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COLONIAL REPORTS

# Basutoland 1951




LONDON: HER MAJESTY'S STATIONERY OFFICE  
1952

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COMMONWEALTH RELATIONS OFFICE

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ANNUAL REPORT  
ON  
BASUTOLAND

FOR THE YEAR

1951

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LONDON: HER MAJESTY'S STATIONERY OFFICE

1952

(Printed in Basutoland)



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## PART I

### REVIEW OF THE MAIN EVENTS OF THE YEAR 1951

#### CHAPTER ONE

##### 1. FINANCIAL AND ECONOMIC POSITION

The improvement in the financial position of Basutoland, which became manifest during 1950, was maintained during the year. The import restrictions imposed by the Government of the Union of South Africa, owing to an adverse external trade position, were relaxed and this had a favourable effect on the revenues of Basutoland. The increase in Customs and Excise revenue during the financial year ended 31st March, 1951, was more than £60,000 over the figure originally estimated. The position during the current financial year will be still better and the latest information reveals that the revenue for 1951/52 will show substantial increases over the collections for the previous year.

Revenue from Income Tax also showed a large increase over the estimated figure and the revenue from Native Tax for the year ended 31st March, 1951, amounting to over £284,000, was a record for the Territory.

This improved revenue position has, however, been largely offset by increasing costs of administration due to the steady rise in prices of all government stores—in the case of medical supplies the costs have risen by over 100 per cent. during the past two or three years—but advantage has been taken of the improved position to remedy many shortages of staff and equipment that were hindering the Territory's development programme.

The estimates for the financial year ending 31st March, 1952, which provided for an expenditure of £977,624 and a revenue of £938,921, originally budgeted for a deficit of £38,703. Owing to the more favourable revenue position it is estimated that there will now be a surplus.

##### 2. AGRICULTURE AND FOOD PRODUCTION

Basutoland is a country virtually without industries and a Geological Survey conducted in 1938-1940 made it clear that there is little chance of any mineral development. The economic future of the country must then depend mainly on agriculture and stock raising.



The year 1951 has been one of consolidation and development, and steady progress has been made despite adverse agricultural conditions which resulted in a poor grain harvest.

There were signs of food shortages in some areas but these were overcome by increased imports of maize and maize products from the Union of South Africa. During the year 172,000 200 lbs. bags were imported from that source mainly during the months from August to December.

Prospects for the new season's crops are poor on account of drought during November and December over a large part of the Territory.

The major exports from the Territory are wool and mohair, and the quantities exported during 1951 were 8,814,024 lbs. of wool and 1,242,376 lbs. of mohair. With the favourable prices ruling for Basutoland wool and mohair this represents some £2,450,000 of the national income of the Territory.

Under the policy for Angora Ram improvement 150 rams of good breeding were introduced into the Territory and arrangements have been made with the South African Mohair Growers Association whereby further supplies of goat rams are assured.

Agreement has been reached with the authorities in the Union of South Africa for the export in bond to overseas markets of Shade dried hides, known in the trade as "Maluti" hides. A limited liability company is being formed to handle these, and the enhanced prices which properly processed hides will fetch should be a great boon to the Basuto.

Rotational grazing has been extended in several districts and with the exception of two small areas all mountain districts have been brought under control. The time has now arrived for the cattle post areas, which were destocked four or five years ago, to be restocked on a basis of carrying capacity and rotation.

The aerial survey of the country reported in the last Annual Report was completed, but the progress of the ground control triangulation has been delayed owing to the difficult topography of the mountainous areas. It is now anticipated that this work will take at least another year to complete.

A Veterinary Assistants' Training School was established in August and has twelve students. The course, which will last a year, is designed to give the students instruction in simple veterinary measures. At the end of the course they will each be posted to a district where they will be responsible to the Principal Veterinary Officer for all veterinary matters.

The scope of soil conservation work has been enlarged by a further grant of £122,200 from the Colonial Development and Welfare Fund. (Scheme 603B). This has enabled existing work to be speeded up, new works to be commenced and additional implements to be bought.



During the year a further 22,000 acres were terraced in the lowlands and 33 dams were constructed.

A Pilot Project Scheme which includes a demonstration valley and mechanised cultivation on a co-operative group basis has been approved in principle. It is intended that this valley shall be not only a large scale demonstration area for all aspects of betterment work in Basutoland, but that lessons learnt there should be disseminated throughout the Territory by members of the Agricultural Department's staff sent there to assimilate what is being achieved.

### 3. CO-OPERATIVE SOCIETIES

During 1951 the number of registered co-operative societies increased from 29 to 32. There are now 9 wool and mohair marketing societies, 19 consumers' clubs and 4 agricultural societies.

The wool and mohair marketing societies have had a good year on account of the high prices for these products, though mohair marketing is still on a comparatively small scale. The best price for wool was obtained by Mafeteng Wool Marketing Society—140d. per lb. for Super C.1 (Wool  $2\frac{3}{4}$  ins. or over) and 77½d. for Lox (Stained wool). The quantity of hides and skins marketed has further increased, especially at Mafeteng.

The appointment of an Assistant Registrar and two new African inspectors has permitted of increased touring and supervision. The time has not yet come, however, for the movement to expand on any large scale and stress is still being laid on the consolidation of the existing movement and the teaching of true co-operation in every way.

As in 1949 and 1950, Wool and Mohair marketing continued to occupy the most important position in co-operative development, the turnover and effectiveness of some consumer and agricultural societies being a little disappointing.

### 4. NATIVE ADMINISTRATION

#### (a) *Paramount Chief's visit to the United Kingdom*

The Regent Paramount Chieftainess and a party of Chiefs and Basuto visited the United Kingdom from the 22nd of September to the 13th of November, 1951. The highlight of the tour was a visit to Buckingham Palace to present a loyal address to the King. His Majesty was prevented by illness from receiving the deputation but they were granted an audience by Her Majesty the Queen.

The programme arranged by the Commonwealth Relations Office was most comprehensive, and in addition to providing an opportunity to see many parts of the United Kingdom it also enabled



the party to see a variety of farming activities, from conditions in Wales and Scotland to abstruse experimental work at Cambridge and Rothamsted. They also saw local government in operation—urban in Lincolnshire and rural in Sussex. A visit to a Hydro-Electric Scheme in Scotland was of particular interest to the party because of the possibility of similar developments in the Territory. In addition visits were made to a racing stable and stud near Maidenhead, a tractor works at Coventry and the party had the opportunity of visiting a Polling Station on Election Day and being present at the opening of Parliament.

A number of points of special significance to Basutoland emerged from the visit and are now being discussed with the Department of Agriculture. These are :

- (i) the need for a stock reduction scheme ;
- (ii) the need for livestock improvement coupled perhaps with artificial insemination ;
- (iii) the advantages of mechanised farming ;
- (iv) the speeding-up of tree planting and its extension to the more barren mountain slopes ;
- (v) the need for active pest control ;
- (vi) the desirability of experimental stations being established within the territory as the focal centre of a system of advisory services.

(b) *Special levy*

At a special session, the Basutoland Council debated the recommendations of a Committee appointed to investigate ways and means of raising funds for higher education. The aim is to collect £100,000 principally by means of a basic levy of 5s. on all adult males and a graded levy on various categories of natives, based on wages earned, stock owned, etc. Most of the Committee's recommendations were accepted by Council and they now await the Secretary of State's approval.

The proposals are significant for the following reasons :

- (i) they were put forward spontaneously and of their own initiative by the Basuto themselves ;
- (ii) they demonstrate the exceptionally keen interest which the Basuto take in education, and
- (iii) the levy includes a form of income tax and a graded stock tax.

(c) *Native Courts*

At a special session of the Basutoland Council held in April, 1951, the recommendations of the Court Reforms Committee that :



- (i) Better salaries and conditions of service should be given to the members of all Court staffs,
- (ii) The influence and control of the Chieftainship should be completely removed from the judicial system,
- (iii) The Courts should be reduced in number,
- (iv) Suitable offices and accommodation for Court staffs should be built,

were further debated. They had, as the result of a decision taken at the September, 1950 session of the Council, been referred in the meantime to the Districts for discussion by District Councils and at pitsos, and general approval had been expressed by the people.

Members at the April Session accepted in principle most of the proposals and they are now awaiting the approval of the High Commissioner.

In the meantime there has been a relocation of the three Paramount Chief's Appeal Courts which formerly all sat at Matsieng. One Court of Appeal has been set up at Leribe with jurisdiction in the Butha Buthe and Leribe districts and part of the Berea district, and another at Mohale's Hoek with jurisdiction in Mohale's Hoek and Quthing. The third remains at the Paramount Chief's village at Matsieng. Appeals from the mountain districts of Mokhotlong and Qacha's Nek continue to be heard by a Circuit Appeal Court.

A most promising experiment started in 1951 in the form of a winter school for "A" Court and Appeal Court Presidents, at which they were given lectures to improve their knowledge of the principles of law and procedure and discussed common problems. There is no doubt that training of this kind should do much to raise the standards of the Native Courts and ensure true justice. It is hoped to hold regular courses in future based upon the principles agreed upon at the inaugural school.

#### (d) *The Basuto National Treasury*

The National Treasury has had another successful year. Revenue collected amounted to £154,381 and expenditure was £141,560. Accumulated surpluses at 31st March, 1951, amounted to £43,122.

It is now five years since the establishment of the National Treasury on the 1st April, 1946, and the healthy position in which it finds itself reflects the credit due to its members.

Credit is also due to the increasing sense of duty on the part of the tax collectors for revenue from Native Tax has increased from £233,360 in the first financial year ended 31st March, 1947, to £284,292 in the year 1950/51. Similarly the share of tax transferred by the Basutoland Government to the National Treasury has continued to grow, and although the portion was increased in the year 1949/50 from 33 per cent. to 36 per cent. when the maintenance of Bridle Paths was handed over to the Basuto Administration, the revenue accruing



to the National Treasury from that source has increased from £71,500 for the year ended the 31st March, 1947, to £98,641 for the year 1950/51.

There has been a similar increase in every other source of revenue other than Court fees. This gives encouragement and shows that the work is making good progress.

(e) *Home Industries Organisation.*

A subject with which the Basuto National Treasury is closely connected, namely, the Home Industries Organisation, has not, however, had the success originally hoped for, and on the basis of recommendations by a handicrafts expert and by the Finance Committee it was decided that all the remaining centres should be closed down and part of the balance of the original grant invested. The interest on these investments will be used to aid mission institutions and other suitable organisations with experience in handicraft teaching to set up Craft Schools. The latter will be under the direct control of the Missions but will be guided by specially appointed staff paid from interest derived from the investment of the remainder of the grant.

## 5. EDUCATION

The school enrolment at 89,421 pupils remains much as in the previous year, being an increase of 151 pupils only, and it seems likely that the school population will be stabilised somewhere around 90,000 pupils. The lifting of the ban on extra-territorial students for three years by the Union of South Africa has eased the position temporarily as far as post-matriculation education is concerned. Although the education vote is the largest in the estimates, it is still insufficient to cover all needs ; many schools are understaffed, there are far too many unqualified teachers, and salaries are low compared with neighbouring territories.

Nevertheless another Form A class was opened at a mission centre this year, and five more mission intermediate schools were placed on the grant-aided list. The first African education officer was appointed in April and he has been seconded as headmaster of the Basutoland High School, which now has an all-African staff. One departmental supervisor returned from the United Kingdom in July after spending a year studying rural education at Worcester Training College, and a science graduate left in August to study at the Institute of Education, University of London. We are indebted to the British Council who kindly made scholarships available for these students.

Considerable reorganisation is being made at the Lerotholi Technical School both in the training of students and in the financing of the school. A two-year commercial course has now been started.



## 6. MEDICAL

The year under review has again been a busy one for the medical staff with the number of admissions to hospital showing an increase of 420 over 1950 and the number of operations an increase of 183 : the figures for 1951 are 9,387 and 4,091 respectively.

Africanisation of the Medical Department continues, and the Maseru hospital has now been recognised as a Grade II training centre for African Nurses to be certificated under the High Commission Territories Nursing Council.

The building of a twelve bed hospital at Butha Buthe is nearing completion and it is hoped that the Government Dispensary section will be in operation early in 1952. In addition, the Phamong Health Centre was opened in August and no less than 729 patients were seen during the first six weeks.

It is hoped that work will begin shortly on the building of three further centres in the mountain areas.

There have been no major epidemics in the Territory during the period under review, though sporadic outbreaks of diphtheria have been reported from various districts resulting in 61 deaths. The country's water supplies were threatened by the drought and poor rainfall during the greater part of the year, and severe restrictions had to be placed on the use of water.

## 7. POLICE

Of the eight additional mountain police posts stated in the last report to be under construction, three have now been taken over from the contractors and all but one of the others, though incomplete, are in operation. The result has been a marked increase in the detection of crime ; in particular stock-theft, and the resources of the force have thus been taxed to the utmost.

The number of "medicine murders" reported during the year under review was more than double that of 1950. Nine new cases were reported and, in addition, three from the previous year were successfully investigated.

The report by Mr. G. I. Jones, an anthropologist from Cambridge University who was appointed in 1949 by the Secretary of State for Commonwealth Relations to investigate the cause of this crime, has now been received.

Convictions recorded for 1951 total 3,414 ; an increase of 901 over the figure for the previous year. This is attributable in part to the high cost of living in the Territory which has resulted in an increase in theft and other petty crime, and in no small degree to the successful use by patrols of mechanical transport.



### 8. PRISONS

The second wing of the new Central Prison which is being constructed in Maseru by prison labour is now almost completed and work will start shortly on the fencing in of the area. While in prison every effort is made to teach prisoners a useful occupation such as tailoring, boot and shoe-making, blacksmithing, stone dressing and carpentry. In this way the prisoner learns a useful trade which he can practice on his release from prison.

### 9. MOUNTAIN MOTOR ROAD

The year 1951 saw the beginning of work on the construction, with the aid of a grant from the Colonial Development and Welfare Fund, of a mountain highway from Maseru to Ntaote's in the heart of Basutoland. By the end of the year some 15 miles of this road had been constructed.

### 10. VISIT BY SECRETARY OF STATE

In March, 1951, Basutoland was honoured by a visit from the Secretary of State for Commonwealth Relations, the Right Honourable Mr. Patrick Gordon-Walker, M.P., who personally saw and heard much of what is happening in the Territory.

### 11. DEPARTURE OF HIS EXCELLENCY THE HIGH COMMISSIONER

In June, 1951, Sir Evelyn Baring came to the Territory to say farewell after seven years as High Commissioner. Under his guidance valuable and far-reaching developments have taken place in Basutoland and ready and grateful recognition of his great personal interest and unremitting labours on behalf of Basutoland was expressed at the September session of the Basutoland Council.

### 12. APPOINTMENT OF NEW HIGH COMMISSIONER

Sir John Le Rougetel, lately His Majesty's Ambassador at Brussels, arrived in South Africa in October to replace Sir Evelyn Baring as High Commissioner for Basutoland, the Bechuanaland Protectorate and Swaziland. On the 16th December Sir John addressed his first pitso in the Territory.

### 13. DEPARTURE OF RESIDENT COMMISSIONER

Mr. A. D. Forsyth Thompson, Resident Commissioner of Basutoland since 1946 left Maseru in June on retirement. Compliments were paid at the last session of the Basutoland Council to Mr. Forsyth Thompson's



experienced and sympathetic administration to which the Basuto owe so much. The new Resident Commissioner, Mr. E. P. Arrowsmith, lately Administrator of Dominica and at one time an Administrative Officer in the Bechuanaland Protectorate, is expected to arrive in Basutoland in April, 1952.

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

The following African Officers have been appointed during the year to senior positions in the Government Service which have not previously been held by Basuto.

Dr. S. T. Makenete, Medical Officer,  
Mr. J. M. Mohapelo, Education Officer (seconded as Headmaster of the Basutoland High School).

In addition two African Development Officers were appointed in 1951 as also an African Revenue Clerk.

#### 15. HONOURS

During the year His Majesty the King was graciously pleased to confer the following honours on residents of Basutoland.

*O.B.E. (Civil Division).*

Mr. L. H. Collett, M.B.E.  
Mr. H. J. D. Elliot,  
Canon A. J. Moore,  
Rev. W. L. B. Wrenford.

*M.B.E. (Civil Division).*

Mr. G. Monaheng.  
(Honorary) Sister O. M. Thiam.

*Military Medal.*

Ex-A.S.15352 Corporal T. Lehloara.

*King's Medal for Chiefs (in silver).*

Chief Lerotholi Mojela.

*Certificate of Honour and Badge.*

Joel Molapo  
Mrs. Mareka  
Lucas Kamohi  
Nephthali Khadi  
Petros Mqedlana  
Thabo Mopeli

#### 16. COAT OF ARMS FOR BASUTOLAND

In June, 1951, His Majesty the King was graciously pleased to grant a coat of arms to the Colony of Basutoland. An illustration is given on the cover of this report.



## 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 31.3.51 plus anticipated expenditure to 31.3.52</i>
D. 603A } D. 603B } D. 684 } D. 684A } D. 692 } D. 692A }	Soil Conservation Measures .	1946-47	£
		1950-51	231,065
	Water Supplies, Maseru .	1946-47	68,000
	District Water Supplies .	1946-47	11,357
D. 758	Education . . . . .	1947-48	51,314
D. 842	Medical & Health . . . . .	1948-49	33,709
D. 1025	Improvements to Main Roads	1949-50	14,979
D. 1025A } D. 1025B }	Orange River Bridge . . . . .	1950-51	6,444
D. 1050	Mountain Motor Road . . . . .	1949-50	107,417
D. 1436	Mountain Dispensaries . . . . .	1950-51	1,376
D. 1479 } D. 1479A } D. 1479B }	Scholarships . . . . .	1950-51	1,216
D. 1488 } D. 1488A }	Topographical Survey . . . . .	1950-51	8,414
D. 1504	Orange River Survey . . . . .	1950-51	1,506
			<u>£536,797</u>

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 summarised as follows :

### AGRICULTURE

#### *Soil Conservation*

The progress made in the principal sections of the work is shown in the following table :

<i>Measure</i>	<i>Prior to September, 1950</i>	<i>During 1950/51</i>	<i>Total to September, 1951</i>
Area Terraced Lowlands (acres)	280,446	23,995	304,441
Length of terrace (miles)	16,408	1,386	17,794
Buffer Strips Mountain Areas (Acres)	285,796	42,502	328,298
Diversion Furrows Mountain Areas (Yards)	1,759,225	202,833	1,962,058
Diversion Furrows Mountain Areas (Acres protected)	74,112	8,942	83,054
Dams constructed	302	33	335
Trees planted	882,896	11,992	894,888

Abnormally severe weather conditions put a heavy strain on the plant and equipment and slowed down work considerably. More than half the total annual rainfall for Maseru was recorded between the end of December, 1950 and the middle of February, 1951 and the storms during that period did considerable damage to the new works in certain areas and damaged some of the old works. The storms were followed by a virtual drought lasting six months during which only  $3\frac{1}{2}$  inches of rain were recorded.

In the mountain areas the period of frost was exceptionally late, the last frost being recorded on the 6th November, 1950 while the freeze up was unusually early, occurring on the 8th May, 1951. These conditions retarded the work in the mountain areas.

The average cost per acre of land terraced was 16.5s. per acre, which is 5.6s. per acre more than in 1950. This increase was due to three main factors :

- (a) increased cost of labour,
- (b) heavy repair costs to tractors,
- (c) that very little new work was undertaken during the first three months of 1951 as all gangs were occupied on repairing the damage done by the storms mentioned above.

A total of 202,833 yards of diversion furrows were constructed protecting some 8,942 acres of land.



The total amount expended on this work was £2,577, which represents 5.6s. per acre or 25s. per 100 yards.

Buffer stripping made very good progress and where the people have adhered to the correct minimum width of 6 ft. the strips are well grassed.

The work on dam construction has been considerably speeded up with the arrival of new machinery. 33 new dams were completed with a total capacity of 58,495,420 gallons. The total capacity of the 335 dams constructed to date is 575 million gallons or 2,300 acre feet of water.

Tree planting is now being gradually taken over by the Basuto Administration and the only planting carried out by the Soil Conservation staff was that round dams which have been fenced, and in dongas.

The period under review was most unfavourable for grass planting, but many of the old dongas planted with Kikuyu grass are now very useful winter grazing reserves.

## PUBLIC WORKS

### *Roads and Bridges*

*Scheme D.1025.* One low-level bridge near Leribe was completed and orders were placed for materials for the construction of other bridges and culverts which are to be done early in 1952.

*Scheme D.1025A.* Work on the construction of a low-level bridge over the Orange River at Seaka was closed down early in the year with the approval of the Secretary of State.

### *Mountain Road*

*Scheme D.1050.* Work on the construction of a new road into the heart of Basutoland from Maseru to Marakabei and Ntaotes was started on the 1st May, 1951. A grant of £136,000 for this work was approved to cover the purchase of plant and the operation for the first two years. The revised estimates for the completion of the work are to be submitted during 1952. By the end of 1951 work had progressed satisfactorily and the construction was under way at Mile 15. Machinery was slow in coming forward and part of it is not expected to arrive until the middle of 1952.

### *District Water Supplies*

*Scheme D.692.* A new borehole at Mohale's Hoek was equipped with Engine and Pump and Rising Main to a 50,000 gallon storage tank. The supply is operating satisfactorily. A new borehole at Leribe was equipped with Engine and Pump and Rising Main to the existing Storage Tanks. This supply is also working satisfactorily.



## SOCIAL SERVICES

During the past 15 years an average of more than 35 per cent. of the annual expenditure of Basutoland has been devoted to its Social Services, approximately two-thirds of this going to education and one-third to the medical and health services. None the less, much progress has still to be made and much money to be found, particularly in the medical field, if the objective of providing one qualified doctor to every 20,000 of the population, one hospital bed to every 900, and one health centre staffed by a health assistant and a midwife to every 10,000 of the population is to be reached.

## MEDICAL AND HEALTH

*Training of African Medical Officers*

*Scheme 525A.* When funds from this scheme became exhausted during the 1949/50 financial year, provision was made from Basutoland funds to complete the training of those students who had begun their studies under the scheme.

Dr. S. T. Makenete, who completed his internship, was appointed a Medical Officer on 11th January, 1951, and is stationed at Maseru. He is the second African Medical Officer in the Basutoland Medical Service.

Dr. Z. Tlale graduated in June, 1951, and was appointed as intern at Maseru Hospital on the 12th July.

The fourth student under this scheme wrote his final examinations in December, 1951, and if successful will serve his internship at Maseru.

*Medical and Health.*

*Scheme D.842.* The Phamong Health Centre was completed in July, 1951. An African Health Assistant, Mr. E. Pholoana, who was trained at the Maseru Hospital, was successful in his final examinations and was transferred to the Health Centre on the 14th August this year when the Centre was opened. It is hoped to start work on a similar centre at Semongkong early in 1952. Work was begun in April, 1952 on the Butha Buthe Hospital and Dispensary and good progress has been made. It is expected to be completed early in 1952.

A dormitory for Probationer Nurses at Maseru Hospital was completed in March, 1951, and it is proposed to begin the erection of the new Maseru Hospital early in 1952.

*Mountain Dispensaries*

*Scheme D.1436.* Four mountain dispensaries are to be built under this scheme of which two are already under construction; one at Sekake's in the Qacha's Nek District and one at Nohana's in the Mohale's Hoek District. When completed a trained African Nurse will be stationed at each of these Dispensaries.



## EDUCATION

*Scheme D.758.* During 1951 £6,674 was spent on buildings, £4,903 on equipment and £1,500 on salary grants to the three main missions. The bulk of the money spent on equipment went on the purchase of desks and blackboards, but some schools are still inadequately equipped. The rebuilding of the Basutoland Training College is nearly completed ; the only outstanding item being the laboratory equipment. Grants were made to St. Mary's Roma for a new refectory and dormitory and to the Morija Girls School for a new dormitory.

*Scholarships*

*Schemes D.1479 and D.1479A.* Two students are following the full veterinary course at the Royal (Dick) Veterinary College, Edinburgh and another one is taking a medical course at the Witwatersrand University, Johannesburg.

## RESEARCH

*Land Tenure Survey*

*Scheme R.195.* During 1948 and 1949 Mr. V. G. Sheddick, an anthropologist, conducted a land tenure survey of the Territory. His report has now been received and is receiving careful consideration.



## 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 1946 it reached 563,854. 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 figures for the last Census taken in 1946 show an increase of approximately 1,500 only in the total population as compared with 1936.

It is generally agreed that this small increase is not due to faulty enumeration but to certain economic factors and the lure 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 attractions 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 (1,689) as compared with 1936 (1,434) (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 some 86 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. AFRICANS IN THE TERRITORY

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe . . .	14,950	20,268	35,218	34,869	+ 349
Leribe . . . . .	42,519	56,136	98,655	98,376	+ 1,279
Teyateyaneng . . .	25,123	32,709	57,832	55,522	+ 2,310
Maseru . . . . .	46,605	59,115	105,720	108,237	— 2,517
Mafeteng . . . . .	30,989	38,312	69,301	70,864	— 1,563
Mohale's Hoek . . .	29,055	36,895	65,950	65,309	+ 641
Quthing . . . . .	19,888	25,784	45,672	44,552	+ 1,120
Qacha's Nek . . . .	19,847	24,954	44,801	46,132	— 1,331
Mokhotlong . . . .	17,368	20,772	38,140	36,412	+ 1,728
<b>Total . . . . .</b>	<b>246,344</b>	<b>314,945</b>	<b>561,289</b>	<b>559,273</b>	<b>+ 2,016</b>

#### 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 . . . .	15	17	32	50	— 18
Leribe . . . . .	77	94	171	154	+ 17
Teyateyaneng . . . .	59	49	108	94	+ 14
Maseru . . . . .	378	359	737	583	+ 154
Mafeteng . . . . .	108	110	218	189	+ 29
Mohale's Hoek . . . .	87	99	186	150	+ 36
Quthing . . . . .	57	46	103	106	— 3
Qacha's Nek . . . . .	55	44	99	82	+ 17
Mokhotlong . . . . .	21	14	35	26	+ 9
<b>Total . . . . .</b>	<b>857</b>	<b>832</b>	<b>1,689</b>	<b>1,434</b>	<b>+ 255</b>

#### C. ASIATICS AND COLOURED

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe . . . .	108	86	194	185	+ 9
Leribe . . . . .	100	104	204	337	— 133
Teyateyaneng . . . .	55	31	86	199	— 33
Maseru . . . . .	82	75	157	331	— 174
Mafeteng . . . . .	57	53	110	248	— 138
Mohale's Hoek . . . .	20	29	49	233	— 184
Quthing . . . . .	16	18	34	70	— 36
Qacha's Nek . . . . .	21	20	41	65	— 24
Mokhotlong . . . . .	1	—	1	16	— 15
<b>Total . . . . .</b>	<b>460</b>	<b>416</b>	<b>876</b>	<b>1,604</b>	<b>— 728</b>



## 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 Brittanica " 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 Paris Evangelical Missionary Society and the Roman Catholic Mission which employ about 80 and 40 Basuto respectively. An increasing number are, however, taking out licences for motor buses and taxis and some are interesting themselves in weaving. 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 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. During 1951, over 36,600 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>	<i>1949</i>	<i>1950</i>	<i>1951</i>
Gold . . . . .	30,401	20,795	25,921
Coal . . . . .	4,790	3,497	3,655
Diamond . . . . .	1,787	1,012	304
Manganese . . . . .	1,120	253	76
Other Mines . . . . .	1,699	1,313	1,048
<hr/>			
Total Mines . . . . .	39,797	26,870	31,004
Agricultural . . . . .	5,284	5,145	7,105
Miscellaneous . . . . .	15,324	17,609	26,732
<hr/>			
Totals . . . . .	60,405	49,624	64,841
<hr/>			

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 head-quarter 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 1951 £183,200 was paid out through the recruiting organisations as deferred wages. Many also remit money to their families through the organisations, and in the year under review this amounted to over £146,700. 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 for 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 in January, 1951 a sub-agency was opened at Welkom, the centre of the new goldfields of the Orange Free State. Thus the entire Union of South Africa is now covered by representatives of the Agency.

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 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 financial year ended the 31st March, 1951 amounted to £110,117 as compared with £98,167 for the previous year.

#### WAGES AND COST OF LIVING

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

- (a) Domestic servants, earning from £1 . 10s. 0d. to £5 a month. Food and lodging are usually provided in addition.
- (b) Labourers, employed mainly on roads and other public works, soil conservation work, etc. at rates of from 1s. 9d. to 2s. 6d. 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, and that the staple food of the average Mosuto of the labouring class is mealie porridge, samp and beans.

The following table shows the fluctuation in prices of various commodities since 1949 and indicates the pre-war prices.



Commodity	Price							
	1938		1949		1950		1951	
	s.	d.	s.	d.	s.	d.	s.	d.
Mealie meal per lb.		1½		2½		2½		3
Beans per lb.		3		3½		4		5
Samp per lb.		1½		2		2		3
Bread per 2 lb. loaf		4		8½		8½		8
Flour per pound		2		3¾		3½		3½
Rice per pound		4		10		Unobtainable		
Oatmeal per pound		3		5		9	1	0
Tea per pound	2	3	7	3	7	3	6	3
Coffee per pound	1	9	3	0	4	11	5	4
Sugar per pound		3		3½		3½		5
Jam per pound		5	1	6	1	9	1	11
							to 3	6
Potatoes per pound		1		3		3		3
Butter per pound	1	2	2	6	2	9	2	9
Cheese per pound	1	2	2	4	2	3	2	4
Eggs per dozen	1	6	1	6	1	6	1	9
			to 4	0	to 4	0	to 4	3
Milk per gallon	2	0	3	0	3	0	3	4
Bacon per pound	1	5	2	9	2	8	3	0
Beef per pound		6	1	0	1	5	2	0
Mutton per pound		7	1	3	1	6	1	8

#### 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 1951 no Trade Unions had been registered in Basutoland.

#### 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.

Proclamations No. 5 of 1942, 40 of 1943, 4 of 1951 and 43 of 1951 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 ended 31st March, 1951 provided for a deficit of £28,398. The actual revenue including Colonial Development and Welfare Grants was £1,078,466 and the total expenditure, including that on Colonial Development and Welfare Schemes, was £1,108,623. The deficit was therefore £30,157. At 31st March, 1951 the sum of £13,100 was due to the Government in respect of expenditure on Colonial Development and Welfare Schemes so that the true deficit for the year was £17,057 only. The market prices of investments at the end of the year shewed an appreciation of £610.

The main factors contributing to the reduction in the (true) deficit were increased collections of Customs and Excise Duty, Native Tax and Income Tax. A relaxation of the import restrictions imposed by the Government of the Union of South Africa increased receipts from customs duties. Under an agreement with that Government, this Territory receives .88575 per centum of the total customs duties collected. Economic conditions were generally good and a year of fair prosperity produced increased collections of Native Tax and Income Tax.

The revised position at 31st March, 1952, is anticipated to be as follows :—



Accumulated surplus balance at 31.3.50		£486,404
Add : Appreciation of Investments		610
		<hr/> 487,014
Less : Deficit for year 1950-1951		30,157
		<hr/> 456,857
Surplus Balance at 31.3.51		
Estimated (revised) Revenue 1951/52	£1,132,576	
Estimated (revised) Expenditure 1951/52	1,031,314	
	<hr/>	
Estimated Surplus for year 1951/52	101,262	
Add : Amount due on account of C.D. & W. Schemes	13,100	
	<hr/>	114,362
Estimated Surplus Balance at 31.3.52		<hr/> <u>£571,219</u>

## REVENUE AND EXPENDITURE

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

## REVENUE

Head	1946-47	1947-48	1948-49	1949-50	1950-51
	£	£	£	£	£
Native Tax . . . . .	233,360	249,607	267,171	267,951	284,301
Customs & Excise . . . . .	340,387	333,244	356,279	284,337	343,728
Posts & Telegraphs . . . . .	55,947	50,386	38,957	36,181	30,291
Licences . . . . .	13,964	15,319	17,363	16,111	16,638
Fees of Court or Office . . . . .	4,326	4,240	4,896	4,764	4,013
Judicial Fines . . . . .	2,626	2,046	2,825	2,827	5,812
Income Tax . . . . .	59,486	104,407	132,579	159,347	158,629
Personal & Savings Fund Levy	144	—	—	—	—
Excess Profits Duty . . . . .	40,557	—	—	—	—
Trade Profits Special Levy . . . . .	2,317	2,029	—	—	—
Poll Tax . . . . .	1,999	—	2,047	2,032	1,011
Fees for Services Rendered . . . . .	15,240	15,107	15,663	14,154	24,644
Interest . . . . .	4,147	7,942	9,446	9,296	11,897
Wool & Mohair Export Duty . . . . .	26,262	25,410	25,298	40,692	47,298
Miscellaneous . . . . .	26,377	29,708	31,288	35,864	39,625
Education Levy . . . . .	—	—	—	—	—
Rent from Government property	—	—	4,646	19,596	20,716
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
Colonial Development Fund . . . . .	827,139	839,445	908,458	893,152	988,603
	36,165	56,047	72,477	89,983	89,863
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
Total . . . . .	£863,304	895,492	980,935	983,135	1,078,466



## EXPENDITURE

<i>Head</i>	1946-47	1947-48	1948-49	1949-50	1950-51
Resident Commissioner.	29,284	31,220	44,289	5,090	3,772
District Administration . . . . .	41,831	46,716	65,479	69,712	52,996
Police & Prisons . . . . .	88,096	89,841	102,377	130,903	134,001
Posts & Telegraphs. . . . .	25,842	34,847	35,021	40,800	34,117
Judicial & Legal . . . . .	12,010	14,138	18,775	15,533	7,581
Public Works Department . . . . .	12,301	15,971	24,134	24,485	25,366
Public Works Recurrent . . . . .	52,241	54,333	50,336	46,122	48,247
Public Works Extraordinary. . . . .	61,165	74,463	89,520	36,081	19,306
Medical . . . . .	62,860	73,744	75,603	81,861	90,115
Education . . . . .	145,378	160,526	158,126	155,711	156,267
Agric. & Vety. Services . . . . .	63,059	66,847	74,836	80,101	89,925
Allowances to Chiefs & Headmen . . . . .	5,861	—	—	—	—
Basutoland & District Councils . . . . .	69	—	—	—	—
Leper Settlement . . . . .	28,192	27,766	28,650	34,373	31,659
Pensions & Gratuities . . . . .	27,261	31,511	31,722	40,981	62,843
Miscellaneous . . . . .	58,487	29,542	29,211	25,969	45,599
Grants to National Treasury. . . . .	71,500	—	—	—	—
Contribution to National Treasury . . . . .	49,000	—	—	—	—
Native Administration . . . . .	—	78,135	85,847	95,922	101,182
Public Relations Office . . . . .	—	—	1,636	2,448	531
Central Stores* . . . . .	—	—	—	4,097	23,539
High Commissioner's Office* . . . . .	—	—	—	8,827	28,459
Secretariat* . . . . .	—	—	—	13,160	12,990
Treasury* . . . . .	—	—	—	11,509	9,411
Audit . . . . .	—	—	—	3,207	3,933
Co-operative Society . . . . .	—	—	—	2,525	2,924
Welfare . . . . .	—	—	—	1,299	471
Public Debt . . . . .	—	—	—	—	728
Anomalies Committee . . . . .	—	—	—	—	1,620
Rand Agency . . . . .	—	—	—	—	18,954
	834,437	829,600	915,562	930,716	1,006,536
C.D. Fund . . . . .	36,165	56,047	74,418	89,578	102,087
Total Expenditure . . . . .	£870,602	885,647	989,980	1,020,294	1,108,623

\* Previously included under "Resident Commissioner."



## STATEMENT OF ASSETS AND LIABILITIES AS AT 31st MARCH, 1951

## LIABILITIES

## Deposits

Basuto National Treasury	£	s.	d.
Bechuanaland & Swaziland Tax Account	90,000	0	0
Levy on Sale of Mealies Fund	3,358	11	0
Prisoners' Property	4,065	15	10
Basuto National Treasury	721	12	8
Matsema Levy Account	236	1	0
South African Railways	1,750	8	6
Widows' & Orphans Pension Fund	887	6	8
Miscellaneous	20,780	5	6

## Special Funds

Basutoland War Levy	£	s.	d.
Basutoland Wool & Mohair	3,027	10	10
Colonial Development & Welfare Grants	53,124	10	11
Guardians Fund	41,872	12	10
Personal Savings Fund Levy	1,246	6	9
Provident Fund	362	6	6
	1,920	0	5

Unexpended Balance of 3½% Inter-Colonial Loan, 1970	£	s.	d.
General Revenue Balances	486,403	13	11
Balance at 1.4.50	30,157	0	10*
Less Deficit for year 1950/1			

Add Appreciation of Investments	£	s.	d.
	456,246	13	1
	610	1	9

## ASSETS

## Cash

With Bank and Sub-accountants	£	s.	d.
With Crown Agents for the Colonies	102,471	18	6
With Joint Colonial Fund	373	8	11
	300,000	0	0
	402,845	7	5

## Investments

Surplus Balances :—			
Central Government	169,084	12	2
Basuto National Treasury	90,000	0	0
	259,084	12	2

## Advances

A.P.C. Pensions	£	s.	d.
Sundry	1,953	12	1
	36,404	19	2
	38,358	11	3

121,800	1	2
101,553	8	3
20,078	6	7

456,856	14	10
£700,288	10	10

£700,288 10 10

\*This deficit is overstated by £13,099. 19s. 1d. representing under-issue in respect of expenditure on Colonial Development and Welfare Account.



## MAIN HEADS OF TAXATION

*Native Tax*

Revenue from Native Tax for the year ending 31st March, 1952 is anticipated to be £280,000, exceeding the original estimate by £13,000. 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 and Excise*

Owing to the higher prices of goods and the increased imports arising from the relaxation of import restrictions, the revenue from this source for the year ending 31st March, 1952 is expected to be £383,000 compared with an original estimate of £322,000. This sum represents .88575 per centum of the gross customs revenue of the Union of South Africa under the Customs Agreement with that Territory.

*Income Tax*

The original estimate for the year 1951/52 was £150,000. The actual collections are now anticipated to reach £220,000, the considerable increase arising mainly from taxation of the high profits on wool transactions during the preceding year.

The rates fixed and rebates allowable in respect of the year ended 30th June, 1951 were :—

(1) *Normal Tax*

	<i>Basic Rate per £ of taxable Income</i>	<i>Increase in Rate for each £ in excess of £1</i>	<i>Surcharge after deducting Rebates</i>
Married	15d.	By 1/1000 of a penny	40%
Unmarried	18d.	" " " "	50%

(2) *Super Tax*

(On incomes in excess of £1,775)

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 =  $800 \times 15.799d.$ , less rebates ; plus surcharge  
 = £52 13*s.* 3*d.* less £41 + 40%  
 = £16 6*s.* 7*d.* less £3 Poll Tax if paid.

The following table gives some idea of the incidence of taxation on individuals in Basutoland to the nearest pound :

Taxable Income	Unmarried	Married Person			
	Person	No Children	1 Child	2 Children	3 Children
£	£	£	£	£	£
500	25	5	—	—	—
700	49	25	11	—	—
800	61	34	20	6	—
900	73	44	30	16	2
2,000	264	205	191	177	163
3,000	636	545	531	517	503

Public Companies pay tax at the rate of 7*s.* 6*d.* per pound of taxable income less a rebate of £45. No surcharge is levied. Private Companies are assessed on the same basis as unmarried persons. There are three Public companies and eight Private companies trading in Basutoland.

There are approximately 90 persons and 6 companies with taxable income in excess of £2,000. During the financial year ended 31st March, 1951, tax amounting to over £159,000 was collected in respect of the year of assessment ended 30th June, 1950. Collections for the year ending 31st March, 1952 are estimated at £220,000.

The native of Basutoland is exempt from income tax.

The Income Tax law is almost identical with that of the Union of South Africa with the exception of the taxation on private companies. The basic rates for individuals are the same and although the rebates allowable and surcharge imposed differ in amounts and rates, the income tax payable by an individual taxpayer in Basutoland is practically the same as the aggregate of the income tax that his counterpart pays in the Union of South Africa to the Union Government and Provincial Administration.

### *Trading Licences*

Details of the licence fees payable during the year 1951 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



*Stamp Duty*

Stamp duties and fees are payable at the rates shewn 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 6s. 8d. 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 and Mohair Export Duty*

Up to 16th September, 1951, a levy at the rate of 1d. a lb. was 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 established under Proclamation No. 39 of 1931. With effect from 17th September the rate of duty was increased to 4d.

*Poll Tax*

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

*Posts and Telegraphs*

During the financial year 1950-51, Post Office Revenue amounted to £30,291 and Expenditure to £34,117, the deficit being mainly due to a shortfall in the revenue from the sale of postage stamps.



## 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 years 1928 and 1950 the value of imports has exceeded that of exports, and in most years the adverse balance was great. However, this was considerably reduced during the year under review owing to the high price paid for Basutoland Wool, the total value of which was £2,203,506 as compared with £1,563,914 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, except in the case of maize and maizemeal, the increased importation of which is explained in Chapter VI.

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 :

	1949	1950	1951
	<i>Per</i>	<i>Per</i>	<i>Per</i>
	<i>cent.</i>	<i>cent.</i>	<i>cent.</i>
Wool . . . . .	76	68.4	78.7
Mohair . . . . .	10	12.72	8.7
Wheat . . . . .	.2	1.53	2.4
Cattle . . . . .	3.6	2.23	2.3

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, 1939 and 1945-1951*

<i>Year</i>	<i>Imports</i> £	<i>Exports</i> £
1920 . . .	1,180,986	937,038
1928 . . .	921,573	1,013,392
1939 . . .	866,403	405,517
1945 . . .	1,624,734	501,269
1946 . . .	2,056,182	485,204
1947 . . .	1,628,521	887,773
1948 . . .	1,807,256	1,600,276
1949 . . .	2,244,117	1,485,896
1950 . . .	2,432,637	2,532,330
1951 . . .	2,836,059	2,800,573

These figures do not include imports made by Government but include exports made by Co-operative Societies since their constitution in 1948. These figures have not been included in previous reports.

TABLE II

*Values and quantities of principal imports during 1950 and 1951*

	<i>Quantity</i>		<i>Value in £</i>	
	<i>1950</i>	<i>1951</i>	<i>1950</i>	<i>1951</i>
<i>Merchandise</i> . . .	—	—	2,216,279	2,440,837
<i>Livestock</i>	<i>No.</i>	<i>No.</i>		
Horses, Mules, etc. . .	2,122	756	16,887	5,790
Cattle . . . . .	5,166	1,367	33,494	14,089
Sheep & Goats . . .	306	1,198	493	2,237
<i>Grain</i>	<i>Bags</i>	<i>Bags</i>		
Wheat & Wheatmeal . .	34,317	40,350	61,393	76,957
Maize & Maizemeal . .	63,306	165,264	73,751	259,122
Kaffir Corn . . . . .	11,101	9,830	20,689	22,191
Other produce . . . .	—	—	10,651	14,836
			2,432,637	2,836,059



TABLE III

*Values and quantities of principal exports during 1950 and 1951*

	Quantity		Value in £	
<i>Livestock</i>	<i>No.</i>	<i>No.</i>		
Horses, Mules, etc. . .	82	191	910	2,163
Cattle . . . . .	4,995	3,591	51,100	43,948
Sheep & Goats . . .	1,525	4,381	3,427	13,704
<i>Grain</i>	<i>Bags</i>	<i>Bags</i>		
Wheat & Wheatmeal	23,592	41,178	34,967	68,119
Maize & Maizemeal .	11,369	1,758	12,362	2,221
Kaffir Corn . . . .	26,020	20,085	38,768	33,797
Barley . . . . .	322	160	777	169
Beans & Peas . . .	29,063	28,107	113,445	88,535
Oats . . . . .	127	—	95	—
<i>Wool and Mohair</i>	<i>lbs.</i>	<i>lbs.</i>		
Wool . . . . .	8,537,631	6,818,020	1,563,914	1,652,630
Mohair . . . . .	1,350,897	1,033,748	290,701	213,905
<i>Hides and Skins</i>				
Hides . . . . .	465,317	294,382	45,948	24,686
Skins . . . . .	322,558	358,871	25,481	37,429
<i>Miscellaneous</i> . .	—	—	4,360	4,728
			2,186,255	2,186,034

*Note :* The values and quantities of imports and exports given in Tables II and III relate only to imports and exports by Traders, through whose hands most of the general trade of the country passes. Exports made by individual Basuto and Co-operative Societies, and Cattle exported after being sold at Government auction sales are given below.

TABLE IV

*Livestock sold to buyers from the Union of South Africa at Government auction sales during 1951*

	<i>Number</i>	<i>Value</i>
Cattle . . . . .	1,368	£21,668
Other animals . . .	2,469	£11,201

TABLE V

*Exports of Wool and Mohair by Co-operative Societies, Hawkers, and individual Basuto during 1951*

	<i>Weight</i>	<i>Value</i>
Wool . . . . .	1,996,004 lbs.	£550,876
Mohair . . . . .	208,628 lbs.	30,794



TABLE VI

The following comparative table for 1950 and 1951 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>	
	1950	1951	1950	1951
Great Britain . . . . .	14	40	55	83
Canada & U.S.A. . . . .	84	81	533	484
Italy . . . . .	—	1	1	2
France . . . . .	2	6	8	13
Germany . . . . .	—	1	4	4
	100	129	601	586

(b) *Commercial Vehicles*

Great Britain . . . . .	7	15	14	29
Canada and U.S.A. . . . .	44	46	335	297
	51	61	349	326

(c) *Motor Cycles*

Great Britain . . . . .	3	2	10	8
Canada & U.S.A. . . . .	—	—	—	—
Germany . . . . .	—	—	—	—
	3	2	10	8

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

### AGRICULTURAL AND LIVESTOCK SERVICES

#### AGRICULTURE

There are virtually no industries in Basutoland and a Geological Survey conducted in 1938-1940 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 rivers to provide hydro-electric power and irrigation schemes, and the shade drying of hides and skins are being fully investigated. The future wealth of the country must, however, lie mainly in the development of agriculture and stock raising.

#### AERIAL SURVEY AND MAPPING

The difficult topography of the mountain area of the Territory has led to unforeseen delays in the completion of the ground control triangulation, and it is now anticipated that at least another 12 months of field work will be required. The completed map will consist of 60 sheets, on the 1 : 50,000 scale, and of these six have been received from the Directorate of Colonial Surveys, for insertion of place names and return to London. Two matters which have presented difficulties and which have delayed the progress of the Survey party, are the plane tabling of the Orange River basin and the training of reliable Basuto heliograph operators for triangulation observations.

#### 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. A further free grant from Colonial Development & Welfare Funds was made in 1950-51 to supplement the grant on which the work has been in progress for the last five years. This has enabled the existing programme to be speeded up and, in addition, other works related to soil conservation have been commenced. The supplementary scheme includes the appointment of nine development officers, on contract, to assist the District Agricultural & Livestock Officers in additional direct conservation measures such as donga demarcation, and in other matters as for example the branding and registration of livestock, stock reduction and grazing control. The



latter projects have less direct application to the problem of soil conservation, but are all part and parcel of the conservation of natural resources.

During 1951 the following work was completed :—

<i>Measure</i>	<i>Area (acres)</i>	<i>Cost (£)</i>
Terracing in Lowlands . . . . .	21,564	£20,610
Diversion furrows in mountains . . . . .	10,282	2,775
Buffer strips in mountains . . . . .	41,958	3,093
Dams constructed . . . . .	33	1,450
Dongas demarcated . . . . .	1,746 miles	1,300

The question of maintenance of soil conservation works, particularly terraces in the Lowlands, is a matter of fundamental importance, and one which comes more to the fore as the years pass. The normal procedure is for maintenance to be carried out by Government for a year after terrace banks have been constructed ; maintenance thereafter, being the responsibility of the land occupier. Although there is provision made for penalties for lack of maintenance, enforceable by the Native Authority, the Basuto are largely apathetic, and many chiefs are reluctant to use their authority in this connection.

In view of the fact that arable land is in the gift of the Paramount Chief and that his authority is delegated to Chiefs and village Headmen, a personal interest in the use of land within their jurisdiction must be taken by them if the position is to improve. It has, however, been found necessary to introduce some form of pecuniary inducement to Chiefs to persuade them to prosecute in cases of mis-use of land. Accordingly, for a trial period, an addition has been made to the Laws of Lerotholi which allows a Chief or Headman to claim a fee of 10s. for each convicted case of land mis-use which he brings to the Native Court. This fee is payable by the offender.

#### GRAZING CONTROL

During 1951 this work proceeded very satisfactorily. With the exception of two small districts, all mountain areas have now been brought under control, and the time has arrived for the cattle post areas which were destocked four or five years ago to be restocked on a basis of carrying capacity and rotation. This has been asked for by the Ward Chief in whose area the grazing control system was initiated.

In this connection reference must be made to the change in outlook of the Basuto intelligentsia in regard to livestock. The Paramount Chief and a party of Advisers visited Great Britain during the year, and were impressed by various matters of agricultural interest, one of the most important of these being the fact that the British livestock owner grows quality animals and does not stock so heavily as to cause deterioration in his grassland. The Paramount Chief has



now agreed in principle to proceed with a policy of livestock reduction, and ways and means of bringing this into effect in an equitable manner are to be devised by the Native Authorities in consultation with the Department of Agriculture.

### CROP PRODUCTION

The principal crops grown in the Territory are maize, wheat, sorghum, followed by peas, beans, barley and oats in that order of importance. Planting rains in November and December, 1950 were late, and except in the Orange River valley, where average crops of maize were harvested, most of the maize and sorghum crops were badly damaged by frost when in the dough stage. The mountain wheat crop, harvested in February and March, 1951, was fair, but it was damaged to a degree by rains while awaiting threshing.

The quantity of maize imported from the Union of South Africa reflects this poor grain harvest. During the year, 172,190 200 lbs. bags of maize and maize products were imported into Basutoland, mainly during the months from August to December. On this, £40,178 was refunded to the Union Government, being the amount by which the consumers in the Union would be subsidised by Union taxpayers on that quantity of maize and maize products.

Estimated yield figures for 1951, and the previous year for comparison, are given in the table below :—

<i>Crop</i>	200 lb. Bags	
	1950	1951
Maize . . . . .	2,345,100	700,000
Sorghum . . . . .	543,100	200,000
Wheat (Winter and Spring) . . . . .	548,500	300,000
Other crops (peas, beans, barley) . . . . .	136,400	110,000

Prospects for the new season's crop are poor on account of drought during November and December over a large part of the Territory.

An allocation of 150 tons of superphosphates made to Basutoland by the Controller of Fertilisers for the Union Government was readily disposed of, whereas the use of kraal manure and village ash showed a further decline, due to the withdrawal of the manurial subsidy.

Every encouragement is given to the Basuto to plant vegetables, including the free issue of seed of easily grown varieties, and there are now nearly 14,000 families who regularly attempt to cultivate small gardens. During the year the nine agricultural districts were made to coincide with the Administrative or political boundaries. While convenience from a topographical view point has been sacrificed in certain districts thus rendering supervision more difficult, the advantages far outweigh the disadvantages as it is now possible to plan and organise the agricultural work on a District basis and for District



Teams to carry out the work. This necessitated a considerable re-organisation of African Field Staff, and consequently continuity in field work was somewhat disrupted. The usual lectures and demonstrations were continued, with stress on soil conservation in its broadest sense.

The first phase of agricultural betterment, *i.e.*, the stabilization of arable soils and pasture management may now be said to be within a few years of completion. The second, and infinitely more difficult phase, the urgency for which becomes more apparent as time goes on, must be a general improvement in farming systems in order to ensure larger yields from arable land than are usually obtained at present. Sporadic attempts have been made in the past to introduce the rearing of livestock as a more integral part of the present system along with the proper crop rotation, but if any change is to bring lasting benefit it must be of a fundamental and widespread nature. The changes visualised call for a preliminary large scale experiment in which all improved methods are tried, and in which a representative cross-section of the population takes part.

A scheme for a Pilot Project under which this experiment can be carried out has been put forward, and an application for assistance from Colonial Development and Welfare Funds has been approved in principle.

It is intended that one complete watershed shall be turned into a miniature "Tennessee Valley Authority." Land will be classified and put to its correct uses, including mountain pasturage on the system of rotational grazing, land for afforestation, small irrigation schemes, and good arable cultivation including the introduction of leys for the winter feeding of livestock.

The whole area will be treated as one unit for soil and water conservation. Better systems of farming will be introduced on a co-operative group farming basis. In addition to better agricultural techniques, better medical and educational services will also be introduced. The main object will be to concentrate effort into one watershed and thus to have one large scale demonstration of all aspects of betterment work in Basutoland for the Native Administration and others to see. It is axiomatic that the present agricultural methods must not only be improved, but the better methods must be popularised and made attractive and, moreover, the innovations must be proved technically and economically sound.

Mention was made in the Livestock & Veterinary Section of the report for 1950 of the formation of a Livestock Board to define a long term policy in regard to the livestock industry and to maintain a proper liaison between the Government and people in the fulfilment of that policy. It soon became apparent that this body filled a long felt need, and its usefulness has warranted the extension of its functions to allow it to act as a liaison body on all agricultural matters. Its designation has, therefore, been changed to that of Agricultural



Advisory Board, with enlarged membership to include a member nominated by the Basutoland Agricultural Union, and a representative of the Paramount Chief.

#### LIVESTOCK AND VETERINARY

The major exports from the Territory are wool and mohair. 8,814,024 lbs. of wool (value to the territorial income £2,203,506) and 1,242,376 lbs. of mohair (value £243,299) were exported during the year.

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. The matter of uniformity of classing standards for both wool and mohair is one of considerable importance, and to this end legislation covering the "get up" of wool has been revised, and mohair standards laid down.

A cadre of mohair classers has been trained in Basutoland with the assistance of the Union Government expert in this subject. At the same time the type of sheep has been steadily improved by the castration of locally bred rams of undesirable type, and the introduction of pure-bred merino rams, which were re-sold to flock owners below cost. A total of 10,513 merino rams has been imported since the inception of the scheme. In pursuance of the policy of Angora Goat improvement, in February, 150 rams of good breeding were introduced into the Territory, and arrangements have been made with the South African Mohair Growers' Association whereby future supplies of goat rams are assured. As a result of these measures and of the construction of wool sheds for shearing and classing, the comparative value of Basutoland wool and mohair has risen steadily.

On account of the shortage of corrugated iron it was not possible to proceed with the programme of wool shed construction which had been planned for the year. At the end of the year, however, a quantity of iron arrived which will enable a full programme of building to be carried out in 1952. During the year the Basutoland Council accepted the suggestion that the amounts of export tax payable should be reviewed monthly and revised according to market value of wool and mohair.



A course of training for Veterinary Assistants was commenced in August. Twelve men are being given a year's instruction by the Acting Principal Veterinary Officer in simple veterinary measures, and at the end of the course are to be posted to the Districts to be responsible to the Principal Veterinary Officer for all veterinary matters. The men were chosen from the existing staff of Assistant Demonstrators, and have all had training previously at one of the schools of agriculture in the Union.

Hide and Skin values in the Union which, heretofore, had been the principal Basutoland market for these products, are controlled at a figure well below world parity. An arrangement was, therefore, reached with the Union Government during the year, whereby Basutoland hides and skins may be exported, in bond, for shipment overseas. This arrangement was a necessary prerequisite to the development of a shade dried hide industry, in order to obtain a premium, unobtainable in the Union, sufficiently large to make shade drying worthwhile. A limited liability Company is being formed to handle these hides, which are to be known in the trade as "Maluti" Hides, and legislation has been prepared whereby any hides which do not fall into the "Maluti" category will be subject to an export tax. Overseas reports on "Maluti" hides have been good, with a corresponding premium over the value of ordinary hides. A livestock census taken during the year gave figures shown in the table below. Figures for the previous census taken in 1949 are given for comparison :—

<i>Class of Livestock</i>	<i>1949</i>	<i>1951</i>
Cattle . . . . .	431,141	401,221
Horses . . . . .	98,832	102,903
Donkeys . . . . .	49,005	59,188
Mules . . . . .	2,468	3,089
Sheep . . . . .	1,557,546	1,564,001
Goats . . . . .	609,267	637,065
Pigs . . . . .	30,111	35,876

#### ANIMAL HEALTH

The general health of all livestock during 1951 was satisfactory. No major outbreaks of disease occurred, but sporadic outbreaks of anthrax and quarter evil were encountered, necessitating the usual veterinary precautions. Abnormal mortality in equines from plant poisoning occurred in the latter part of the year, due to a preponderant growth of *Senecio* species brought about by peculiar weather conditions.



## 2. CO-OPERATIVE SOCIETIES

At the end of 1950 there were 29 registered societies, and the departmental staff consisted of the Registrar, an Assistant Registrar seconded from District Administration, two African Inspectors and an Office Messenger. Early in 1951 two further African Inspectors were appointed. The time has not yet come however for the movement to admit any large increase in the number of societies registered and emphasis is, for the moment, being laid on consolidation rather than expansion. In consequence, only three new societies were registered during the period under review and attention was focussed on the teaching of true co-operation to existing members.

As in 1949 and 1950, wool and mohair marketing occupied the most important position in co-operative development, with consumer and agricultural societies, though predominating in numbers, a long way behind from the point of view of turnover and effectiveness. A balanced system of co-operation has not yet been achieved in Basutoland, and at present its benefits accrue almost entirely to the flock-owner.

The following table gives a comparison of the societies registered in 1949, 1950 and 1951 respectively :

<i>Type of Society</i>	<i>No. of Registered Societies</i>			<i>Total No. of Members</i>			<i>Total Share Capital</i>			<i>Total Turnover</i>		
	1949	1950	1951	1949	1950	1951	1949	1950	1951	1949	1950	1951
							£	£	£	£	£	£
Wool and mohair marketing	6	8	9	604	1,000	1,568	600	850	1,192	19,054	54,812	149,925
Consumer	14	17	19	852	1,130	1,510	280	580	830	30	1,850	3,198
Agricultural Consumer and Producer (marketing)	4	4	4	203	279	369	150	216	306	—	1,059	3,421
Total	24	29	32	1,659	2,409	3,447	1,030	1,646	2,328	19,084	57,721	156,544

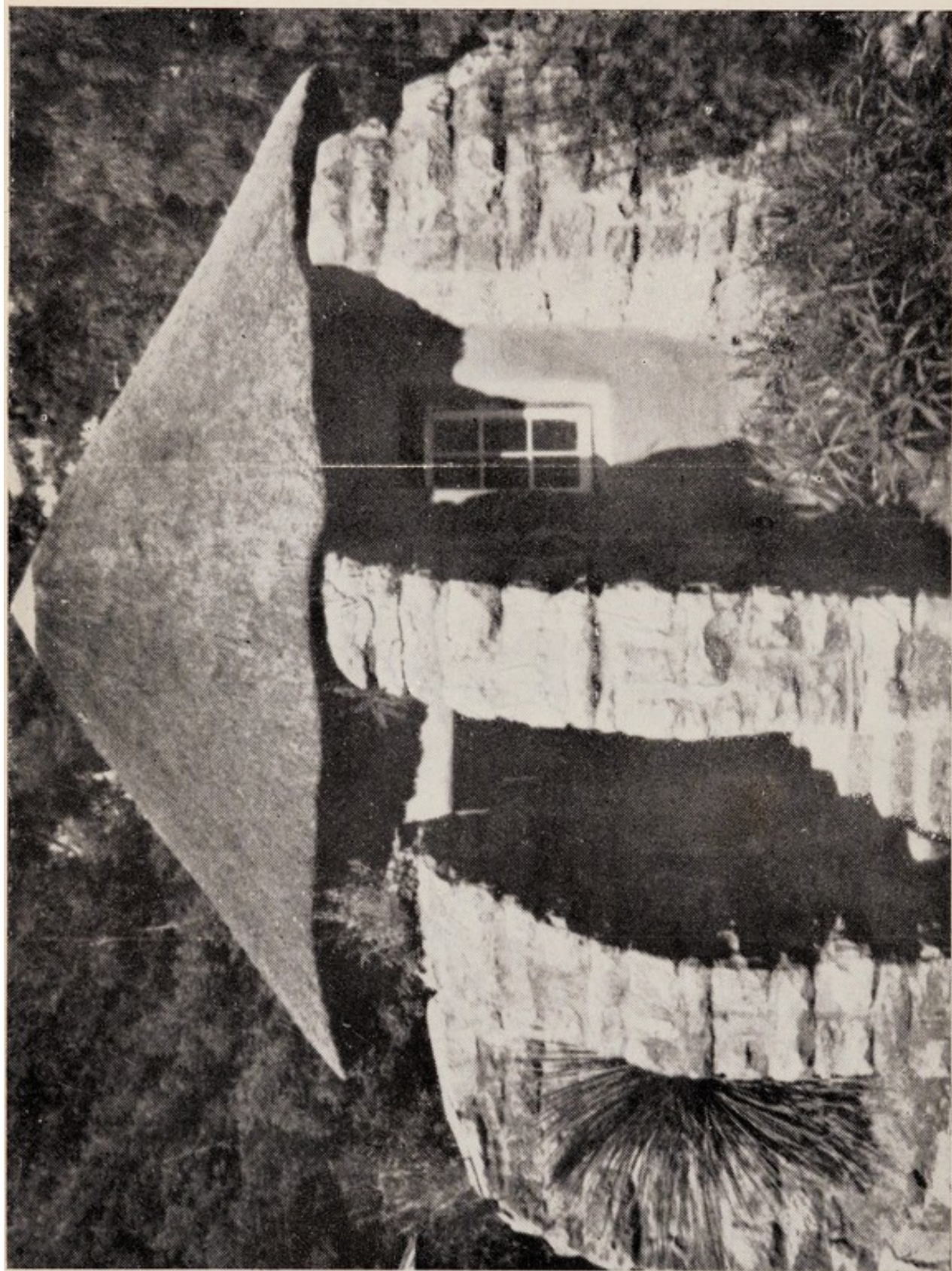
N.B.—The above figures are in each case as at the 31st March of the year in question, this being the end of the societies' financial year.





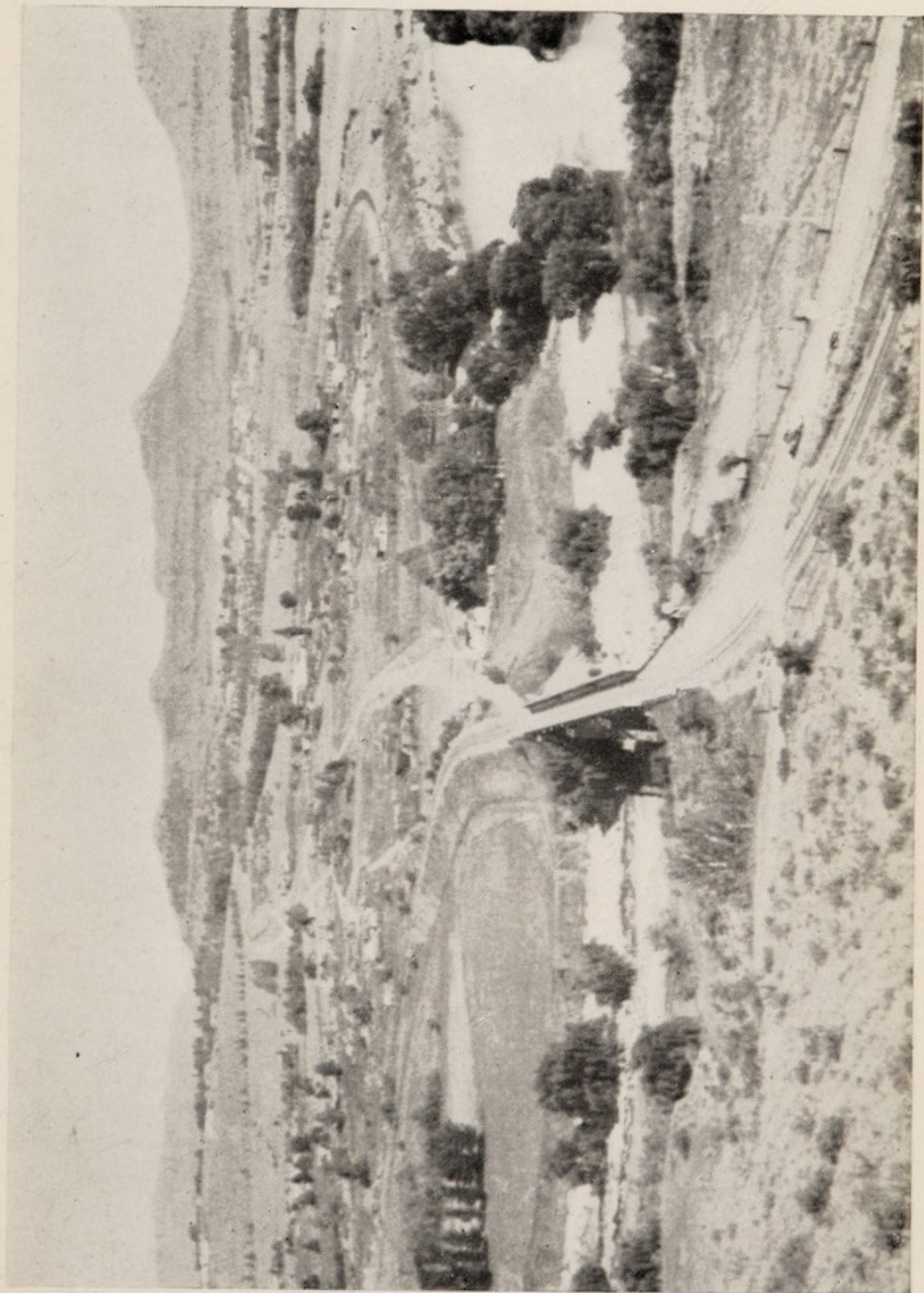
*Qiloane*





*General Gordon's Rondavel—Leribe*





*Approaches to Maseru*





*Mosuto Woman Threshing*



## CO-OPERATIVE WOOL AND MOHAIR MARKETING

The 1950/51 wool season (October-March) was one of phenomenally high prices—far higher than anything hitherto seen by the Mosuto sheep-owner. For example, co-operative societies were getting up to 140*d.* per lb. for rams' wool and up to 77½*d.* per lb. for LOX (as compared with 60*d.* and 25¾*d.* maxima respectively the previous season), and the average price for all wool co-operatively marketed was over 80*d.* per lb. In terms understandable by the average Mosuto flock-owner, who is not inclined to concern himself much with classes, the wool on an ordinary Merino sheep was worth about 35/- to 40/- to him, while a bag of wool might easily be worth £20 to £25. Such a boom could not last, and may never be repeated: the 1950/51 season ended with a sharp decline in prices, and the subsequent season (details of which are not yet available) opened on a basis 50 per cent. lower still, with the United States' virtual withdrawal from the market. But while the high prices remained they brought great prosperity to the Basuto sheep-owners, many of whom received payments of over £1,000.

The following table gives a comparison of the average prices obtained by members (after deduction of societies' marketing commission) in 1949/50, 1950/51 and December, 1951:

	C1	C2	SS	S	CBP	BP	BKS	XM	LOX
1949/50 Averages . . .	38½ <i>d.</i>	35½ <i>d.</i>	32½ <i>d.</i>	32¼ <i>d.</i>	32½ <i>d.</i>	28¼ <i>d.</i>	24¼ <i>d.</i>	27¾ <i>d.</i>	19 <i>d.</i>
1950/51 Averages . . .	93 <i>d.</i>	85 <i>d.</i>	80 <i>d.</i>	77 <i>d.</i>	68 <i>d.</i>	64 <i>d.</i>	61 <i>d.</i>	67 <i>d.</i>	45 <i>d.</i>
December, 1951 Prices .	40 <i>d.</i>	38 <i>d.</i>	31 <i>d.</i>	29 <i>d.</i>	27 <i>d.</i>	22 <i>d.</i>	23 <i>d.</i>	19 <i>d.</i>	12 <i>d.</i>

Paradoxically, the extremely high prices did not favour the expansion of co-operative wool marketing. Trader prices, though far below those obtained by co-operative members, were yet much higher than any previously known in Basutoland, and this, together with the fact that the trader paid cash on the spot while the co-op. could only pay an advance on delivery with the balance a good deal later, was enough for the average sheep-owner. Although by joining a co-operative society he could obtain 10*d.*, 20*d.* or even 30*d.* a lb. more for his wool, he seldom took the trouble to do so. As a result, although the value of wool sold co-operatively was nearly three times that of the previous year the volume, as shown in the table below was only 13 per cent. more, representing a little over 4 per cent. of the Territory's total output. One new wool and mohair marketing society was registered during the year, but as it was registered only at the beginning of the 1951/52 wool season no figures are available yet as to its working.

Societies continued their policy of putting on the market only wool which had been properly classed up to Government standards. There are indications that this policy is bearing fruit by making a



name for Basutoland Government-classed wool and helping to break down the prejudice which still exists in the South African markets against "Native" wools, and which militates against their selling on their merits. Most societies exported their members' wool pooled in bales after classing, but in a few cases (notably in Mokhotlong district, which has no road outlet and depends on pack transport) the wool was exported in bags simply-classed and subsequently classed to Government standards by the brokers before being sold in bales. Under the 1952 Wool & Mohair Marketing and Export Proclamation, however, all wool will have to be fully classed before leaving the Territory.

Mohair, which ranks very much lower than wool among Basutoland's exports, has its season during the winter months. Its volume and value marketed co-operatively as shown in the table below, also represented an advance on the previous seasons' figures. The increase over the previous season (1949) in the volume exported was 17 per cent., representing just under  $2\frac{1}{2}$  per cent. of the Territory's total mohair exports. As in the case of wool, mohair prices soared to unprecedented levels, pitching as much as 101d. per lb. for Super Long Blue. The following table gives a comparison of average prices obtained by co-operative societies in 1949 and 1950, with representative prices obtained in 1951 :

	Type 1	2	3	4	5	LOX
1949 Averages . . . . .	29d.	26d.	22d.	—	—	12d.
1950 Averages . . . . .	77d.	75d.	60d.	48d.	47d.	26d.
1951 representative prices . . . . .	70d.	60d.	40d.	35d.	30d.	20d.

It will be noted that the 1951 mohair market has suffered a setback, like wool, though not quite such a severe one.

It has not yet proved possible for societies to undertake the classing of their members' mohair which is still performed for them by their brokers at a small charge, but under the 1952 Wool & Mohair Marketing and Export Proclamation it will be necessary for all mohair to be classed before leaving the Territory.

The export of hides and skins is only a minor function of wool and mohair marketing societies, but it too is steadily expanding, and in 1950/51 87 per cent. more by weight was exported than in 1949/50, representing  $2\frac{1}{2}$  per cent. of Basutoland's total hides and skins output. Details of volume and value are given below. During 1951 a new market for hides arose within the Territory with the formation in Maseru of a processing and exporting company called "H" Hides, which is shortly to become a limited liability company. By virtue of its special overseas export quota this company was able to offer better prices for hides than are obtainable in the Union of South Africa, and co-operative societies to an increasing extent have been selling their members' hides to it.



In the following table a comparison of the volume and value of produce exported, and of societies' annual net surpluses (or profits) is made between the years 1949/50 and 1950/51 :

	<i>As at 31.3.50</i>			<i>As at 31.3.51</i>		
	<i>Exports</i>		<i>Net</i>	<i>Exports</i>		<i>Net</i>
	<i>Volume</i>	<i>Value</i>	<i>Surpluses</i>	<i>Volume</i>	<i>Value</i>	<i>Surpluses</i>
Wool . . .	345,889 lb.	£49,902		390,450 lb.	£136,187	
Mohair . . .	28,180 lb.	3,064		33,214 lb.	9,107	
Hides & Skins .	11,080 lb.	735		20,715 lb.	3,203	
Totals . . .	385,149 lb.	53,701	£1,380	444,379 lb.	148,497	£4,059
Bulk Purchases		1,111			1,426	

Bulk purchases indicated in the table above represent wholesale purchases of stock salt, fertilizer, farm implements and other goods made by wool and mohair marketing societies on behalf of their members.

All societies of this type have been encouraged to erect their own office and store accommodation as soon as possible out of their annual net surpluses. Four societies have already erected such buildings, and three have buildings under construction.

In view of the large sums of money which were paid out to members by their societies the importance of thrift became more pressing than ever. Members were advised to save as much as possible of their new-found wealth against the inevitable leaner times ahead, by means of the Post Office Savings Bank, building societies and commercial bank deposit accounts. A good many responded to this advice, but not nearly as many as might have been wished, and some members showed an embarrassing preference for leaving the bulk of their money indefinitely with their society.

#### CO-OPERATIVE CONSUMER SOCIETIES

The number of these Societies was increased by two new registrations during the year, making 19 in all. One of these, of mixed European and African membership, situated in Maseru, is the first co-operative store to be registered in Basutoland. It has been handicapped by inadequate capital but appears to have a fair chance of success. Two African societies in Maseru, which had never functioned properly and whose members will now join the store society were about to be liquidated when the year ended. The demand for consumer co-operation remains great, but few of the societies already registered have worked with much determination or success. Difficulties connected with transport, with the choice and purchase of goods from



distant wholesalers, with the forethought involved in ordering ahead and with the necessity for voluntary unpaid labour by members, have in many instances proved too irksome and resulted in semi-dormant societies. There are sufficient exceptions to prove that, with determination, this type of society can succeed and help its members in the struggle against an ever-rising cost of living. But the difficulty in dealing with different groups applying for registration, and all apparently enthusiastic, is to decide which will have the necessary staying-power and which will fall by the wayside. Figures showing these societies' turnover are given earlier in this chapter.

#### CO-OPERATIVE AGRICULTURAL SOCIETIES

These societies which numbered four, have as their avowed objects the encouragement of better farming methods, the disposal of members' agricultural produce and the purchase of goods for members at whole-sale prices, but in practice they tend to be run principally as consumer societies, and up to now it has been found difficult to arrange for the bulk disposal of members' produce, apart from hides and skins. Two of the societies combine compulsory thrift contributions with their other objects, and one of these has successfully functioned as a small wool marketing society in addition. The combined turnover of these four societies, which is shown earlier in this Chapter was greater than that of the nineteen purely consumer societies.

#### GENERAL

It seems that Co-operation has come to stay in Basutoland, and it is certainly catching the imagination of an increasing proportion of the people. Its potentialities are great, but at the end of this year consolidation remained the prime consideration, though it is hoped that in 1952 further expansion will be achieved.

## CHAPTER VII SOCIAL SERVICES

### 1. EDUCATION

Although the school enrolment remains much the same as in 1950, showing an increase of 151 only, pressure on accommodation and equipment in many schools is still as great as ever.



There are 795 fully or partially aided schools out of the total of 900 schools in the Territory. Of the aided schools 722 are elementary vernacular schools with a total enrolment of 25,197 boys and 50,169 girls. There are 63 primary intermediate schools (that is, schools teaching Standards IV, V and VI) with an enrolment of 2,937 boys and 4,658 girls, and 10 institutions providing secondary, teacher training or technical training at a post-primary level with an enrolment of 758 boys and 393 girls. All the 105 unaided schools, with the exception of Pius XII Catholic University College, are primary schools with an enrolment of 1,516 boys and 3,770 girls; the University College has an enrolment of 18 men and 5 women. The total enrolment in the Territory is 30,426 boys and 58,995 girls, i.e., 89,421 pupils. According to the 1946 census this represents 16 per cent. of the total population in the Territory; the figure is misleading, however, as a large number of Basuto whose families remain in Basutoland are working in the Union; if these absentees are included in the population, then only 13.7 per cent. of the population are attending school.

Early in 1951 the Union Government announced that its previous restriction on non-Union Africans entering Union institutions and universities would be relaxed for three years. This has enabled a small number of Basuto to take advantage of the University facilities provided at Fort Hare and elsewhere and of agricultural training at Fort Cox. The outlook, however, is serious unless the High Commission Territories can come to some arrangements with other British African Territories; the alternative appears to be the provision of post-matriculation classes at the Basutoland High School and the sending of selected students to England, a very expensive procedure. It is interesting to record here that the staff of the controlled (Government) High School at Maseru has been Africanised, and the first African Education Officer appointed has been seconded as headmaster of the school.

Grants have been made to five intermediate schools which were formerly unaided and a new Form A class has been started at Qalo in the northern part of the Territory.

District Advisory Committees on African Education continue to give useful advice. Their main functions are to consider the allocation of moneys from Colonial Development and Welfare Fund sources for elementary schools and applications for registration of new schools.

They have discussed a variety of other matters such as the need for new intermediate schools, the Standard III examination, agriculture in the Standard VI examination, and circumcision schools, on all of which useful recommendations have been made.

The Central Advisory Board and its Standing Committee have, among other matters, considered the need for junior secondary (day) schools and the allocation in this connexion of the balance of £32,000



remaining under the original Colonial Development and Welfare Fund grant to education ; the admission of pupils to school in the first session of the year instead of bi-annually ; arts and crafts in the Basutoland Primary Teachers' Course ; appointments of African teachers ; and circumcision schools. In connexion with the last-named, members were perturbed at the apparent increase in the number of such schools since the abolition of the four-mile limit between mission and circumcision schools ; recommendations made were concerned primarily with the selection of sites for such schools.

Grants from the Colonial Development and Welfare Fund continue to be made available ; £6,674 was spent on buildings, £4,903 on equipment and £1,500 on salary grants for the Educational Secretaries of the three main missions. The re-building programme for elementary vernacular schools proceeds steadily : 81 schools were assisted on a £ for £ basis during the year. The rebuilding programme at the Basutoland Training College is nearly completed, the only outstanding item being the laboratory equipment. Grants were also made to two institutions—St. Mary's Roma, for a new refectory and dormitory to replace an old building which fell down, and the Morija Girls' School (which has been transferred from its old site of Thabana Moreña to Morija) for a new dormitory.

Under Colonial Development and Welfare Fund Scholarship schemes assistance has been granted to two students to take the veterinary course at the Royal (Dick) Veterinary College, Edinburgh and one student to take a medical course at the Witwatersrand University, Johannesburg. A departmental supervisor, who had been granted a British Council scholarship in 1950, completed a course in rural education at the Worcester Training College in July. A science teacher from the Basutoland High School left in August to take a professional teachers' course at the Institute of Education, London University ; this again was made possible through British Council assistance. Bursaries from Government funds were paid to 92 students studying within the Territory, and to 12 students following university and other post-matriculation courses in the Union of South Africa.

In primary education the orientation of ideas noted last year still continues though the change is slow. This has shown itself in an increasing number of visits to courts, post offices, Bushmen caves, soil conservation works and so on. Also, an increasing number of home gardens are now directly linked with the school. Apathy on the part of parents is the greatest obstacle to a more practical form of education ; many (even among the more educated section) strongly resent anything which interferes with the purely academic side of school activities. Undoubtedly the value of the new elementary syllabus is now beginning to be felt and a more practical approach to such subjects as Nature Study and Geography is noticeable in many schools. More marked perhaps is the improvement in English in the lower grades. The work in handwork and gardening varies from



school to school ; so much depends on the interest of the teacher in charge. Mention must be made of the great effort made by the Educational Secretary of the Roman Catholic Mission to improve crafts in his schools. There is still a tendency on the part of teachers, however, to attempt too many crafts, and do none well, instead of concentrating on a few and trying to achieve a higher standard in them.

Many short refresher courses have been held for teachers. Much time has been given to a study of the new syllabus at these courses and they have been of great benefit to teachers, especially the untrained ones.

Considerable reorganisation is taking place at the Lerotholi Technical School. The masonry, carpentry and plumbing courses are being integrated into a building department, in which all apprentices will be given the same theoretical training and a certain amount of interchange between the sub-departments for practical work will be encouraged. All furniture-making will come under the cabinet-making department, which will thus provide a more generalised wood-work course than in the past. A more satisfactory correlation between the night school classes and the theoretical work done in the workshops is being worked out.

A two-year commercial course has also been started at the school at the post-junior certificate level. This course appears to be much more popular than the old one-year one, probably because the students can work for the National Senior Certificate of the Union Education Department.

As far as scouting is concerned, the year has been one of steady expansion. The Roman Catholic Mission, which has adopted the movement whole-heartedly, has carried out an extensive training programme. The Paris Evangelical Missionary Society Mission has appointed a Youth Organiser who, in addition to sowing the seed for scouting, has done much to encourage games other than football, more particularly in the mountain areas where large playing fields are not available. This year the first African District Scout Commissioner was appointed and several Africans have earned their Woodbadges.

Guiding has suffered much through the departure of Mrs. K. Forsyth Thompson, the Territorial Commissioner, midway through the year. Much good work nevertheless was done. The movement is very alive in the girls' training institutions so that a steady supply of guiders is becoming available.

All interested in the Home Industries Organisation have for some time been concerned at its high annual cost compared with the very small number of trained weavers who have set up their own home units. It has been decided, therefore, to close down the organisation as such. The bulk of the money remaining is to be invested and the interest used to finance three craft schools at mission centres at Mazenod, Cana and Leribe. These will be under the control of the



Director of Education advised by a Craft Schools Committee, and not under the Basuto Administration as heretofore.

Little use has been made of the cinema van. This is partly because a steady supply of new films, except news reels, has not been forthcoming. There is little doubt that a large amount of entertainment must be given in order to get over a small amount of information. Proposals for making more effective and frequent use of the cinema equipment have been approved. A number of missionaries who have projectors have made good use of the departmental film library for shows to schools and colleges.

## 2. HEALTH

In Basutoland, the Government Medical Staff consists of a Director of Medical Services, 14 Medical Officers, one District Surgeon and an African Houseman. A Medical Officer is stationed at each of the District Headquarters. There is also a Medical Superintendent at the Leper Settlement. Public Health and Sanitation are in the charge of a Health Inspector.

Of the eight Government Hospitals, four are staffed by European Nursing Sisters with a Subordinate African Staff, while four hospitals are staffed by Trained African Nurses and African Staff.

The total accommodation in Government Hospitals is 359 beds for Africans and 13 for European patients, but further numbers of urgent cases are often admitted and provided with extempore accommodation.

Good progress has been made on the building of the twelve bed Hospital and Staff quarters at Butha Buthe, under the Colonial Development and Welfare Fund Scheme. It is hoped that on completion of some of the buildings the Government Dispensary will be opened early in 1952, followed, in due course, by the opening of the hospital.

Africanisation in the Medical Department has continued to make good progress. There are now two African Medical Officers on the staff in addition to an African Intern. By 1953, it is expected that there will be at least four African Medical Officers on the Staff, all of whom were trained under the Colonial Development and Welfare Fund Scheme till its funds were exhausted, when the last three trainees had their fees paid from Basutoland Funds. The African Health Inspector appointed in 1950, assists the European Health Inspector in matters concerning Health, Sanitation and preventive measures against epidemics. An African Health Assistant who qualified in 1950 was appointed to take charge of the Health Centre at Phamong, where he is doing good work. Six pupil Health Assistants began their training at the Maseru Hospital during the year. When trained they will replace the present Leprosy Inspectors, in order that their work



may include general preventive medical work in addition to the inspection of lepers, as it is intended to lay greater stress on preventive medicine in future. Fourteen African Probationer Nurses underwent training at the Maseru Hospital during the year. Four of these nurses were in their final year, but two resigned. It is hoped that the two remaining will qualify in 1952, when they will be engaged as Staff Nurses. The Maseru Hospital was recognised at the last meeting of the High Commission Territories Nursing Council on 7th November, 1951 as a training centre for African Nurses to be certificated under the Council; Maseru Hospital will be a grade II training centre. The course for training in general nursing will last  $4\frac{1}{2}$  years, with an additional nine months for midwifery.

There is no mental asylum in Basutoland. In the past, Basuto lunatics were treated in asylums in the Union and 34 cases are still being hospitalised there. At present, however, no further accommodation can be obtained. As a matter of urgency a temporary Mental Detention Centre was 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, and is a reasonable expedient to obviate the only other and objectionable alternative of detaining lunatics in gaols. The Detention Centre at Mohale's Hoek presents only two advantages as compared with the admission of lunatics to the Union Asylums, it allows lunatics to be visited by relatives and facilitates the discharge to their homes of patients whose condition is restored to health, or much improved. The Medical Officer at Mohale's Hoek is using convulsive therapy in a few selected cases. 85 patients were accommodated in the Detention Centre, 40 new cases were admitted, 12 were discharged and 17 died.

During the year 9,387 patients were admitted to Government Hospitals, compared with 8,958 during 1950, an increase of 429. There were 4,091 operations performed, of which 907 were major operations, an increase of 183 as compared with the operations performed in 1950. Four hundred and ninety-two 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 and 2,416 attendances were recorded during the year.

The Phamong Health Centre completed early in the year was opened in August, and an African Health Assistant placed in charge. The Medical Officer, Quthing, pays a weekly visit to the Centre and reports that the standard of diagnosis and treatment by the Health Assistant is sufficiently high for him to do a considerable amount of good. During the first six weeks after opening, 729 patients were seen and it is expected that attendances will increase in number.

Four Mountain Dispensaries are to be built under another Colonial Development & Welfare Fund Scheme and work has already



commenced on two, one at Sekake's in the Qacha's Nek district and another at Nohana's, near Ketane, in the Mohale's Hoek District. When completed, a Trained African Nurse will be stationed at each of these Dispensaries.

There are four Mission Hospitals in the Territory : at Roma, Morija, Paray (Ntaote's) and the Maluti Hospital at Mapoteng. The latter is only partly completed. All four hospitals are subsidised by Government and have 40, 32, 31 and 43 beds respectively. There is an out-patients Department at each of these Hospitals.

Approval has recently been given for the building of Health Centres at Semongkong, Marakabei and Mashai, as well as a part of the new 250-bed hospital at Maseru, under a Colonial Development & Welfare Fund Scheme. The establishment of an adequate central hospital is of great importance, not only to supply facilities for the training of African staff, but to enable curative medical work to be concentrated at the main centre of Maseru. With the establishment of the new central hospital, it will be possible to undertake specialist treatment with the appointment of officers qualified for such work.

#### EPIDEMICS AND GENERAL DISEASES

Apart from Diphtheria, no major epidemics were reported during the year under review.

*Plague.* There were no cases reported. However, all precautions such as gassing of rodents' burrows, spraying with D.D.T. Powder and putting down poisoned wheat bait, were undertaken. Experience has shown that poisoned wheat is the most popular means of eradicating rodents.

*Smallpox.* During the year a vaccinating campaign was carried out and some 63,500 people were vaccinated by the Health Department. Only one case of smallpox was reported, although reports came in of other suspected smallpox cases. On investigation these latter were found to be false.

*Typhus.* Only one case of this disease, resulting in death, was reported.

*Diphtheria.* Sporadic outbreaks occurred all over the Territory ; 460 cases were reported with 61 deaths. Over 40,000 prophylactic injections were given. A large number of reports were received of Diphtheria cases, but when investigated these were not confirmed.

*Tuberculosis.* There was an increase of 291 cases in the number of Pulmonary Tuberculosis cases reported. 705 were diagnosed with 34 deaths, as compared with 414 for the previous year. In addition, 288 other tuberculosis cases were reported.



*Typhoid Fever.* 240 cases were notified, with 21 deaths, a decrease of 154 cases and 32 deaths compared with the 1950 figures. The outbreaks were localised to a few villages in the lowlands and were controlled by prophylactic inoculations of T.A.B. vaccine.

*Pellagra.* There were 2,132 cases with 4 deaths reported, reflecting an increase of 651 cases on the figures for the previous year. This is probably due to the poor crops, owing to drought conditions during the year, and the partial failure of the maize and kaffircorn crops, which form the staple diet of the Basuto.

*Avitaminosis.* 726 cases were reported.

The figures quoted above are taken from returns submitted by Government Dispensaries, and do not include annual returns of statistics supplied by Mission Hospitals. The latter submit an annual Report, but they do not submit weekly notifications of infectious diseases owing to their remote situations.

#### WATER SUPPLIES

Due to the drought and the poor rainfall during the year, water supplies throughout the Territory were generally inadequate. The situation was, however, not grave, thanks to the dams constructed by the Agricultural Department as part of their anti-erosion programme. Seven new springs were enclosed, and two repaired in the Qacha's Nek District. Repairs were effected to a number of springs in the Berea and Maseru Districts, and a new spring enclosed at Makeneng, near Matsieng.

#### SANITATION

Sanitation arrangements are mainly of the bucket type, but indoor sewerage has been installed in a number of new buildings. Four new stercus carts specially constructed with a 15-inch clearance were purchased during the year, and one provided for Quthing.

The construction of cleaning slabs and oil baths at Sanitary farms, and Public Latrines, provided for in the Estimates, was held up due to the shortage of labour, but it is hoped that these will be completed early in 1952.

#### LEPER SETTLEMENT

The general health has continued to improve with the extended use of sulphone therapy. A large number of arrested cases have been discharged while admissions remain about the same, thus the number of inmates is gradually falling. Deaths have been fewer than for many years.



At the end of 1950 it was thought that the cheaper suphone preparation, Avlosulphone, was less effective than the expensive sulphetrone which was tried first. It now appears probable that Avlosulphone is just as effective. Many patients on sulphone therapy show marked improvement after a few months of treatment.

Sulphone therapy has, on the other hand, been disappointing in that several arrested cases who were discharged had to be readmitted with recurrences, some within a year of their discharge.

There were 94 admissions, of which 23 were recurrences and 71 new cases, and 146 discharges during the year. 539 patients remained in the Settlement at the end of the year. Only 33 deaths occurred, compared with 45 in 1950.

### GOVERNMENT HOSPITALS

District	In-patients treated in Hospital	Operations		Out-patients treated in Dis- pensaries including those receiving injections for Syphilis			Total
		Major	Minor	First Attendances	Subsequent Attendances	Injections for Syphilis	
Maseru.	3,378	425	669	35,419	4,078	6,117	50,086
Leribe .	1,411	239	743	16,952	6,197	4,228	29,770
Mafeteng .	1,407	65	612	22,798	5,329	5,809	36,020
Mohale's Hoek .	629	104	277	11,358	5,071	7,279	24,718
Qacha's Nek .	595	17	107	4,553	706	1,892	7,870
Quthing .	992	28	376	11,277	3,029	1,985	17,687
Teyateyaneng .	437	15	232	17,474	7,387	4,892	30,437
Mokhotlong .	529	14	168	5,485	1,044	1,405	8,645
Totals .	9,378	907	3,184	125,316	32,841	33,607	205,233
District Surgeon Butha-Buthe .	.	.	.	.	.	.	12,254
							<u>217,487</u>

### MISSION HOSPITALS

Hospital	In-patients treated in Hospital	Operations		Out-patients treated in Dis- pensaries including those receiving injections for Syphilis			Total
		Major	Minor	First Attendances	Subsequent Attendances	Injections for Syphilis	
Roma .	850	47	208	4,568	1,339	1,260	8,272
Paray Hospital, Ntaote's .	967	33	144	8,336	1,803	906	12,189
Maluti Hospital, Mapoteng .	375	45	144	2,855	1,505	344	5,268
Scott Hospital, Moriija* .	683	55	143	9,060	2,503	2,943	15,387
Totals .	2,875	180	639	24,819	7,150	5,453	41,116

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

4,444	1,042	526	6,012
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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.

Three European houses were constructed during the year, one each at Teyateyaneng, Mokhotlong and Mafeteng. The following African houses were also either completed or nearing completion at the end of the year :—

Mohales Hoek . . . . .	10 houses (6 for Police)
Mafeteng . . . . .	2 houses
Maseru . . . . .	15 houses (9 for Police)
Teyateyaneng . . . . .	16 houses (all Police)
Leribe . . . . .	2 houses

### 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 organisations are run entirely by voluntary workers, both European and Basuto.

Community Halls have been built at all District Headquarters. At each Headquarters a committee of Africans was appointed to help the District Commissioner with the planning and building of the Hall and to organise the activities which 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.

A community Hall and Library were completed in Maseru in 1948.

The Financial Secretary acted as chairman of the Pension Board and the Assistant Treasurer as Chairman 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.

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.

In the financial year 1950/51, 166 applications were considered by the Executive Committee and assistance was granted in 52 cases. 17 of the grants made were Education Bursaries and Family Allowances to ex-soldiers studying at schools and colleges. The remaining 35 grants covered re-habilitation, relief, etc. £1,316 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 1951 :

- 1 Proclamation No. 33 of 1951. The Basutoland Game Preservation Proclamation, which makes provision for the preservation of Game in Basutoland.
- 2 Proclamation No. 45 of 1951. The Basutoland Protection of Fresh Water Fish Proclamation, which makes provision for the protection of Fresh Water Fish in Basutoland.
- 3 Proclamation No. 47 of 1951. The Basutoland Weeds Proclamation, which makes provision for the eradication of certain noxious weeds.
- 4 Proclamation No. 58 of 1951. The Basutoland Opium and Habit-forming Drugs Regulation (Amendment) Proclamation, which provides heavier penalties for trafficking in dagga.
- 5 Proclamation No. 72 of 1951. The Basutoland Trading Proclamation, which consolidates and amends the law regarding Trading.

## 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 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 :

### 1. 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 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 recognised 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 the 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 with 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, the registration of Births, Marriages and Deaths, and the issue of law reports.

## REGISTRAR OF THE HIGH COURT

(a) *Criminal Trials*

During 1951 fourteen trial cases involving forty-two accused persons were heard by the High Court. Two of these cases dealt with the crime known as Medicine Murder, and involved fifteen accused persons, of whom seven were found not guilty and discharged and eight sentenced to death. Of these eight, five made application for leave to appeal to the Privy Council. The application being refused, the sentences of three of these five persons were commuted to terms of imprisonment.

Thirteen accused persons were tried for murder (as opposed to Medicine Murder) and of these three were found guilty of Culpable Homicide and six were found not guilty and discharged. Of the four found guilty and sentenced to death, three had their sentences commuted to terms of imprisonment.

Fourteen accused persons were tried for the various crimes of : Assault with intent to murder, house-breaking with intent to steal and theft, and robbery. Of these two were found not guilty and discharged and the remainder sentenced to terms of imprisonment.

A further Medicine Murder case was postponed to the coming Session of the High Court to enable the accused persons to complete their arrangements in regard to their defence.

(b) *Criminal Appeals*

Eighty criminal appeals were dealt with during 1951 ; of these eighteen were allowed, forty-five dismissed, six struck off the Roll (the appellants being in default), and seven were withdrawn before hearing. In four appeals the Court ordered re-trials and further evidence to be taken in the Subordinate Courts.



(c) *Review of Criminal Cases*

Three hundred and eighty Subordinate Court cases were reviewed by the Chief Justice. In six of these the convictions and sentences were set aside, and in a further sixteen cases the sentences varied. In nine cases the Chief Justice declined to review the proceedings as an appeal 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*

Seventeen civil applications and four 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 1951, 29 births and 12 deaths were registered.

The Legal Secretary is also responsible for the registration of marriages under Proclamation No. 7 of 1911. Two thousand, three hundred and thirty-six marriages were registered in terms of this Proclamation during 1951, 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

The Territory has two Judicial Commissioners—one for the Northern circuit and one for the Southern. In addition to hearing appeals from the Paramount Chief's Courts they also have jurisdiction to try



criminal cases in all districts of Basutoland, thus relieving District Officers of a considerable amount of Court work and enabling them to spend more time on administrative work.

The total number of appeals heard by Judicial Commissioners during the last five years was as follows :—

1947	. . . 489	1949	. . . 351
1948	. . . 387	1950	. . . 159
	1951	. . . 252	

The total number heard by Paramount Chief's Appeal Courts in 1951 was 1,083.

The 252 cases heard by Judicial Commissioners in 1951 were disposed of as follows :—

(The figures for 1950 are also given for comparison.)

	<i>Number</i>		<i>Percentage</i>	
	1950	1951	1950	1951
Paramount Chief's Court :				
Judgments upheld . . . . .	60	130	41	56
Paramount Chief's Court :				
Judgments varied . . . . .	19	16	13	7
Paramount Chief's Court :				
Judgment reversed . . . . .	32	53	21	23
Remitted down for re-hearing . . . . .	9	—	6	—
Struck off roll for want of prosecution . . . . .	16	25	12	11
Various . . . . .	8	6	6	3
Postponed . . . . .	2	—	1	—
Totals . . . . .	146	230	100	100

<i>Petitions</i>	1950	1951
Allowed . . . . .	1	5
Dismissed . . . . .	12	16
Miscellaneous . . . . .	—	1
Totals . . . . .	13	22
	159	252

It is satisfactory to see that the total number of appeals heard, expressed as a percentage of cases heard by the Paramount Chief's Appeal Courts, were only 21 per cent. and that of all the cases heard by the Paramount Chief's Appeal Courts only 5 per cent. were reversed on appeal.



## 2. POLICE

### ADMINISTRATION

The Commissioner 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 a 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 Superintendents or 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.

### ESTABLISHMENT AND STRENGTH

The following shews the establishment and actual strength of the Force as at 31st December, 1951 :—

<i>Rank</i>	<i>Establishment</i>	<i>Strength</i>
Commissioner . . . . .	1	1
Deputy Commissioner . . . . .	1	1
Superintendents } . . . . .	12	9
Assistant Superintendents }		—
Assistant Superintendents Supernumerary . . . . .	3	3
Total Commissioned Ranks . . . . .	17	14



<i>Rank</i>	<i>Establishment</i>	<i>Strength</i>
Senior Inspector . . . . .	1	1
Sergeant Major . . . . .	1	1
Staff Sergeants . . . . .	7	5
Sergeants . . . . .	15	10
Corporals . . . . .	31	38
Lance Corporals . . . . .	Nil	30
Troopers . . . . .	293	255
Total Inspectorate and Non-commissioned Ranks	348	340
<i>Civilian Employees</i>		
Lady Clerk (European) . . . . .	1	1
Saddlers (African) . . . . .	5	5
	6	6

## TRANSPORT

The Force has an establishment of 11 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 Trooper to assist him. It is situated at Walker's Camp on the outskirts of Maseru. In addition to recruits' courses, each normally of six months duration, refresher courses and promotion courses are held as possible for N.C.O.'s and Senior Troopers.

During the year 17 recruits completed their training and were posted to Divisions, 4 were discharged as unsuitable and 17 were still in training at the end of the year.

CRIMINAL INVESTIGATION DIVISION  
AND RECORDS BUREAU

The Division is commanded by a Superintendent of Police directly responsible to the Commissioner. The African establishment is one Sergeant, three Corporals and seven 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.



## WORK OF THE POLICE

(a) *Border Posts*

The Force is responsible for the manning of 29 Border Posts, which have an establishment of three N.C.O.'s and 65 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*

194,290 men-miles were covered during the year by 8,527 patrols of a total of 11,545 members of the rank and file who were despatched on mounted 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 eight 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 three posts had been taken over from the contractors and all but one of the others, though incomplete, were in partial operation.

## CRIMINAL RECORD BUREAU STATISTICS

Fingerprint slips received from Basutoland Mounted Police Detachments and Thabang "A" Native Court numbered 1,913. These were classified and filed. 98 fingerprint dockets were opened during the year. Persons fingerprinted were all Africans.

## CRIME

The contraventions or alleged contraventions of the Laws of the Territory reported to the Police during 1951 numbered 7,057. This figure excludes 337 cases which were pending at the close of 1950.

The cases were disposed of as follows :—

Sent for trial . . . . .	3,411
Transferred to Native Courts . . . . .	2,403
Withdrawn before arrest or issue of process . . . . .	456
Undetected . . . . .	306
Found false on enquiry . . . . .	234
Not completed during the year . . . . .	584
Total . . . . .	<u>7,394</u>



6,353 persons were prosecuted ; 3,387 summarily convicted ; 54 committed for trial ; 2,209 transferred to Native Courts ; 2 found insane before trial ; 370 discharged, and 331 on remand.

2,332 crimes of a serious nature were reported during the year, representing 33.04 per cent. of the total for all offences. 170 crimes under this head were brought forward from the previous year.

2,209 serious crimes were fully investigated during 1951 and of these 1,192 or 53.96 per cent. were sent for trial. Of the remaining 1,017 cases, 618 were transferred to Native Courts ; 127 were withdrawn ; 171 were found false on enquiry, and 101 or 2.23 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>	1944	1945	1946	1947	1948	1949	1950	1951
Offences against the Person . . . . .	259	298	485	476	490	401	421	461
Offences against Property . . . . .	314	433	594	416	558	594	707	1,197
Offences against Liquor Laws . . . .	26	44	61	81	66	77	140	119
Other Crimes . . . .	697	824	834	984	1,012	1,069	1,212	1,610
	1,296	1,599	1,974	1,957	2,126	2,141	2,480	3,387
<i>In Superior Courts</i>								
Murder . . . . .	22	5	8	35	48	7	30	13
Culpable Homicide . .	11	12	21	31	14	7	—	2
Attempted Murder . .	4	2	—	3	—	—	—	3
Rape . . . . .	—	2	4	—	—	—	—	—
Other Offences against the Person . .	4	—	8	6	1	4	—	2
Offences against Pro- perty with Violence to the Person . . . .	—	—	—	—	—	—	—	3
Other offences against Property . . .	—	—	—	4	—	1	3	4
<i>In Superior Courts</i>								
<i>Nature of Crime in Magisterial Courts</i>								
Public Violence . . .	—	—	—	—	—	—	—	—
Other Crimes . . . .	—	—	—	1	—	—	—	—
Total . . . . .	1,337	1,620	2,015	2,037	2,189	2,160	2,513	3,414

The number of convictions for 1951, shows an increase of 901 cases over the figures for the previous year. Convictions for offences against the person increased by 30 and for offences against property by 494, of which stock theft accounted for 386. Convictions for statutory and other minor offences increased by 398, while those for offences against the liquor laws showed a decrease of 21.



The increase in convictions for theft of stock is attributed to the success of the mountain stock theft patrols which were maintained during the year. The high cost of living in the Territory must, however, also be considered as a factor in the marked increase in offences against property.

The increased convictions for statutory and other minor offences is not considered to be abnormal. The illicit possession and trafficking in the habit-forming drug known as Dagga or Indian Hemp, classified as a statutory offence, accounted for an increase of 169 from 214 to 383 under this head. This increase is attributed to the success of patrols using mechanical transport to combat this traffic.

#### “MEDICINE” MURDER

Medicine Murder was again the most serious crime the Police had to contend with in 1951. Nine cases were reported ; an increase over the previous two years, and the second highest reported during any one year.

In addition evidence was obtained that three murders reported during 1950 were Medicine Murders and these were successfully investigated during the year under review. One case reported during 1947 and closed undetected was also re-opened and successfully investigated.

The resources of the Police were taxed to the utmost in dealing with the investigation of outstanding cases from previous years and the cases which came to the notice of the Police during 1951.

Nineteen accused persons in the three cases outstanding from 1950 were sent for trial during the year ; eight were convicted, seven discharged and four committed for trial. Arrests have been made in the outstanding case from 1947, and this case is now ready for Court.

Eight accused persons in two of the nine cases reported during the year under review have been indicted for trial by the High Court. The Attorney-General entered a *nolle prosequi* in one case in which eleven accused were involved. Five cases are still under investigation. There were no prominent Chiefs involved in the cases sent for trial during the year.

The high proportion of cases under investigation at the end of 1951 is accounted for by the fact that four of them were reported subsequently to September, 1951, and experience in the past has shown that immediate success in this type of crime is not usually obtained.

A Comparative Table showing the Medicine Murders reported since 1943 and the fluctuations during the past eight years is given herewith :—



<i>Year</i>	<i>Cases reported</i>	<i>Increase over previous year</i>	<i>Decrease over previous year</i>
1943 . . .	4	1	—
1944 . . .	8	4	—
1945 . . .	6	—	2
1946 . . .	7	1	—
1947 . . .	6	—	1
1948 . . .	20	14	—
1949 . . .	5	—	15
1950 . . .	4	—	1
1951 . . .	9	5	—

### 3. PRISONS

The authorised establishment of the Basutoland Prison Service is as follows :—

#### *European*

Superintendent of Prisons . . . . .	1
Assistant Superintendent of Prisons . . . . .	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
	—
	94
	—

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. This is being erected by prison labour. One wing is completed and occupied, and the second wing is nearing completion. There is also a camp for young prisoners at the Gaol Gardens, Maseru.

The total number of persons committed to prison during 1951 was 4,055 and the daily average population was 687.62. The figures for 1950 were admissions 3,205 and daily average population 555.82.

Recidivism showed a slight decrease from the previous year. The number of persons returning to prison was 582 or 14.35 per cent. of the total admissions compared with 15.72 per cent. in 1950.

The increase in population occurred mostly toward the end of the year and is thought to be due to the greater mobility of the police and the establishment of more police posts.



## WOMEN PRISONERS

Women prisoners, except those serving very short sentences, are always transferred to Maseru Prison where there is a small female staff consisting of one Female Gaoler and six Female Warders.

In the other prisons of the Territory, 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, repairing clothing and making female clothing.

The Female Gaoler gives instructions in elementary hygiene and literacy classes are also being held.

## SPIRITUAL WELFARE

There are no chaplains attached to the Prison Service 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 140 admissions to hospital and 2 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. At Maseru the sick are seen by the Medical Officer at the prison.

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 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 supplies 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 96,000 lbs. of vegetables were produced.

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

Several prisoners are 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. The stone which is being quarried and dressed is being used in the building of the new Central Prison mentioned earlier.

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

The carpentry section is doing the joinery and roofing in the new prison whilst 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 under review.

About £130 has been paid into revenue from Prison Industries during 1951 and approximately £480, income from the sale of vegetables and pigs, has been paid into a trading account which was opened in April, 1951.

Provision is made in the Prison Regulations for certain classes of prisoners to be employed on public works outside the prisons. In the case of the few prisoners who have been treated in this manner the scheme has proved successful.

#### DISCIPLINE

Discipline remained fairly good throughout 1951, 28 prisoners escaped from custody, and 22 were recaptured. Comparative figures for the previous year were 11 and 8 respectively.

All judicial executions are carried out at Maseru.

On the 1st January, 1951 there were 15 prisoners in custody under sentence of death, and in addition 9 were sentenced during the year. The outcome of the cases was as follows :—

Executed . . . . .	12
Sentence commuted to imprisonment . . . . .	12
	—
Total . . . . .	24
	—



## CHAPTER X

## PUBLIC UTILITIES AND PUBLIC WORKS

Owing to the majority of the building staff having been disbanded due to financial stringency in 1950 considerable delay has occurred in getting the building programme under way. Work is difficult due to shortage of materials and artisans and it became necessary to recruit Portuguese artisans from Lourenço Marques. The building staff during the year consisted of an Architect, a Building Superintendent, two Works Staff Grade I and one Works Staff Grade II.

Three Government European Quarters were constructed, one each at Teyateyaneng, Mokhotlong and Mafeteng, and a total of 47 African houses were either completed or almost completed at the end of the year. A new workshop for the Public Works Department ; alterations to the Medical Store and Waiting Room ; extensions to Secretariat Offices, and a new Police Store were completed in Maseru, while improvements to the Post Master's Quarters and a new Police Station were completed at Qacha's Nek. A new Post Office and a House for the Agricultural Officer were also completed at Mokhotlong together with numerous minor building works. Work commenced and has progressed satisfactorily on a new hospital at Butha Buthe which is being constructed on contract and also on the construction of a new building at the Lerotholi Technical School.

## 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.

The new Maseru Water Supply operated satisfactorily during the year, but in dry weather the demand already exceeds the supply and extensions will, therefore, have to come under consideration in the very near future.

In the districts a new borehole at Mohale's Hoek was equipped and connected to a new 50,000 gallon storage tank, and at Leribe a new borehole was equipped and connected to the existing reservoirs. Great difficulty was experienced in obtaining a contractor to undertake drilling at Quthing and it was only at the end of the year that a machine was eventually moved there. The results of the drilling are not yet known.



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 in the Territory is at Maseru and was purchased by Government in 1948. The current supplied is 220 volts A.C. Tenders for the installation of a new Power Station at Maseru financed by Loan Funds were received and approved towards the middle of the year. Due to the general rise in prices, however, the estimated cost has risen from approximately £65,000 to approximately £78,000. The construction of the Power Station building and cooling pond was undertaken by the Public Works Department and almost completed during the year. A new Railway Siding to the site was also completed. It is hoped to have the first section in operation by the middle of 1952, but it is unlikely that the second boiler will be available until the middle of 1953.

### 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.

During the year two heavy motor graders and one mechanical shovel were purchased which will help to improve the road maintenance organisation. These have, however, not yet been put into operation. From Colonial Development and Welfare Funds a new bridge was completed near Leribe and materials ordered for the construction of additional bridges and culverts during the coming year. Work also commenced on a Mountain Road into the heart of Basutoland, which will join Maseru with Ntaote's.

#### BRIDLE PATHS

There are approximately 1,600 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 recognised 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.

In addition there are a number of landing strips in the Territory used principally by traders for the transporting of merchandise to and from their stores.



During the year all these aerodromes and landing fields were inspected by the Air Adviser to the High Commissioner with a view to their being licensed in the near future.

#### POSTAL AND TELEGRAPHIC COMMUNICATION

There is a full postal service in the lowlands of Basutoland with a telephone and telegraph system covering approximately the same area as the main roads. Postal agencies throughout the mountains deal with the mail for this area, which is carried by pack animals. To accelerate the disposal of mails for the Mokhotlong area an airmail service was established in 1950 between Ladysmith in Natal, Mokhotlong and Maseru. The postal service is administratively part of that of the Union of South Africa, although Basutoland has its own postage and revenue stamps.

Due to the continued need to exercise economy, the Post Office was unable to extend and improve public facilities to the desired extent in 1951.

No additional head post-offices could be established, but the postal and telephone agency at Mazenod Institute was regraded to the higher status of postal, telegraphic and telephonic agency. Arrangements are in hand to regrade agencies at Matsieng, Kolonyama and Mapoteng to similar status.

The reconstruction of the Teyateyaneng - Butha Buthe telegraphic trunk line, which had reached an advanced stage of deterioration of its components, was started during the year.

#### TELEPHONES

The demand for new services has continued to increase and it has been possible to connect 60 additional subscribers to the system, mainly at Maseru where the telephone exchange system was modernized.

#### RADIO-COMMUNICATION

The Maseru - Mokhotlong - Mashai - Qacha's Nek departmental radio link continues satisfactorily to serve the needs of the public in the remote mountain areas. To afford relief to traders and mission stations in similar areas not within reach of the departmental link and to which the normal post-office telephone system cannot be extended, several licences for private radio-communication were issued.



## 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 the greater part 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 Matabele.

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, and shall be taken to be British subjects, and the territory of the said tribe shall be, and 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 and 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 recognised 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 the 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 reorganisation 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 court 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.

Nevertheless it was not to be expected that these major political changes, however necessary and beneficial in the main and in the long run, could be achieved without causing some dissatisfaction and disharmony amongst those most closely affected by them. In his Report to the Secretary of State on the recent outbreak of 'Diretlo' or Medicine Murders in Basutoland, Mr. G. I. Jones has analysed the historical influences and the effects of Government policy which have in some ways weakened the traditional system of rights and obligations which bound the chieftainship and the people together. It must, however, be recognised that such development is fraught with difficulties, as it must reconcile the need for increased participation and representation in the conduct of affairs with the oft-repeated pledge to support and make the best use of the chieftainship, in which the Basuto society and outlook remain deeply rooted.

## 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

Three 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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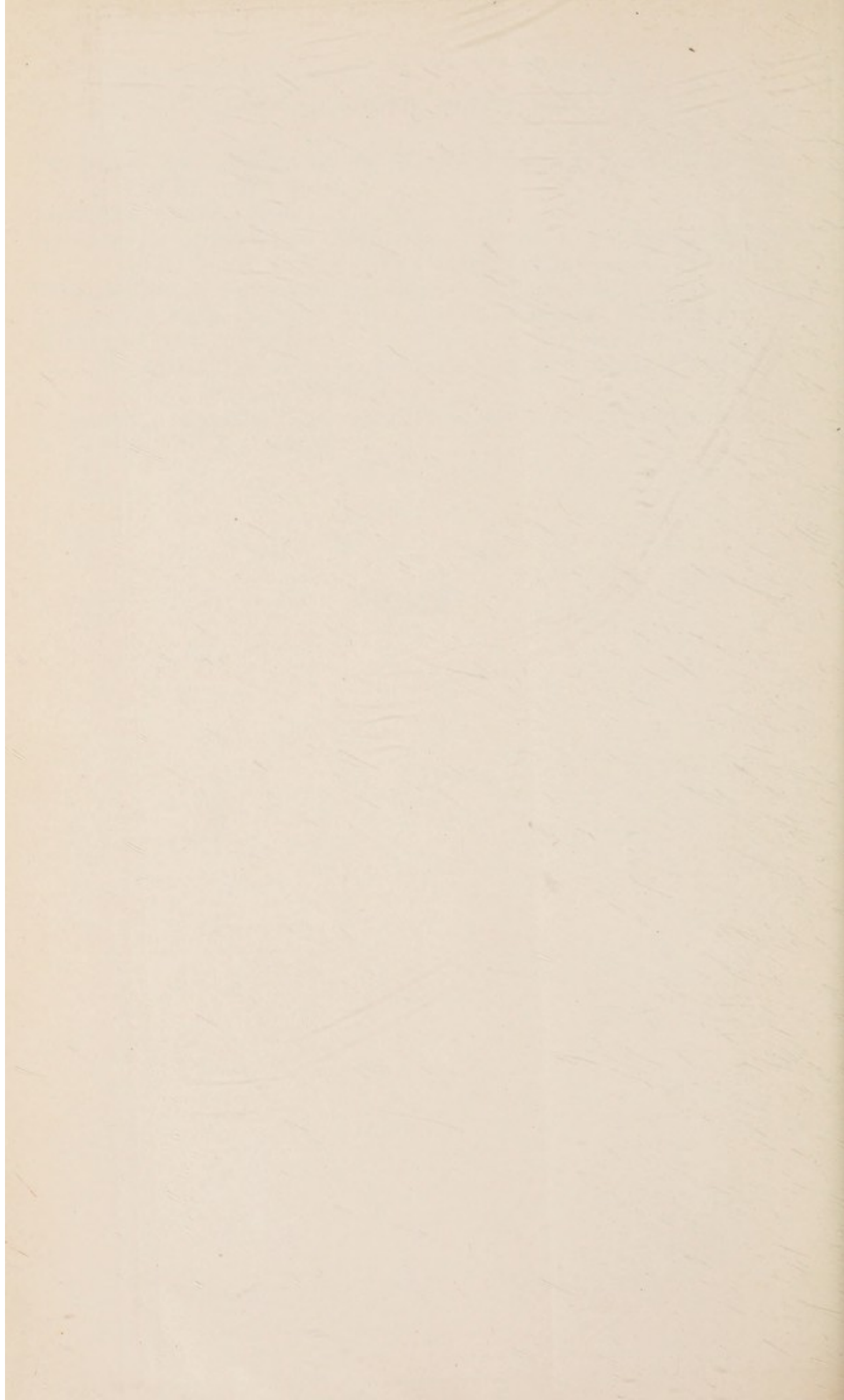
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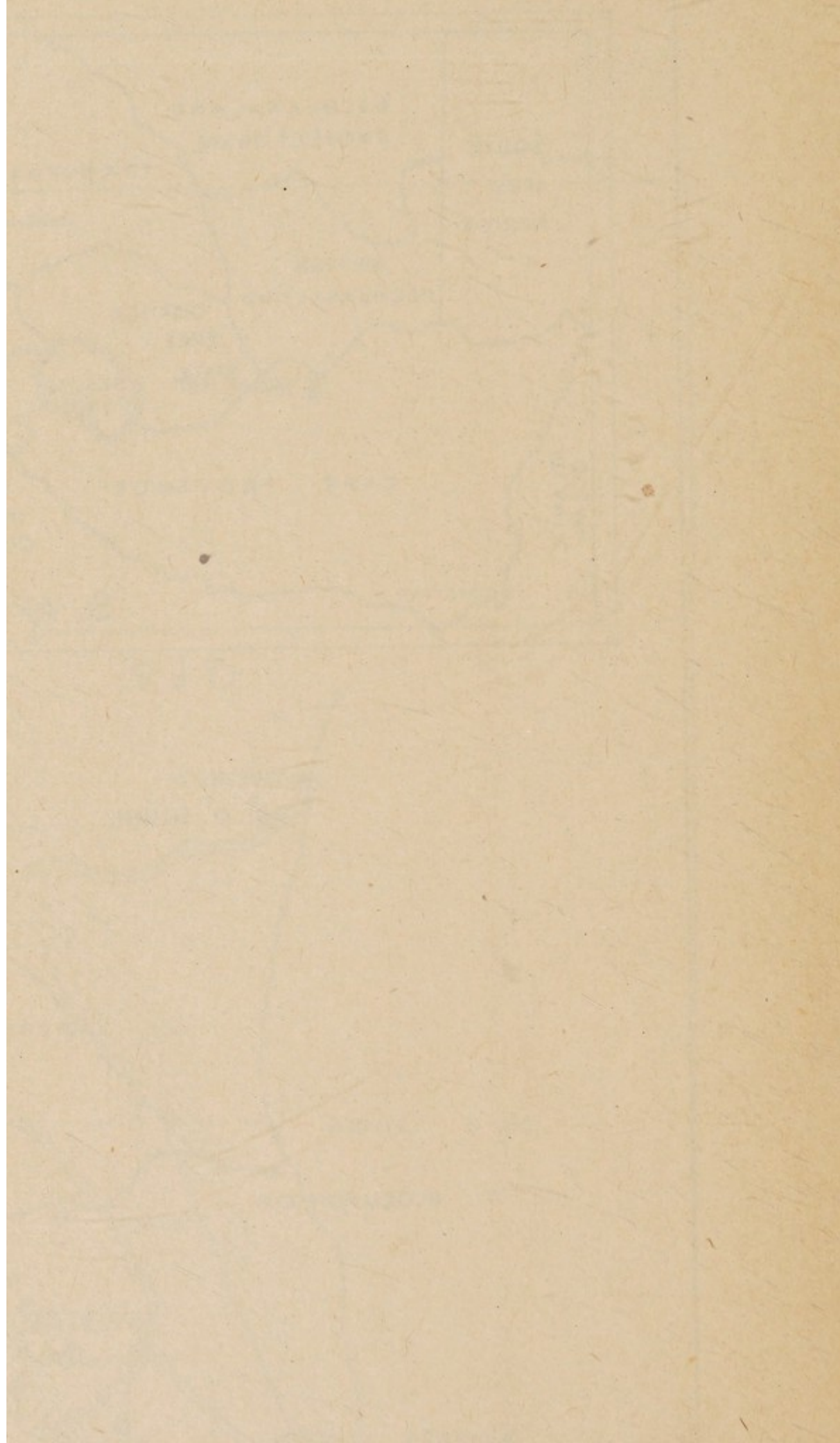














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