the High Court include the supervision of the administration of the estates of persons (other than tribal Africans) who are deceased or who are lunatics, and also of the administration of all insolvent estates. He is also responsible for the administration of the Guardians' Fund.

#### REGISTRAR

##### OF BIRTHS, DEATHS AND MARRIAGES

The Legal Secretary is responsible for the registration of births and deaths of persons other than Africans under the provisions of Proclamation No. 17 of 1947. Prior to this there was a voluntary system of registration governed by the Cape of Good Hope Act No. 20 of 1880.

During 1950, 24 births and 9 deaths were registered.

The Legal Secretary is also responsible for the registration of marriages under Proclamation No. 7 of 1911. Two thousand and sixty-nine marriages were registered in terms of this Proclamation during 1950, this figure includes marriages by Africans but not customary unions according to Basuto Custom, except where parties to such customary unions have subsequently been married by Marriage Officers appointed in terms of Proclamation No. 7 of 1911.

#### THE JUDICIAL COMMISSIONER

During 1950 an extra Judicial Commissioner was appointed. There is now one Officer for the Northern circuit and one for the South. This means that appeals can be heard more speedily. The Judicial Commissioners have also been granted jurisdiction to try criminal cases in every district of Basutoland, thus relieving District Officers of a considerable amount of Court work, and enabling them to tour their districts more frequently.

During the year 159 appeals from the Paramount Chief's court were heard. Of these 60 were upheld, 19 varied and 32 judgments were reversed. The rest were either postponed or struck off the roll for want of prosecution. In addition nine cases were sent back to the Paramount Chief's Court for rehearing.

339 criminal cases were heard in the various districts, of which 104 were for the Maseru district.

## 2. POLICE

### ADMINISTRATION

The Commissioner of Police of the Basutoland Mounted Police is the Departmental Head and Commanding Officer of the Force. He is responsible to the Resident Commissioner for its efficient administration.

The Commissioner is assisted at Police Headquarters by a Superintendent as Staff Officer, by a second Superintendent as officer in charge of the Police Training School, and by an Assistant Superintendent in charge of the Criminal Investigation Division and Records Bureau.

For Police Administrative purposes the Territory is divided into five Divisions, which in turn are comprised of nine Detachments. Detachment commands coincide with Administrative District boundaries.

In addition to his duties as second in command of the Force, the Deputy Commissioner is in command of a Division and controls the Detachment at the Capital of the Territory which is his Divisional Headquarters.

The remaining Divisions are each commanded by a Superintendent, who in addition commands the Detachment at his Divisional Headquarters, and is responsible to the Commissioner of Police for the efficient administration and working of his Division.

The remaining Detachments contained within a Division are commanded by Assistant Superintendents who are responsible to their Divisional Commanders.

All Commissioned Officers of the Force are Europeans. The Inspectorate and non-commissioned ranks are recruited from the Natives of the Territory. On 1st April, 1950, the new African post of Senior Inspector was created.

### ESTABLISHMENT AND STRENGTH

The following shews the establishment and actual strength of the Force as at 31st December, 1950 :

<i>Rank</i>	<i>Establishment</i>	<i>Strength</i>
Commissioner . . . . .	1	1
Deputy Commissioner . . . . .	1	1
Superintendents } . . . . .	12	6
Assistant Superintendents } . . . . .		5
Supernumerary Temporary Assistant Superintendents . . . . .	3	3
<b>Total Commissioned Ranks . . . . .</b>	<b>17</b>	<b>16</b>
Senior Inspector . . . . .	1	1
Sergeant Major . . . . .	1	1
Staff Sergeants . . . . .	7	7
Sergeants . . . . .	15	14
Corporals . . . . .	31	28
Troopers . . . . .	293	296
<b>Total Inspectorate and Non-commissioned Ranks . . . . .</b>	<b>348</b>	<b>347</b>
<i>Civilian Employees</i>		
Lady Clerk (European) . . . . .	1	1
Saddlers (African) . . . . .	5	5
<b>Total . . . . .</b>	<b>6</b>	<b>6</b>

## TRANSPORT

The Force has an establishment of 10 motor trucks, 287 riding horses and 89 pack animals.

## POLICE TRAINING SCHOOL

The School is commanded by a Superintendent, who has a staff of one Sergeant, one Corporal and one Lance Corporal to assist him. It is situated at Walker's Camp on the outskirts of Maseru. In addition to courses for recruits, each normally of 6 months' duration, refresher courses and promotion courses are held as desirable for N.C.O.'s and Senior Troopers.

During the year 50 recruits completed their training and were posted to Divisions, 3 were discharged as unsuitable, 1 was transferred to the Medical Department, and 10 were still in training at the end of the year.

CRIMINAL INVESTIGATION DIVISION AND  
RECORDS BUREAU

The Division is commanded by an Assistant Superintendent of Police directly responsible to the Commissioner. The African establishment is

1 Sergeant, 3 Corporals and 7 Troopers, who, besides staffing the Bureau, are available if necessary for special investigations. In addition to the normal work of a Bureau, it is responsible for the proper presentation of cases for the consideration of the Attorney-General and for their final preparation for the High Court.

PIONEER SECTION

The Pioneer Section, which undertook the repair of Police buildings outside the main camps, was abolished for financial reasons at the end of March, 1950.

WORK OF THE POLICE

(a) *Border Posts*

The Force is responsible for the manning of 35 Border Posts, which have an establishment of 3 N.C.O's and 74 Troopers. They are mainly occupied with Customs duties, the collection of revenue, and the enforcement of Government Regulations dealing with the export and import of livestock and grain.

(b) *Patrolling*

203,344 men miles were covered during the year by 7,495 patrols of a total of 8,874 members of the Rank and File who were despatched on horsed patrols. A large proportion of this mileage was performed during the course of criminal investigations.

(c) *Mountain Posts*

Work continued on the building under Police supervision of 8 Police posts in the mountains. When in full operation they will materially reduce the period between the occurrence of an offence and its investigation. At the end of the year one post had been taken over from the contractor and a number of others, though incomplete, were in partial operation.

CRIME

The contraventions or alleged contraventions of the Laws of the Territory reported to the Police during 1950 numbered 4,703. This figure excludes 530 cases which were pending at the close of 1949.

The cases were disposed of as follows :

Sent for trial . . . . .	2,437
Transferred to Native Courts . . . . .	1,698
Withdrawn before arrest or issue of process . . . . .	330
Undetected . . . . .	349
Found false on enquiry . . . . .	82
Not completed during year . . . . .	337
	<u>5,233</u>

4,807 persons were prosecuted, 2,484 summarily convicted, 43 committed for trial, 1,685 transferred to Native Courts, 390 discharged and 347 on remand.

1,513 crimes of a serious nature were reported during the year, representing 32.17 per cent of the total for all offences. 199 crimes under this head were brought forward from the previous year.

1,542 serious crimes were fully investigated during 1950, and of these 773 or 50.13 per cent were sent for trial. Of the remaining 769 cases, 402 were handed to Native Courts, 107 were withdrawn, 54 were found false on enquiry and 196 or 12.71 per cent were undetected.

The following Table shows the number of convictions for various crimes and offences during the last eight years.

<i>Nature of Crime in Magisterial Courts</i>	1943	1944	1945	1946	1947	1948	1949	1950
Offences against the Person . . . . .	237	259	298	485	476	490	401	521
Offences against Property . . . . .	277	314	433	594	416	558	594	708
Offences against Liquor Laws . . . . .	28	26	44	61	81	66	77	140
Other Crimes . . . . .	830	697	824	834	984	1,012	1,069	1,109
	<u>1,372</u>	<u>1,296</u>	<u>1,599</u>	<u>1,974</u>	<u>1,957</u>	<u>2,126</u>	<u>2,141</u>	<u>2,478</u>
<i>In Superior Courts</i>								
Murder . . . . .	7	22	5	8	35	48	7	30
Culpable Homicide . . . . .	—	11	12	21	31	14	7	—
Attempted Murder . . . . .	—	4	2	—	3	—	—	—
Rape . . . . .	—	—	2	4	—	—	—	—
Other Offences against the Person . . . . .	—	4	—	8	6	1	4	—
Offences against Property with Violence to the person . . . . .	—	—	—	—	—	—	—	—
Other offences against property . . . . .	—	—	—	—	4	—	1	—
Public Violence . . . . .	—	—	—	—	—	—	—	—
Other Crimes . . . . .	—	—	—	—	1	—	—	—
Total . . . . .	<u>1,379</u>	<u>1,337</u>	<u>1,620</u>	<u>2,015</u>	<u>2,037</u>	<u>2,189</u>	<u>2,160</u>	<u>2,508</u>

The number of convictions for 1950 shows an increase of 348 cases over last year's total, but this increase is not abnormal, as the total for the year 1945 increased by 283 cases over the total for 1944, and the total for 1946 increased by 395 cases over the total for 1945.

This increase is attributed to the success of the mountain Stock Theft Patrols; the number of stock theft cases sent for trial for the year 1949 was 214 compared with 330 cases in the year under review.

Increases are also reflected in cases of common assault, theft and contraventions of the Liquor Law. It is difficult to attribute the increase

to any definite cause, but it is probable that more people are moving to and around the Camps, where the sale of illicit liquor continues.

### “MEDICINE” MURDER

The investigation of this crime still proves extremely difficult. During the year under review, 20 persons were sent for trial, 14 persons were convicted and 6 persons were acquitted.

In addition 3 cases of Medicine Murder were reported to the Police in all of which investigations were successful.

It is anticipated that the incidence of Medicine Murder will never again reach the grave proportions which it did in 1948, but it is realised that it will be some years before this class of crime is completely stamped out; isolated cases may still occur.

A comparative Table showing the “Medicine” Murders reported since 1942, and the fluctuations over the past eight years, is given hereunder:

<i>Year</i>	<i>Cases Reported</i>	<i>Increase over Previous Year</i>	<i>Decrease over Previous Year</i>
1942	3	1	—
1943	4	1	—
1944	8	4	—
1945	6	—	2
1946	7	1	—
1947	6	—	1
1948	20	14	—
1949	5	—	15
1950	3	—	2

### 3. PRISONS

The authorized establishment of the Basutoland Prison Service is as follows:

#### *European*

Superintendent of Prisons . . . . .	1
Senior Gaoler . . . . .	1

#### *African*

Senior Gaoler . . . . .	1
Gaolers Class I . . . . .	8
Gaolers Class II . . . . .	2
Gaoler Clerk . . . . .	1
Clerk . . . . .	1
Technical Instructors . . . . .	9
Warders . . . . .	63
Female Gaoler . . . . .	1
Female Warders . . . . .	6
Total . . . . .	<u>92</u>



There are ten prisons in the Territory including the Central Prison at Maseru which is of antiquated construction and is gradually being replaced by a new building, which is being erected by the prisoners and of which one wing is now completed and occupied. There is also a camp for young prisoners at the Gaol Gardens, Maseru.

The total number for persons committed to prison during 1950 was 3205 of whom 2154 were sentenced to imprisonment. The daily average population was 555.82. The figures for 1949 were admissions 2823, convicted 1728 and the daily average population 567.71.

Recidivism showed an increase from the previous year. The number of persons returning to prison was 504 or 15.72 per cent of the total admissions as compared with 8.01 per cent in 1949.

The increase is due to more cases of stock theft caused by the high price of wool. Many of these offenders when brought before the Court were found to have had previous convictions for the same crime.

#### WOMEN PRISONERS

Women prisoners, except those serving very short sentences, are always transferred to Maseru.

There is a small female staff at Maseru consisting of one Female Gaoler and six Female Warders.

In smaller prisons women who are on remand or serving short sentences are supervised by temporary female warders.

The Women prisoners at Maseru are employed in laundry work and cleaning at the Government Hospital, light work in the prison garden, and repairing clothing and making female clothing.

The Female Gaoler gives instruction in elementary hygiene and several women have been taught to read and write. It is hoped soon to start proper classes for all women serving long sentences.

#### SPIRITUAL WELFARE

There are no chaplains attached to the prisons but Ministers of all denominations are allowed and encouraged to visit the prisons and hold services or talk with prisoners on matters affecting their spiritual welfare.

#### HEALTH AND DIET

The general health of prisoners throughout the year has been good. There were 131 admissions to hospital and 4 deaths excluding judicial hangings.

There are no Medical Officers appointed to prisons, but the Government Medical Officer of each station is required to see all admissions and sick prisoners at the Government dispensary. He also inspects the prison and sees all inmates weekly.

There are no hospitals or sick bays in any of the prisons, but prisoners requiring hospital treatment are admitted to the local Government hospital. It has not been possible to make special provision for prisoners in any of the hospitals; they occupy beds in the ordinary wards and are guarded day and night by warders. In the new Central Prison a small hospital will be built.

#### LABOUR

Prison labour is used for various works of a public nature including stone quarrying and minor building repairs, gravel quarrying and road repairs, sanitary work, loading and unloading Government Stores, hedge clipping, cleaning and gardening at hospitals. Each prison has a garden and supplies as many vegetables as possible for use in the prison.

At Maseru there are several prison industries, the chief being gardening. For many months the prison garden supplied all the vegetable needs, not only of the prison, but also of the Government Hospital, Discharged Soldiers Hospital, Leper Settlement, and other prisons. During the year approximately 92,000 lb. of vegetables were produced.

The tailoring industry now manufactures all prison clothing and staff uniforms.

Several prisoners are now quite proficient shoe repairers and several articles of leather equipment have also been produced, including waist belts, revolver holsters, and electric lamp cases.

Stone quarrying is the oldest of prison industries, but this has now been extended to include building, and the stone which is being quarried and dressed is now being used in the building of the new Central Prison mentioned earlier.

Bricks of a good quality are also being produced in sufficient quantities for our building needs.

The carpentry section is doing all the joinery and roofing in the new prison.

The Blacksmith Warder teaches prisoners to sharpen tools for the masons and to manufacture new ones. A few tools have also been made for the Public Works Department during the year.

About £400 has been paid into revenue from Prison Industries during the year.

Provision is made in the regulations for certain classes of prisoners to be employed on public works outside the prisons. Although few prisoners are treated in this manner the scheme has proved successful where it has been tried.

#### DISCIPLINE

Discipline remained fairly good throughout the year; 11 prisoners escaped from custody, and 8 were recaptured. Comparative figures for the previous years were 10 and 8 respectively.

All executions are carried out at Maseru.

On 31st December 1949 there were 3 prisoners in custody under sentence of death. There have been 17 sentenced during 1950. The outcome of the cases was as follows :

Executed. . . . .	3
Sentence commuted to imprisonment . . . . .	2
Cases under appeal or awaiting confirmation . . . . .	<u>15</u>
Total . . . . .	<u>20</u>

## CHAPTER X

### PUBLIC UTILITIES AND PUBLIC WORKS

#### WATER

All Water Supplies in Maseru and District Centres are owned and operated by Government. Apart from the Maseru Supply which is pumped from the Caledon River augmented by springs, all District Supplies are from piped springs and boreholes.

Work on the new Water Supply Scheme for Maseru proceeded satisfactorily to completion. The construction, which was financed from Colonial Development and Welfare funds, included a new 3,500,000 gallon storage reservoir, new service reservoir and distribution system.

In the districts, a successful borehole was drilled at Leribe and arrangements made for drilling to be put in hand at Quthing early in 1951. Plant for equipping the new borehole at Mohale's Hoek arrived and construction started on a new 50,000 gallon storage tank. At Butha-Buthe a new engine and supply line were installed.

Apart from the Government supplies the normal source of water for the villages and trading stores is from springs, although a small number of traders and missionaries have sunk successful shallow boreholes giving comparatively small yields.

#### ELECTRICITY

The only Electricity Supply undertaking in the Territory is at Maseru and was purchased by Government in 1948. Plans for a new power station financed by loan funds were in course of preparation and a tender for the installation is expected early in 1951. The operation of the new power station will be controlled by a Public Utility Board but until this is established the supply is being managed by a local firm of engineers.

## CHAPTER XI

## COMMUNICATIONS AND TRANSPORT

## RAILWAYS

The Territory is linked with the Railway system of the Union of South Africa by a short line from Maseru to Marseilles, on the Bloemfontein-Natal main line. From this junction it is possible to proceed by rail direct either to Bloemfontein or Bethlehem, and from these junctions respectively to the cities of Cape Town and Johannesburg, and to Durban. One mile of the line is in Basutoland. The railway does not at any other point enter Basutoland, but runs along the boundaries of the Territory and goods are transported by road to and from the nearest railway station across the border.

The Road Motor Transport Department of the South African Railways runs regular services between Fouriesburg and Butha-Buthe, Zastron and Quthing, Zastron and Mohale's Hoek.

## ROADS

The greater part of Basutoland is very mountainous and in this area all transport is effected by the use of pack animals.

On the Western side of Basutoland there is a strip of agricultural country from North to South in which a fairly good road system has been developed. The main roads traverse the whole of this area, with branches leading west to the principal points of exit. Nearly all the roads are gravelled and carry motor and ox-wagon traffic in all weather. There are, however, a number of unbridged rivers and streams which, during flood periods, may delay travellers for some hours.

From the main roads a number of feeder roads lead towards the interior. By-roads to trading centres and missions start from these feeder roads and penetrate still further into the interior. Although several roads now cross the first range of mountains, none has yet reached the second range. Feeder roads are maintained by the Government, and during the year a certain amount of gravelling has been carried out and particular care taken to improve drainage at the same time.

The by-roads are maintained by traders and others to whose stations they lead, and annual Government grants are made towards their upkeep.

On the eastern side of Basutoland, in the Qacha's Nek district there is a short road system, similar to that described above, and the standard reached is much the same as that on the western side of the Territory.

From Colonial Development and Welfare Funds a new road was

constructed in the North from the Hololo River to Hendrick's Drift and a bridge built near Butha-Buthe. In the South work commenced by contract on the construction of a new 470 long low level bridge over the Orange River.

#### BRIDLE PATHS

There are approximately 1600 miles of bridle paths in the Territory, which are now maintained by the Native Administration with advice from the Public Works Department.

#### AVIATION

There are only two recognized aerodromes in Basutoland and these are for the lightest types of aircraft. They are at Maseru, the capital, and Mokhotlong, the District Headquarters in the Drakensberg mountains.

#### POSTAL AND TELEGRAPHIC COMMUNICATION

No additional post offices were established but the frequency of mails between existing centres was improved. To accelerate the disposal of mails for the Mokhotlong area a bi-weekly airmail service was established between Ladysmith, Natal-Mokhotlong-Maseru.

As a result of the transfer to the Basutoland establishment of the Communications Technician, previously seconded from the Union Post office Administration, the telecommunication services of the Territory have been much improved.

#### TELEPHONES

The demand for new services has increased but because of the rising cost of material only 26 additional subscribers could be connected to the system. There is, however, every likelihood of satisfying many more applicants during the coming year as well as reconstructing the exchange at Maseru on modern lines.

#### RADIO - COMMUNICATION

The Maseru-Mokhotlong-Qacha's Nek radio link system has been extended to include Mashai. These stations, observing regular schedules, now provide useful service to the public in the remote mountain areas.

## PART III

### CHAPTER ONE

## GEOGRAPHY AND CLIMATE

### PHYSICAL CHARACTERISTICS

The Colony of Basutoland is an enclave within the Union of South Africa, its boundaries running with those of Natal Province to the East, Cape Province to the South, and the Orange Free State to the North and West. It lies between latitudes  $28^{\circ}35'$  and  $30^{\circ}40'$  South and longitudes  $27^{\circ}$  and  $29^{\circ}30'$  East. It comprises an area of 11,716 square miles of which about one quarter in the West is lowland country varying in height above sea level from 5,000 to 6,000 feet, the remaining three-quarters being highlands rising to a height of 11,000 feet in the Drakensberg Range, which forms the eastern boundary with Natal. The mountain ranges run from North to South and those in the central area, named the Maluti, are spurs of the main Drakensberg Range which they join in the North forming a high plateau varying in height from 9,000 to 10,500 feet. It is this area, where two of the largest rivers of the Union, the Orange and the Tugela, and tributaries of the Caledon have their source, that has caused Basutoland to be called the "sponge" of South Africa.

The soils in the mountain area are of basaltic origin, and those in the lowlands are derived mainly from the underlying cave sandstone. In the lowlands the soil has been cropped continuously for upwards of 80 years. Due to the absence of fuel practically all of the cattle manure is burnt, so that little or no organic matter is returned to the land: thus with the increasing population, both human and livestock, excessive demands have been made on the soil which has lost its structure and has become subject to serious erosion. The soils in the mountains have been brought into cultivation comparatively recently and are rich, though shallow. Owing to former uncontrolled grazing the areas situated above the arable land in many places became denuded of the grass cover, and the rush of surface water from those denuded areas caused serious gully erosion on the arable land situated below. The measures which have been and are being taken to control erosion and to restore and preserve the grass cover are described earlier in this Report.

## CLIMATE AND RAINFALL

Rainfall is variable and averages approximately 28 inches a year over most of the country. Most of it falls in the months from October to April, but there is normally no month which has less than half an inch. Serious droughts, like the one of 1948-1949 are rare and there are a large number of perennial streams, though not so many as existed some years ago. Unfortunately river discharge statistics show that most of this water is lost to Basutoland in the form of run-off. The deciding factors from an agricultural point of view are whether the rain comes at intervals suited to the growth of the staple crops and whether it comes in the form of short and heavy storms, running to waste and eroding the soil, or in steady, soaking showers. In the lowlands the temperatures vary from a maximum of 90 degrees or more in summer to a minimum that rarely drops below 20 degrees in winter: in the highlands the range is much wider and temperatures below zero are by no means unknown.

## CHAPTER II

## EARLY HISTORY

The Basuto as a nation did not come into prominence until 1818, when Moshesh, a minor chief of the Bakoena tribe in North Basutoland, gathered together the remnants of the various clans that had been scattered by the raids of the Zulu and Matebele.

The new nation went through many vicissitudes of fortune, first with the emigrant Boers of the Great Trek, and then with the British under General Cathcart in 1852. From 1856 until 1868 there was a series of wars with the Orange Free State burghers, and, being hard pressed and having lost a large portion of his country (now known as "the Conquered Territory"), Moshesh repeatedly sought the protection of the British Government.

His request was eventually granted, and the Basuto became British subjects in 1868. Part of the Proclamation issued by Sir Philip Wodehouse, the Governor of the Cape Colony, on 12th March, 1868, reads as follows:

"Now therefore, I do hereby proclaim and declare that from and after publication hereof the said tribe of Basuto shall be taken to be British subjects, and the territory of the said tribe shall be taken to be British territory."

The country remained in a very unsettled condition until it was annexed to the Cape Colony by an Act of the Cape Legislature, No. 12 of 1871. The Act expressly declared that the territory was not to be subject to the general laws of the Colony, and gave the Governor power to

legislate for it by proclamation and to extend to it by proclamation any Cape Act not otherwise in force therein.

The people never took kindly to the Cape Colonial rule, and after various disturbances the Government of the Cape, in 1880, extended to Basutoland the provisions of the Cape Peace Preservation Act of 1878, which included a clause for the general disarmament of the Basuto. They refused to accept the terms and, after a war lasting nearly a year, an agreement was arrived at under which the Act was repealed and certain fines were paid by the Basuto.

Although outwardly peace was restored, there still remained several chiefs who would not submit, and it was eventually decided by the Government of Cape Colony to hand over the administration to the Imperial Government. This was effected by Order in Council of 2nd February, 1884, which was proclaimed and brought into force by Proclamation No. 75A of 18th March, 1884. This proclamation defined the boundaries of the Territory and restored it to the direct control of the Queen through Her Majesty's High Commissioner for South Africa.

### CHAPTER III

## ADMINISTRATION

#### CONSTITUTIONAL AND ADMINISTRATIVE

The Territory is governed by a Resident Commissioner under the direction of the High Commissioner for Basutoland, the Bechuanaland Protectorate and Swaziland, the latter possessing legislative authority, which is exercised by proclamation promulgated in the Official Gazette. Until 1931 the office of the High Commissioner was held by the Governor-General of the Union of South Africa, but with the close of the Earl of Athlone's period of office the two posts were separated.

The executive posts of the Government, other than those of the Resident Commissioner and Government Secretary, are held by Heads of Departments and District Officers who are responsible to the Resident Commissioner for the good order and administration of their respective spheres. For administrative purposes the country is divided into nine districts under District Commissioners, stationed at Butha-Buthe, Leribe, Teyateyaneng, Maseru (the Capital), Mafeteng, Mohale's Hoek, Quthing, Qacha's Nek and the mountain station of Mokhotlong.

These districts are divided into wards and smaller areas presided over by principal chiefs, ward chiefs, chiefs, and headmen who are responsible to the Paramount Chief in all matters relating to law and custom. All chiefs are hereditary and are descended from the house of Moshesh or from allied families.



Heads of Departments are the Financial Secretary, Director of Medical Services, Director of Livestock and Agricultural Services, Director of Education, Government Engineer and the Commissioner of Police. In 1947 the Prisons Department was separated from the Police and is now under the control of a Superintendent of Prisons.

A Judicial Commissioner was appointed in 1943 to deal with civil and criminal appeals from the Paramount Chief's Court, and a Registrar and Master of the High Court was appointed in 1944. A second Judicial Commissioner was appointed in 1950 in terms of Proclamation No. 25 of 1950. Both Judicial Commissioners now have power to hold criminal cases, in addition to civil cases, in all districts of the Territory. The idea being to relieve District Commissioners of some of their judicial work and to enable them to devote more time to their administrative duties.

#### NATIVE ADMINISTRATION

Basutoland is an African territory without European settlers or land-owners and is governed under the system of "indirect rule". The Basuto owe allegiance to a single Paramount Chief under whom is a hierarchy of Chiefs and Headmen, a number of whom trace their descent to Moshesh (1785-1870), the founder of the Basuto nation, and are styled "The Sons of Moshesh". This feudal aristocracy claimed and exercised considerable powers and privileges.

An Advisory body known as the Basutoland Council, constituted by Proclamation in 1910, consisting of the Resident Commissioner as President, the Paramount Chief and 99 Basuto members, 94 of whom are nominated by the Paramount Chief and five by the Resident Commissioner, meets once a year to discuss matters affecting the domestic affairs of the Nation and to express its opinion on any draft laws and Proclamations that may be laid before it by the President. Until such time as Basutoland has its own Legislative Council, it is the policy of the Government to consult the Paramount Chief and the Basutoland Council before Proclamations closely affecting the domestic affairs and the welfare of the Basuto people or the progress and development of the Basuto Native Administration are enacted.

In recent years developments of some political importance have taken place. In 1938 a Native Administration Proclamation and a Native Courts Proclamation were promulgated. The former recognized the Paramount Chief and his Subordinate Chiefs as an integral part of the Government of the Territory, defined their powers, and vested them with legal authority, while the latter extended similar recognition to the Basuto Courts and defined and extended their jurisdiction. Further developments were delayed by the outbreak of war, until in accordance with resolutions passed at the 1943 Session of the Basutoland Council a District Council was established as an advisory and consultative body in each of the nine districts into which the country is divided for administrative purposes. These District Councils give the people a voice in the management of

local and national affairs. The majority of the members are elected by popular vote at local pitsos (assemblies) and two to five members of the Basutoland Council, resident in each District are nominated by the Paramount Chief to sit as District Councillors.

These District Councils meet once a year shortly before the Session of the Basutoland Council and elect members who are nominated by the Paramount Chief for appointment as members of the Basutoland Council. At first each District elected one member only making a total of nine members for the whole Territory. In 1948 the number was increased to four members per district with a corresponding reduction in the number of members not so elected. Both in the Basutoland Council and District Councils provision was made for the election of members to represent important sectional bodies such as the Agricultural Association, the Progressive Association, the Teachers Association and the Basuto Traders. As a result of these changes 42 out of the 99 members of the Basutoland Council are now elected by popular vote and an important step has therefore been taken towards placing the Native Administration on to a more representative basis. Members of both the Basutoland Council and District Councils now hold office for three years. As a means whereby the Basutoland Council could be consulted when not in session, a Standing Committee, consisting of five of its own members elected by Council, was established and to this Committee, whose discussions are attended by the Resident Commissioner and Paramount Chief, all important questions are referred when Council is in recess. At the 44th Session of the Council it was recommended that three permanent advisers to the Paramount Chief should be elected by Council and effect has been given to this resolution, it being left to the Paramount Chief to choose her three advisers from a panel of eighteen elected by the Council.

A further necessary step in the development of the Native Administration, the establishment of a National Treasury, was taken in 1946. At the end of 1943 a Committee consisting mainly of Basuto was appointed to work out a scheme for the establishment of a National Treasury, and its proposals were published in a booklet which was widely distributed throughout the Territory. The proposals put forward were not confined to the establishment of a National Treasury, but included the reorganization of the Basuto Courts, entailing a reduction in their number from over 1,300 to about 130. Recently this number has been further reduced to 107.

It was also recommended that the long established practice of chiefs and others being remunerated by "eating" the fines their courts imposed, and by the proceeds of the sale of unclaimed stray stock, which had led to abuse, should be abolished. It was proposed that chiefs and others engaged in carrying out the administrative, judicial, and fiscal duties which are now undertaken by the Native Administration should be paid fixed allowances or salaries by the National Treasury into which would be paid all court fines and fees and the proceeds of the sale of stray stock. These proposals were accepted by the Paramount Chief on the recommendation of the Basutoland Council in 1945.

The political and administrative reforms set out in the preceding paragraphs are regarded as essential preliminaries to undertaking any comprehensive scheme of development, if plans are to be carried out efficiently and economically with the good will and co-operation of the Native Authorities and the people, and if the social and economic advance made is to be of lasting value to the life of the community.

## CHAPTER IV

### WEIGHTS AND MEASURES

The weights and measures in common use in the Territory are the British Imperial.

The Cape Act of 1858 which defines the standard of weights and measures according to the English Act of 1824 still applies in Basutoland in terms of Proclamation No. 4 of 1904.

## CHAPTER V

### NEWSPAPERS AND PERIODICALS

Several papers are published in the Territory in Sesuto. These are *Mochochonono*, *Moeletsi oa Basotho* and *Leselinyana*. The first is published by the Bantu Press Ltd. and the other two are Mission papers. They are weekly publications.

In addition to these there is the newspaper *Mphatlalatsane* which is published by the Bantu Press in Johannesburg mainly for the interest of the Basuto Community living there. It is also distributed in Basutoland. A page of this paper is reserved by the Basutoland Administration and is used for the publication of items of special interest that have occurred in Basutoland and for propaganda work. Slip copies of special articles, particularly on Agricultural, Medical and Educational subjects, are obtained in bulk and distributed throughout the Territory in Sesuto.

The only English newspaper which is published locally is the *Basutoland News*, a weekly publication which deals mainly with the interests of the European Community.

## CHAPTER VI

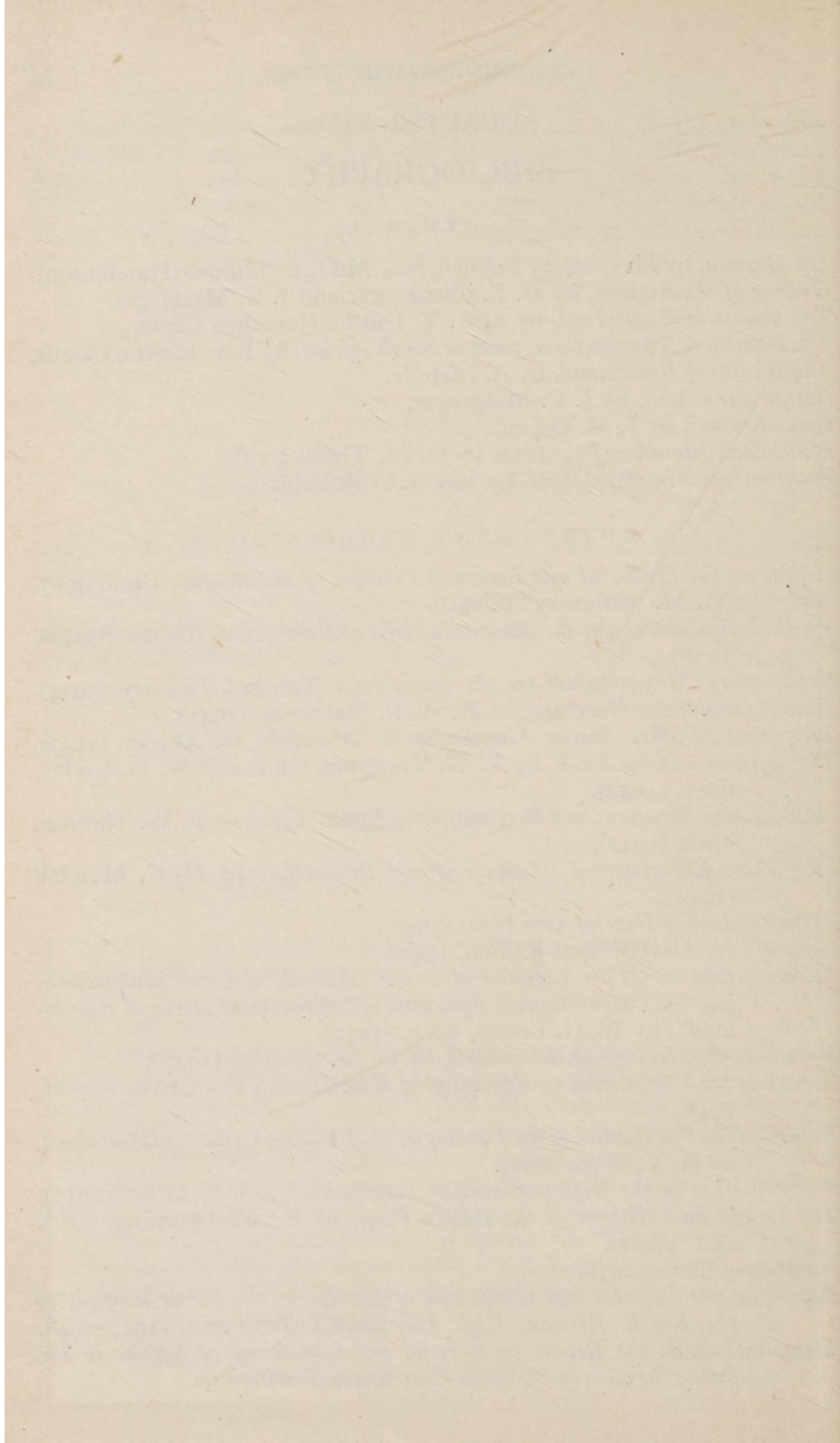
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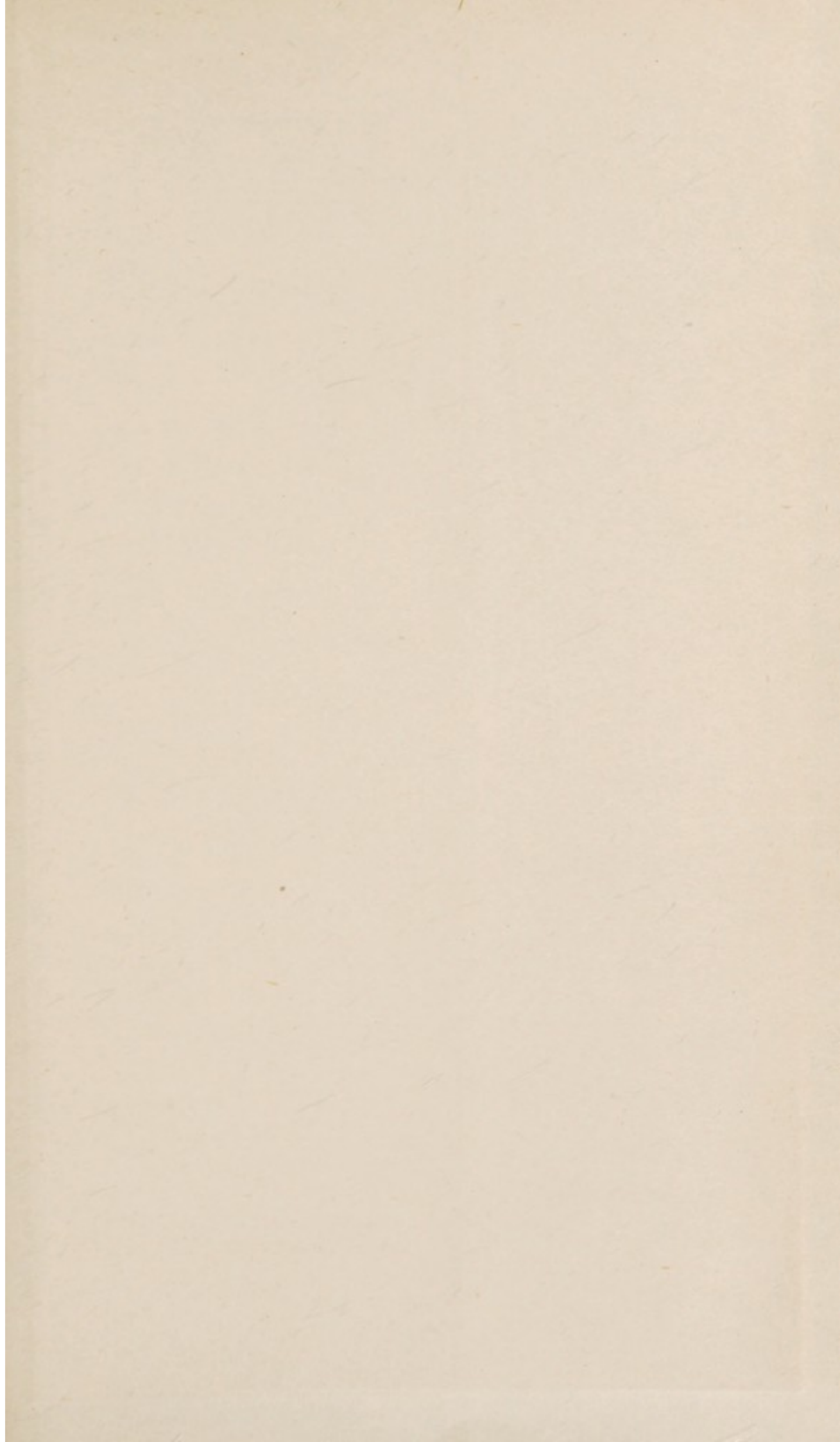
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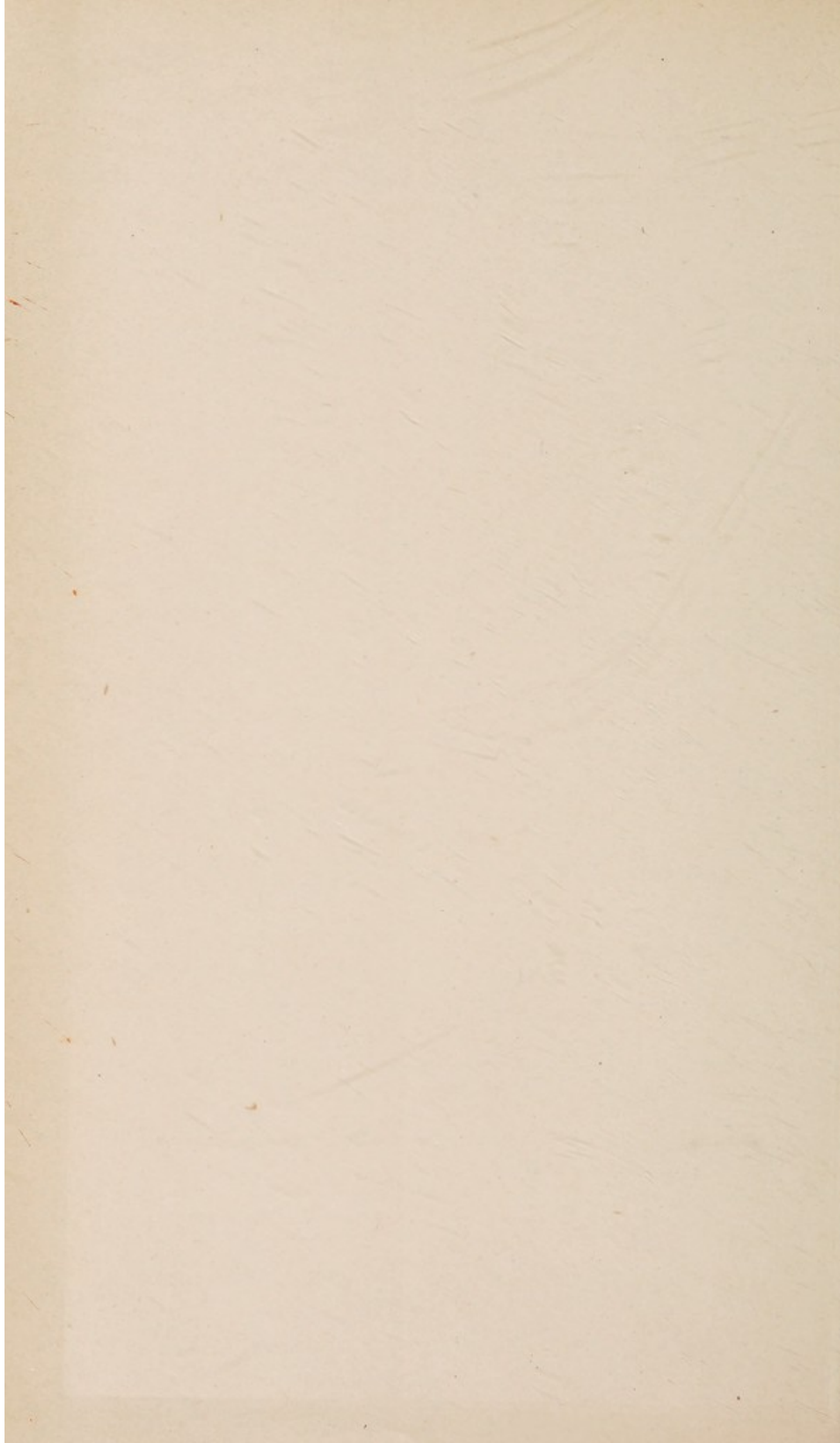
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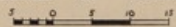


LEGEND	
ROADS	—
BRIDLE PATHS	- - -
DISTRICT BOUNDARIES	⋯
TOWNSHIPS	▬
VILLAGES	○
DISTRICT HEADQUARTERS	■
TRADING STATIONS	●



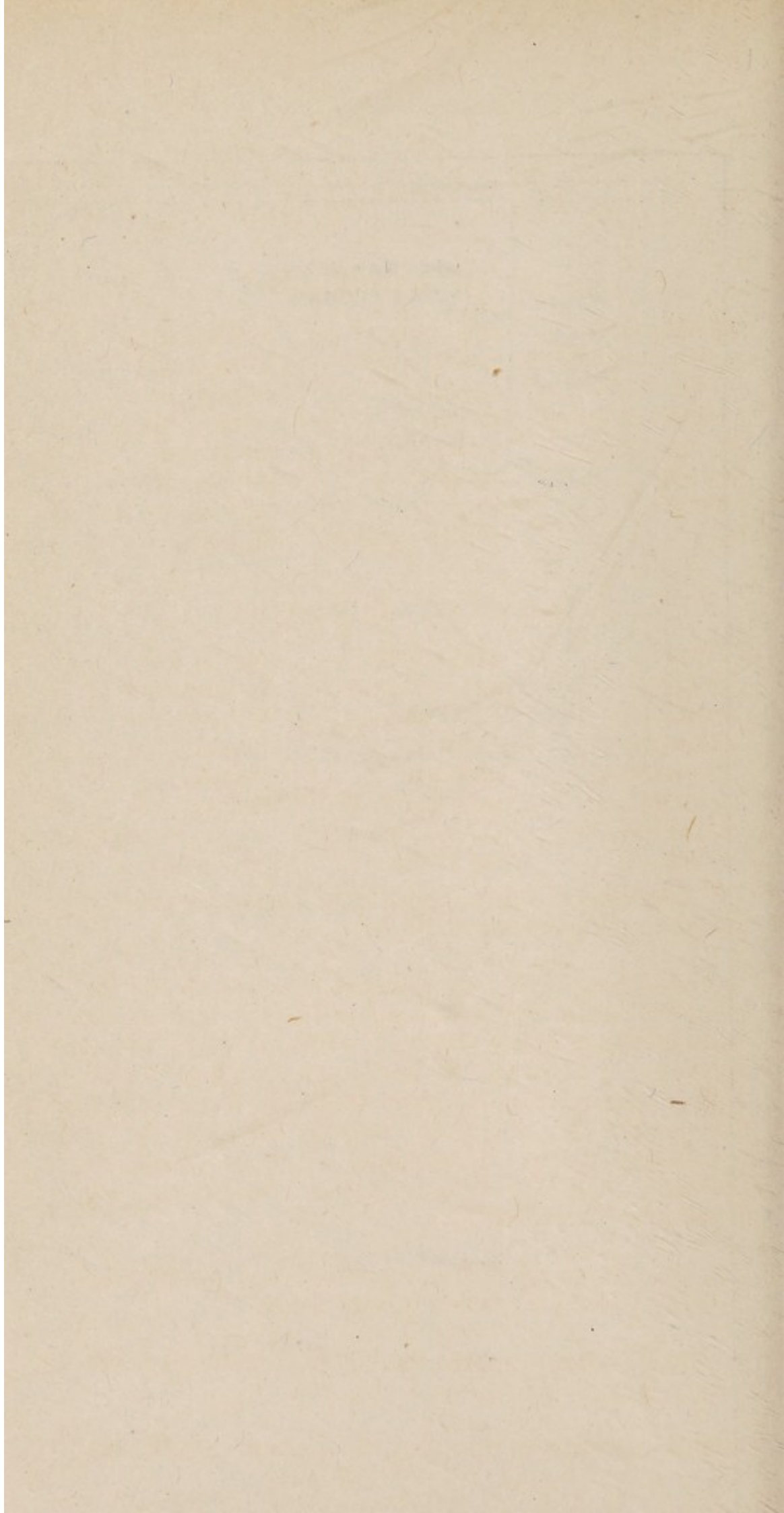
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