

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

### **Contributors**

Great Britain. Office of Commonwealth Relations.

### **Publication/Creation**

London : H.M.S.O., [1954]

### **Persistent URL**

<https://wellcomecollection.org/works/qdfncsyk>

### **License and attribution**

This work has been identified as being free of known restrictions under copyright law, including all related and neighbouring rights and is being made available under the Creative Commons, Public Domain Mark.

You can copy, modify, distribute and perform the work, even for commercial purposes, without asking permission.



Wellcome Collection  
183 Euston Road  
London NW1 2BE UK  
T +44 (0)20 7611 8722  
E [library@wellcomecollection.org](mailto:library@wellcomecollection.org)  
<https://wellcomecollection.org>

AC.167

Current no. 20.408



---

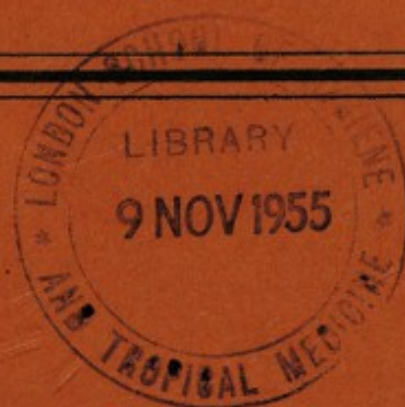
---

*COLONIAL REPORTS*

Basutoland  
1954

---

---



LONDON  
HER MAJESTY'S STATIONERY OFFICE  
1955

FIVE SHILLINGS NET





22501404487

ANNUAL REPORT  
ON  
**BASUTOLAND**

FOR THE YEAR

1954

---

*Price 5s.*

LONDON  
H. M. S. O.

1955

*Statistics*

The tables at pages 74 to 77 show crime statistics for the year under review. The number of persons convicted in 1954 indicates an increase of 92 over the figures for the previous year.



WELLCOME INSTITUTE LIBRARY	
Coll.	wellMomec
Call	Ann Lip
No.	WA28
	.HL3
	G78
	1954

MORIJA PRINTING WORKS

MORIJA - BASUTOLAND

# CONTENTS

## PART I

	Page
CHAPTER I	Review of Main Events of the Year . . . . . 5
CHAPTER II	Progress of Development Schemes . . . . . 13

## PART II

CHAPTER I	Population . . . . .	19
CHAPTER II	Occupations, Wages and Labour Organisation . . . . .	21
CHAPTER III	Public Finance and Taxation . . . . .	26
CHAPTER IV	Currency and Banking . . . . .	32
CHAPTER V	Commerce . . . . .	33
CHAPTER VI	Production :	
	1. Agriculture and Livestock Services . . . . .	36
	2. Co-operative Societies . . . . .	43
CHAPTER VII	Social Services :	
	1. Education . . . . .	47
	2. Public Health . . . . .	51
	3. Housing . . . . .	59
	4. Social Welfare . . . . .	59
CHAPTER VIII	Legislation and Legal . . . . .	61
CHAPTER IX	Justice, Police and Prisons :	
	1. Justice . . . . .	63
	2. Police . . . . .	68
	3. Prisons . . . . .	77
CHAPTER X	Public Utilities and Public Works . . . . .	80
CHAPTER XI	Communications . . . . .	83
CHAPTER XII	Press . . . . .	86

## PART III

CHAPTER I	Geography and Climate . . . . .	88
CHAPTER II	Early History . . . . .	89
CHAPTER III	Administration . . . . .	90
CHAPTER IV	Weights and Measures . . . . .	93
CHAPTER V	Reading List . . . . .	93
MAP OF BASUTOLAND	Inside back cover	
PHOTOGRAPHS	Photographs show the work of the Public Works Department	



Digitized by the Internet Archive  
in 2019 with funding from  
Wellcome Library



## PART I

### CHAPTER ONE

## REVIEW OF THE MAIN EVENTS OF 1954

### I. ADMINISTRATION AND GENERAL

The main feature of the year under review has been the work of the Administrative Reforms Committee. The Committee consisted of Sir Henry Moore, G.C.M.G., formerly Governor-General of Ceylon, as Chairman, and Mr. R. P. Bush, C.M.G., a former Secretary of Native Affairs of Northern Rhodesia. Mr. B. A. Marwick, C.B.E., Government Secretary, Chief Leshoboro Majara, Chief Nkoebe Mitchell Peete, M.B.E., and Chief Kelebene Nkuebe were deputed to assist the Committee, of which Major A. H. Donald was Secretary.

The purpose of the Committee was to examine the structure of Native Administration in Basutoland and to recommend the lines on which it should be developed, having regard to the existing system, to the need for more effective instruments of Local Government at district level, to the relationship between the Central Government and its officers and the Local Government structure recommended, and to the financial implications of its recommendations.

During May, after preliminary work in Maseru, the Committee toured the Territory, holding public sessions at all the district headquarters and interviewing representatives of various associations. Altogether oral evidence and suggestions were received from 185 persons and written memoranda from 257 members of the general public, local bodies and associations and the Government service.

The Committee's report was published in English and Sesotho in October and was widely distributed to enable the public to study it before the next stage when it will be explained to the people at *pitsos* (assemblies) which are to be held throughout the Territory in the early part of 1955. To enable the Basuto to express their views on the Report it will then be considered by the District Councils and debated by the Basutoland Council before being submitted to the Secretary of State.

Work has begun on the establishment of a new sub-station at Sehonghong in the Mashai area, Qacha's Nek district. The new station will enable the mountainous hinterland of Qacha's Nek to be more effectively administered and provided with social services. It is proposed that it should be staffed entirely by Basuto officials and provision is planned for a Health Centre, Post Office, Police Post, Gaol and a Rest House for visiting officers. An Agricultural Department officer and Schools Supervisor will be included in the complement of resident African officials. The new station has an air-strip and much of the freighting of materials has been carried out by a Douglas D. C. 2 aircraft.



One of the problems facing Basutoland is that of stamping out stock theft. In October a conference, attended by delegates from the Union of South Africa and Basutoland and presided over by the Chief Magistrate of the Transkeian Territories, was held at Matatiele in the Northern Cape to consider the particular problem of stock theft on the border between Basutoland and the Transkei. After evidence had been heard in public from farmers' associations and individuals, including Africans from both Territories, the conference drew up recommendations for combating stock theft along the border.

In December His Excellency the High Commissioner Sir John le Rougetel, accompanied by Lady le Rougetel, paid a farewell visit to the Territory.

Mr. R. W. D. Fowler, Head of the Central African and High Commission Territories section of the Commonwealth Relations Office, visited the Territory at the end of the year.

The Paramount Chief Designate, Bereng Seeiso, went to the United Kingdom in September to continue his education at Ampleforth College, after a formal leave taking in the Basutoland Council which included an address and presentation of gifts on behalf of the Councillors.

## 2. FINANCIAL AND ECONOMIC

The budget for 1953-54 envisaged a surplus of £2,662. As a result of unexpectedly high collections under the revenue heads of native tax and customs and excise, to which special reference is made in Chapter Three of Part II, the surplus proved to be £107,195. Thus the accumulated surplus balance at the 31st March, 1954, was £651,816.

Prices for some of Basutoland's primary products declined during the year but conditions of full employment continued in the Union of South Africa to the advantage of Basutoland's migratory labour and the Territory's economy.

An examination of the Territory's economic structure and situation was made by Mr. A. C. B. Symon, C.M.G., O.B.E., of the Commonwealth Relations Office, at the beginning of the year.

## 3. AGRICULTURE AND FOOD PRODUCTION

The Agricultural Department's work of raising the standard of agriculture, on which the economy of the territory so largely depends, has progressed steadily during the year under review.

The rainfall for the year was lower than usual although rainfall during the growing period was adequate for maize and sorghums, the former being the territory's principal cereal crop, and despite considerable damage from stalk borer crops were fair. The standing crops to be harvested in the winter of 1955 are extremely late mainly because of the lateness of planting rains. Maize imports during the year totalled only half



the annual average of 100,000 bags for the past 20 years, and this figure was more than balanced by the export of 71,000 bags of peas and sorghums. A fall in the price of sorghums caused by large crops being produced in the Union had the effect, nutritionally beneficial to the people, of making producers retain their crops for home consumption.

Wheat crops in the lowlands were poor but mountain crops were good. Excellent crops of peas, which are grown almost entirely as cash crops in the mountain areas and which are an important factor in the economy of the Territory, were harvested.

Although livestock began the severe winter in good condition and weathered it well, the drought in spring and early summer resulted in lowland stock losing condition appreciably. There were, however, no serious outbreaks of stock diseases during the year.

To improve small stock 728 well bred Merino rams and 408 Angora goats were imported during the year and sold to peasant farmers at subsidised prices. Conditions were bad for good wool production but the improvement in the presentation of Basutoland wool was favourably commented upon by brokers and buyers. Export of wool totalled 7,872,244 lb. valued at £1,205,765 and that of mohair 1,206,000 lb. valued at £289,113. Prices showed a marked tendency to decline.

The scheme for equine improvement, based on the Agnes Mary Young Memorial Stud, made satisfactory progress during the year and as a further step in cattle improvement a limited scheme to introduce high grade Brown Swiss heifers and cows was started.

Soil conservation remained the most important aspect of agricultural improvement and its progress is reviewed in the following chapter in which developments in research, agricultural education and co-operation and other schemes financed entirely or in part from Colonial Development and Welfare Schemes are also outlined.

#### 4. CO-OPERATIVE SOCIETIES

At the end of 1954, there were 37 registered co-operative societies, consisting of 13 wool and mohair marketing co-operatives, 11 consumer societies, 7 agricultural societies and 6 mechanized farming societies. During the year one consumer society and one wool marketing society were liquidated. Three wool and mohair marketing co-operatives and five mechanized farming societies were registered.

Wool and mohair marketing continues to be the most important and most successful form of co-operative activity, although the total turnover of the societies concerned has been reduced by falling prices. The volume of co-operative wool exports in the 1953-54 season was approximately 6 per cent higher than in 1952-53. It is probable that the figures for 1954-55 will show a further increase. Sales of mohair in the 1954 season were 18,000 lb. less than those of the previous season, but an unusually large amount of hair (about 9,000 lb.) was exported late, and sold after the end of the Basutoland season.



Consumer societies made further real, if slow, progress. Although one society was liquidated, and three more are moribund and due for liquidation, the remainder show promise. Despite the high mortality rate among these societies, their total turnover continues to increase steadily.

Farmers' societies have made little progress. Their principal activity is the supply of consumer goods and agricultural requisites. A few market hides, skins, wool and mohair. Two societies accept savings deposits. None has sufficient capital to undertake crop marketing on any considerable scale.

The progress of mechanized farming co-operatives is described in Chapter Two of Part I of this Report. Co-operative staff have collaborated with the Agricultural Department in evolving suitable constitutions and book-keeping systems for these groups, six of which have now been registered as co-operative societies.

Although co-operation is firmly established in Basutoland its progress is necessarily slow. All trading societies are self-financing. Their only sources of capital are their own share subscriptions and trading profits. Proposals for the establishment of a co-operative credit organization are under consideration, but in the meantime the progress of every trading society depends upon its ability to raise itself by its own financial bootstraps. Appreciation of the principles of Co-operation is surprisingly wide spread. There has been a perceptible improvement in the efficiency of several societies, and by hard experience secretaries and committees are slowly acquiring the fundamentals of business methods and practice. The decline of wool and mohair prices to more "normal" levels and the gradual development of the consumer co-operatives are tending to bring the movement as a whole into better balance.

## 5. BASUTO ADMINISTRATION

The Basuto Courts which were reconstituted in accordance with the recommendations of the Court Reforms Committee, as approved, have now completed the first year of existence in their new form. After some initial difficulties, particularly in staffing, they are now settling down to function satisfactorily. Permanent accommodation, however, has not yet been provided for all the Courts, mainly because at a number of Courts it has been found wiser not to start building until experience has shown which sites are most suitable for the public.

1954 was the second year that the Basuto National Treasury has been investing funds with the Crown Agents direct instead of through the Central Government Treasury and the total funds invested in this way amount to £95,330.

Revenue and expenditure for the financial year 1953-54 amounted to £180,111 and £145,975 respectively, £3,483 of the expenditure being for capital works. The accumulated surplus at the 31st March, 1954, was £172,232 which included £60,000 in the special reserve fund.

The triennial elections and nominations for the District Councils



and Basutoland Council were held during the year. Voting was by secret ballot, a method tentatively introduced in some districts three years ago and this year extended to all elections.

The Basutoland Council held its annual session in the spring of 1954. The many changes in the elected element revealed a number of sound new members. Every member bar one spoke and for the second time only in the Council's history the agenda was completed.

## 6. EDUCATION

The increase in the school roll in 1954 was 6,372 bringing the total enrolment in African schools to 103,332. This increase was fairly well distributed throughout the standards. Territorial finance permitted only twenty additional teachers being recruited for grant-aided schools so that the pressure of work on existing staff has been further increased.

During the year good progress has been made in the building of two new junior secondary schools from funds provided from Colonial Development and Welfare funds. One of these will accept pupils in January, 1955, and the second in January, 1956. Extensions and improvements to existing primary schools continued to be made from funds provided from the same source.

At its annual meeting in August the Central Advisory Board on African Education strongly recommended improved scales for teachers, and ways of finding the additional money required were considered by the Standing Committee in December.

The Basutoland Primary Higher Teachers' course was instituted at the Basutoland Training College, Roma College, and St. Mary's Institution, Roma, at the beginning of the year. The Cape Department has granted recognition to the certificate as equivalent to its Native Primary Higher Certificate.

The Standard III, and Form A Examinations were run as purely internal examinations for the first time in November.

## 7. MEDICAL

The total accommodation in the nine Government hospitals was increased in 1954 to 398 beds. During the year 10,073 patients were admitted and 4,592 operations were performed, a decrease of 288 and 503 respectively compared with the figures for 1953.

The blood bank which had been started at Maseru Hospital during the previous year had to be discontinued in May, 1954, because the practice of flying blood from Durban was found to be uneconomical and to result in great wastage of blood which was sorely needed elsewhere. When the staff position permits, however, it is intended to re-establish the blood donor service which formerly existed in Maseru. Blood serum continues to be available at all Government hospitals.



The main block and the surgical block of the new 232 bed hospital in Maseru are expected to be completed towards the end of March, 1955.

The Health Centre which was started at Semonkong in the mountain area with an Assistant Medical Officer in charge is functioning well. It is expected that all buildings connected with the Centre will have been completed by the end of March, 1955.

The report of the flea and rodent survey undertaken jointly by the Basutoland and Union Health Departments during 1953 in certain mountain areas of Basutoland, including the Orange River valley, was published in the *Annual Report of the Medical Department for 1953*. It was not found possible to carry out a similar survey of the lowlands of Basutoland during 1954 as previously planned.

Eight cases of plague with three deaths occurred during the last week of the year in the Tšakholo area of Mafeteng district, and two cases of typhus fever occurred during December, one case each in Mafeteng and Maseru districts.

## 8. POLICE

Mountain police stations have proved their worth and it is proposed to establish a self-contained police station at the Sehonghong sub-station described in Section I of this Chapter. It is then intended to discontinue the old and badly placed Sehlabathebe police post, substituting a much smaller post near by to serve as a staging post to Sehonghong.

Convictions for all crimes for 1954 totalled 3,911 an increase of 92 compared with the previous year's total. Eleven "medicine murders" were reported during the year; three of these were alleged to have been committed in previous years.

In addition to normal recruit training which produced 29 trained men during the year, eight other courses were held for 78 Non-Commissioned Officers and Other Ranks. These covered refresher, promotion and prosecutors' courses and two special courses on driving and maintenance, and traffic regulations. The two prosecutors' courses were attended by Non-Commissioned Officers and Other Ranks of the Swaziland and Bechuanaland Protectorate Police Forces. The trainees maintained the high standard of the previous year and favourable comments on the subsequent presentation of prosecutions have been received.

In December an increase in establishment was approved to enable a Special Branch to be set up. This work has previously been performed by members of the Criminal Investigation Division, under the supervision of the Officer in Command, in addition to their investigations of "medicine murders". For the latter purpose members of the Criminal Investigation Division operated, for the first time, as teams and this system has been most successful.



## 9. PRISONS

Work on the construction of the new Central Prison at Maseru continued. The third wing was completed and occupied, thus making available for occupation a total of 55 cells. The fourth and final wing has been completed externally. Work was started on the condemned block and this is half completed externally.

In November, the first Warders' Training Class assembled for an intensive course of training which lasted one month and which included drill, first aid, judo and lectures on prison duties and regulations. It is intended to arrange for all serving warders as well as recruits to take this course.

The number of persons sentenced to imprisonment increased by 81, but the daily average decreased by 15. This is accounted for by the increase in the number of short-sentence prisoners.

## 10. POST OFFICE

The new Post Office building at Butha-Buthe was occupied during the year. The construction of a new Post Office at Sehonghong was started and it is hoped that it will be completed early in 1955.

A new telephone route from Morija to Masite Nek was completed and an additional length of cable was laid in the Maseru Township to relieve congestion. New radio equipment was installed at Maseru, Mokhotlong and Qacha's Nek. The reconstruction of the Qacha's Nek telephone system was also completed during the year. Reconstruction of the telephone trunk route between Teyateyaneng and Butha-Buthe was continued but work has been considerably slowed down by inability to obtain certain material.

One postal agency in the Qacha's Nek area was closed during the year.

A new definitive issue of pictorial postage stamps for Basutoland was placed on sale on the 18th October.

## 11. PUBLIC WORKS

During the year Mr. B. D. Richards, consulting engineer of Sir William Halcrow and Partners, who had been invited to report on the possibilities of hydro-electric development on the Orange River, made an extensive tour of the Orange River area accompanied by Mr. H. Green, the consulting engineer of Johannesburg who first investigated the scheme. The preliminary report has been received and is being considered.

The air freighting of materials for the construction of the new sub-station at Sehonghong began in December. The Douglas D. C. 2 aircraft being used is the largest that has yet operated in the Territory. All building materials, totalling over 100 tons, are being flown in. The alter-



native method of transport by pack animals would have been a lengthy and arduous task.

By the end of the year the construction of the new mountain road had reached a point some 62 miles east of Maseru and a pilot track had been pushed 6 miles beyond that to the Senqunyane River. Further details of progress during the year are given in Chapter II of this Part.

In March the new power station at Maseru was opened. It has a total installed capacity of 300 k.w.

## 12. APPOINTMENT OF BASUTO TO HIGHER POSITIONS IN THE GOVERNMENT SERVICE

### *Junior Service*

The following appointments have been made to the Higher Grade scale (325x20-565):

Mr. E. E. Mphatšoe	Assistant Education Officer.
Mr. A. Makakane	Revenue Clerk
Mr. J. C. Masithela	Revenue Clerk
Mr. T. M. Lerotholi	Revenue Clerk
Mr. M. Khonyane	Revenue Clerk
Mr. J. Leballo	Revenue Clerk
Mr. R. S. Taole	Revenue Clerk

## 13. HONOURS

During 1954 the following Honours were bestowed on residents of Basutoland :

### *C.B.E. (Civil Division)*

B. A. Marwick, O.B.E., Government Secretary.

### *O.B.E.*

P. A. Bowmaker, Director of Livestock and Agricultural Services.

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

E. Z. Cierach, Surveyor, Directorate of Colonial Surveys.

Chief Nkoebe Mitchell Peete, Adviser to the Paramount Chief.



## CHAPTER TWO

## PROGRESS OF DEVELOPMENT SCHEMES

The table below shows schemes financed entirely or in part from the Colonial Development and Welfare Fund. Other schemes financed from the revenue of the territory are described elsewhere.

<i>No of Scheme</i>	<i>Title of Scheme</i>	<i>Initiated during financial year</i>	<i>Total spent 31.3.54 plus anticipated expenditure to 31.3.55</i>
D.603A/B	Soil Conservation, Maseru .	1946-47	£372,490
D.684	Water Supplies, Maseru .	1946-47	68,000
D.692	District Water Supplies . .	1946-47	11,357
D.758	Education . . . . .	1947-48	77,232
D.842	Medical and Health . . . .	1948-49	98,844
D.1025	Improvements to Main Roads	1949-50	29,940
D.1050	Mountain Motor Road . .	1949-50	243,744
D.1025A	Orange River Bridge . .	1950-51	6,346
D.1436	Mountain Dispensaries . .	1950-51	4,294
D.1479	Scholarships . . . . .	1950-51	3,474
D.1488	Topographical Survey . .	1950-51	25,820
D.1504	Orange River Survey . .	1950-51	1,506
R.495	Soil Fertility Worker . .	1951-52	3,544
D.1765	Pilot Project Scheme . .	1952-53	41,171
D.1845	Experimental Station . .	1952-53	21,080
D.2180	Survey of Orange River . .	1953-54	8,590
D.2197	Agricultural Training Scheme	1954-55	5,000
D.2204	Pilot Project (continuation of part D.1765). . . . .	1954-55	16,650
D.2205	Mechanised Group Farming (continuation of part D.1765)	1954-55	10,449
	Total . . . . .		£1,049,531

The following summaries indicate progress made during 1954.

## I. AGRICULTURE

*Soil Conservation - Schemes D.603 A and B*

Progress made in the principal sections of this work is shown by the following table :



<i>Measure</i>	<i>Prior to 1954</i>	<i>During the year</i>	<i>Total to Dec. 1954</i>
Area terraced, lowlands (acres)	379,954	29,574	409,528
Length of terrace (miles) .	21,964	1,468	23,432
Buffer strips (acres). . . .	508,626	86,905	595,531
Diversion furrows (mountains and foot hills (acres) . .	129,441	1,758	131,199
Dams constructed . . . .	398	49	447
Trees planted . . . . .	930,842	39,975	970,817
Dongas beacons (miles) .	4,508	390	4,898

Dry weather conditions during the year put a severe strain on plant and equipment and made dam building difficult. The 49 major dams which were built provided capacity for 84,657,000 gallons of water. Only 1,758 acres were protected by diversion furrows compared with 16,815 acres during 1953. This decrease was due to lack of funds, supervisory difficulties and apathy of land occupiers.

A trial scheme of beaconing and, in some cases, taking out of cultivation all draws and potential vleis in the mountain areas of the Maseru district was carried out. In all 105 miles of valley bottoms were beaconed off. In the field of hydrological research a start was made in the laying out of certain run-off experiments.

#### *Pilot Project – Scheme D.1715 and D.2204*

Reasonably good progress has been made in the first full year of this scheme's operation.

Considerable reclamation work has been done, including soil conservation measures, dam building, tree, grass and reed planting, grazing control and irrigation experiments.

Agricultural extension work has been carried out more extensively than is possible elsewhere in the territory. Lectures and discussions have been held and demonstrations of the use of fertilizer and manure and field trials were conducted.

The introduction of better livestock breeds such as Brown Swiss cattle was encouraged. Carts have been made available for purchase by instalments or by loan to selected applicants.

The four mechanised farming groups are registered co-operative societies and during the year management committees have shown an increased, though still inadequate, sense of their responsibilities. The improved methods of agriculture employed by the groups resulted in their average maize yields for the 1954 harvest exceeding average yields from similar lands outside the groups by quantities ranging from 90 lb. to 440 lb. per acre. The cultivation charge to members, excluding cost of fertilizer, was 30s. Actual average costs of the first season's work varied between the groups from 22s. 6d. to 37s. 6d. exclusive of the cost of ferti



lizer at 10s. to 15s. per acre. Tractor equipment stood up well to handling by locally recruited drivers.

In all the Project's activities every effort has been made to stimulate initiative and participation on the part of the communities concerned and some success has been achieved, notably with the schools. The improvement of village water supplies by joint Government and local effort has made encouraging progress and six installations have been completed.

#### *Mechanised Group Farming – Scheme D.2205*

Progress at the four groups forming part of the Pilot Project has been described above. Mainly to permit more widespread trials of mechanised group farming other groups have been established outside the Pilot Project area. One group was established late in 1953 near the Paramount Chief's village at Matsieng but has since been disbanded. Four other groups were started in 1954 in the Leribe and Teyateyaneng districts under the supervision of an Agricultural and Livestock Officer assisted by a small staff. These groups, each equipped with a tractor and other implements, have been registered as co-operative societies and an arbitrary cultivation charge has been laid down.

On the whole the new groups' progress has been satisfactory but early problems similar to those experienced by the Pilot Project groups have been met. These include problems of tractor maintenance, difficulties in finding suitable secretaries and committees and the problem of the few members whose inefficiency jeopardises the success of the whole group. The development of the groups is being watched with great interest.

#### *Soil Fertility Research – Scheme R.495*

This is the main activity of the Maseru Experiment Station described in the succeeding summary.

Research in soil fertility continued with an expanded programme during the year under review. In addition to the main work on soil fertility some study of crop varieties has also been undertaken. During the year 63 experiments were planted, covering 3,219 field plots, including 324 micro-plots. In 1953–54 season the first field experiments were laid out at the main station. Yields of wheat experiments at most centres were low because of the dry winter of 1953–54 but those of maize and sorghum were good.

The major soil deficiencies have now been approximately defined and it has become apparent that phosphate deficiency is the most important limiting factor in increasing production. Efforts that are being made to encourage the Basuto to use phosphates are referred to in Chapter Six of Part II.

The mountain sub-station at Qacha's Nek was abandoned because its importance was outweighed by the demands it made on travelling time and funds.



*Maseru Experiment Station - Scheme D.1845*

Construction work was mainly confined to the new School of Agriculture, which is dealt with in the succeeding section, but small capital works were also completed for other sections of the station.

In addition to research on soil fertility which is described above, considerable development work has also been carried out. To meet a demand for pigs and poultry a scheme for the production of this stock was started late in 1953. During 1954 additional poultry runs were erected and a modern type of brooder house installed and in an initial trial 500 Rhode Island chicks were hatched out. In 1955 it is proposed to produce the first annual batch of 10,000 half-grown fowls for distribution to the Basuto. Although pig runs have been erected lack of funds precluded further work being undertaken and pig production is now planned to begin in 1955.

Other development work has included the start of experiments to compare the possibilities and merits of flood and overhead irrigation, with water pumped from the nearby Caledon River; the removal of the Maseru district forest nursery to the station; the establishment of grazing camps and garden for the production of vegetables for the Agricultural students and farm labourers.

*Agricultural Training - Scheme D.2197*

Good progress has been made with the building of the Agricultural School at the Maseru Experiment Station. The school will be opened in March, 1955 and will provide two years' diploma courses and also refresher courses for Departmental staff and school teachers. At present there are no facilities for agricultural training beyond school level.

A large number of applications have been received from all parts of Basutoland and from the Union, Swaziland and Bechuanaland. For the time being, however, entry will be restricted to Basuto. The first course of 20 will be chosen by personal interview.

## 2. PUBLIC WORKS

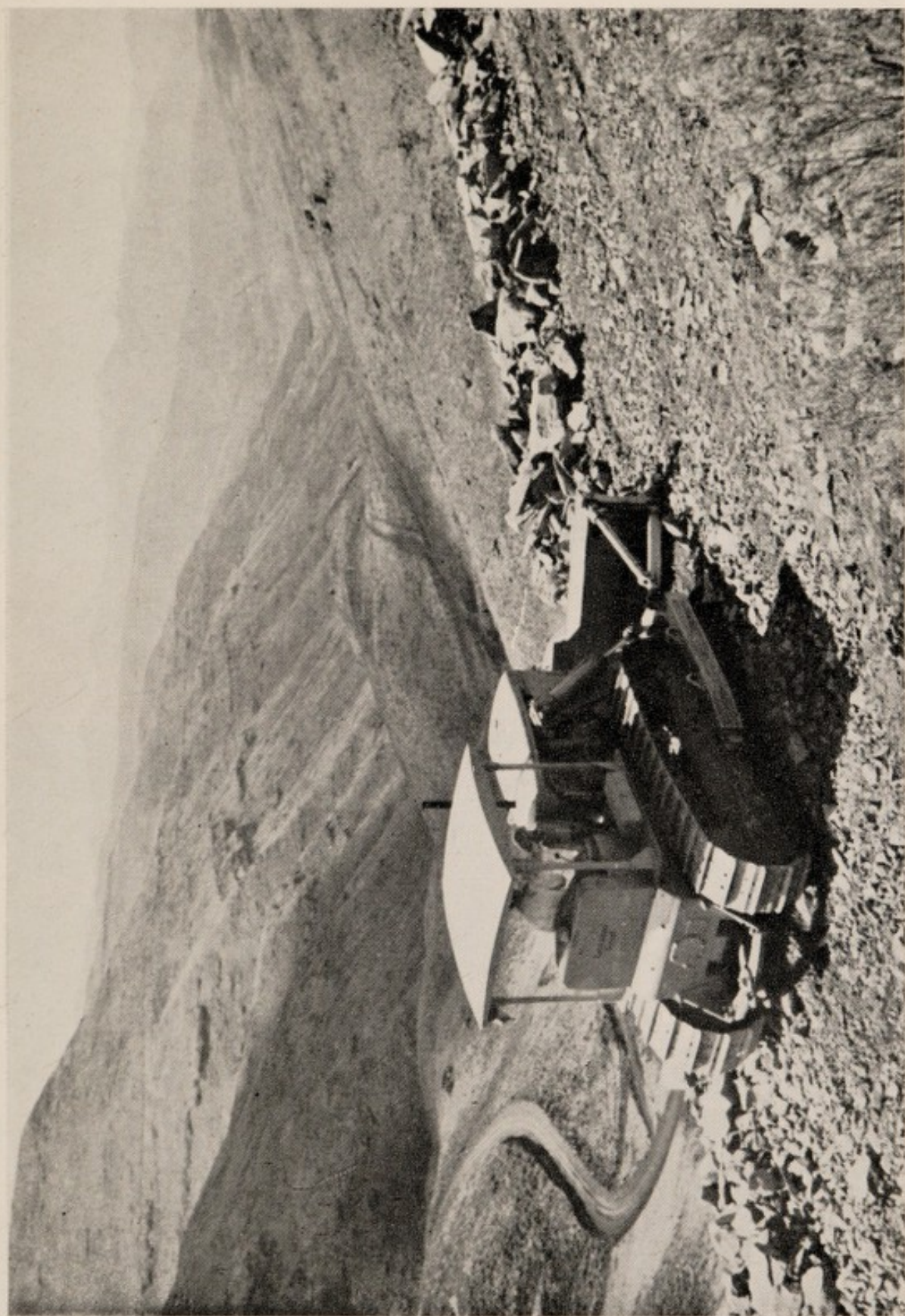
*Roads and Bridges - Scheme D.1025*

Works have been confined to the road between Mafeteng and Maseru and a further 10 miles of road have been completed in the year. Bridging work was delayed because the standard drawings used had to be revised but culvert construction has kept pace with road construction.

*Mountain Road - Scheme D.1050*

A pilot track reached Marakabei on the banks of the Senqunyane River in December, 1954. The road has thus reached a point 68 miles from Maseru, for 43 miles of which it travels over a series of mountain passes, with maximum grades of 12 per cent and many curves of 50 foot radius.





*Mountain Road Construction*





*Hydro-electric potential: The Orange River at the Seforong Gorge*



*The Orange River at Sehonghong*



Construction is proceeding in mountainous country of hard basalt and extensive blasting is necessary. The rate of progress achieved this year, which has been largely due to the operation of a new compressor unit, will enable the important bridge over the Senqunyane River to be started earlier than was anticipated.

The construction unit spent its first winter in the mountains in pre-fabricated houses. The extreme cold brought some unusual problems in the form of frozen batteries and transmission oils so hardened by cold that vehicles could not be started.

#### *Orange River Survey – Scheme D. 2180*

Sites have been selected for the installation of gauging stations on the Semena above its junction with the Orange; at Mashai; on the Tsoe-like; at White hill above Seforong Gorge; and on the Senqunyane above its junction with the Orange. Most of the necessary gauging equipment has been ordered from overseas and site surveys are in progress. These sites are impossible to reach by car and extensive use has to be made of light aircraft and pack animals. This has slowed down the work considerably.

The hydrological information to be gained from these gaugings will assist in the final design of any major scheme carried out on the Orange River, referred to in Chapter One of Part I, of this report.

#### *Topographical Survey – Scheme D. 1488*

All field work in connection with the production of the new maps has been completed. Preliminary plots at a scale of 1 : 50,000 have been produced for all but a small area of the territory. The Director of Colonial Surveys is preparing multiplex plots to provide contours for the entire series of maps and contoured sheets for the Orange River Valley have already been printed.

### 3. MEDICAL AND HEALTH

#### *Training of African Medical Officers – Scheme D. 525*

Of the five Africans who received medical training under this scheme, two are still in Government service and doing excellent work.

Dr. S. T. Makenete is in charge of the Butha-Buthe hospital and Dr. V. R. Ntšekhe is stationed at the Teyateyaneng hospital.

#### *Medical and Health – Scheme D. 842*

*New Maseru Hospital:* Good progress is being made in the construction of the main block and the surgical block which are expected to be completed towards the end of March, 1955. Application has been made for further Colonial Development and Welfare funds to complete the additional buildings.

*Semongkong Health Centre:* It is expected that all buildings comprising the Health Centre will be completed by the end of March, 1955.



*Sehonghong Health Centre:* Work on this Health Centre was started during the latter half of the year and the buildings are expected to be completed during the financial year 1955-56.

*Marakabei Health Centre:* The mountain road has now reached Marakabei and it is expected that this Health Centre will be built during the financial year 1955-56.

*Mountain Dispensaries - Scheme D. 1436*

The Mountain Dispensary at Nohana's near Ketane, is in the charge of a competent dual certificated African Nurse, who is doing excellent work in this remote mountain area.

Approval was given by the Secretary of State in April for a revision of this scheme. The number of dispensaries has been reduced from four to three by the elimination of that proposed for Sehlabathebe, in the Qacha's Nek district. The dispensary originally intended for Sinxondo has been re-sited at Mphaki's in the Quthing district and construction which began in September is expected to be completed by the 31st March, 1955.

The Sekake's dispensary, which had previously been abandoned because of inadequate water supplies and difficulties with the contractor, is to be re-sited and the construction placed under the supervision of the Public Works Department. Construction is expected to start early in 1955 and to finish by March, 1956.

Under the revised scheme, plans for the buildings have been simplified and local stone and materials will be used in their construction as far as possible.

#### 4. EDUCATION

*Education - Scheme D. 758*

Under the scheme for the improvement of school buildings a total of £2,200 was paid to missions on a £ for £ basis in respect of additions or improvements to primary schools. Assistance to the extent of £3,134 was given towards the erection of two new junior secondary schools. Equipment grants to mission schools and salary grants for Educational Secretaries continued.

*Scholarships - Scheme D. 1479*

Two students studying Veterinary Science at Edinburgh continued to be financed from this scheme.



## PART II

### CHAPTER ONE

### POPULATION

Population statistics for Basutoland show a rapid increase in population during the first forty years of this century. In 1911 the total population was estimated at 401,000 and in 1936 at 559,273. From the figures of 561,289 produced by the 1946 census it appears that the rate of increase has slowed down but this tendency remains to be confirmed by the next census which will be held in 1956. The figures given do not include absentees. The increase up to 1936 was partly due to immigration, particularly of Tembu from nearby districts of the Cape Province. Some Basuto chiefs felt that their importance would be enhanced by increasing the number of their subjects and encouraged immigrants to settle under them.

In 1949-50 an agricultural survey was carried out and in the course of it the total population of Basutoland was estimated to be approximately 660,000. This figure, however, included absentees and was calculated in a manner different from that employed in previous population censuses with which, therefore, it cannot be compared with accuracy.

It is generally agreed that the comparatively small increase in population between 1936 and 1946 is not accounted for by faulty enumeration but is largely the result of certain economic factors and the increased lure of employment in the neighbouring territory of the Union to which it is inevitable that many Basuto should be drawn.

The increase of 255 in the European population between 1936 and 1946 is the result of natural increase, an increase in trading activities and the arrival of more missionaries in the Territory. There are no European settlers in Basutoland.

The distribution of the African population is related to the physical structure of the country. The bulk of the population is concentrated in the lowlands, and in these areas saturation point seems for the time being to have been reached. Until fairly recently the mountain areas were almost entirely reserved for the grazing of stock and even the concentration of population which now exists in the rich valleys near the 'Maletsunyane Falls dates back only some 25 years. With the increasing pressure on the land in the lowlands the people tend to extend cultivation up the river valleys and, as these in turn are found to be inadequate, they move up on to the mountain slopes.



The result is that there are now scattered settlements throughout the mountain areas of the Territory. Land has been utilized in places which are unsuitable for cultivation and grazing, and which will become eroded. The Paramount Chief has therefore ordered that these scattered settlements are to be grouped together to form villages and that no virgin land shall be ploughed without her permission which is given only after consultation with the Agricultural Department.

The Basuto do not register births and deaths so a reliable estimate of total population and its racial groups cannot be given for 1954. The table below gives the figures of the 1946 census.

### 1. 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	+ 279
Berea . . . . .	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
Total . . . . .	246,344	314,945	561,289	560,273	+1,016

### 2. Europeans in the Territory

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>ifference</i>
Butha-Buthe . . .	15	17	32	50	— 18
Leribe . . . . .	77	94	171	154	+ 17
Berea . . . . .	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
Total . . . . .	857	832	1,689	1,434	+255



3. *Asiatics and Coloureds*

<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
Berea . . . . .	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
Total . . . . .	460	416	876	1,604	—728

## CHAPTER TWO

OCCUPATIONS, WAGES AND LABOUR  
ORGANIZATION

## I. OCCUPATIONS

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 stock disease which plague countries nearer sea level.

Primitive methods of farming, however, have made the soil less productive and, by hastening erosion, have reduced the area of arable land. At the same time the establishment of law and order and the development of social services have facilitated a large growth in population over the years. The result has been that the increase in food production has barely kept pace with the demands of the increasing population. Measures which have been and are being taken to check erosion and increase food production are described in Chapter Six.

The pressure on land, together with other economic and social factors, such as a developing cash economy and a spirit of adventure amongst the young men, have traditionally caused the Basuto to leave home periodically to seek work, and will continue to do so. There are no industries in Basutoland other than the printing enterprises of the Paris Evangelical Missionary Society and the Roman Catholic Mission which



employ 80 and 40 Basuto respectively. An increasing number, however, are taking part in trading activities and Europeans and Indians are at present not being granted licences to establish new trading stores. Apart from employment in the Government Service or in trading stores there is little work to be found in the Territory. It is therefore necessary for most of those seeking work to take up employment in the Union of South Africa.

Until recently most of the men went to the gold mines but more are now finding work in other industries on the Witwatersrand and surrounding areas. It seems probable, however, that this trend will be checked. Local industries on the Rand are now required normally to obtain their labour from the large numbers of locally-born unemployed Africans who live in the locations on the Reef, with the result that Africans from outside these areas, such as Basuto, will only be able to obtain employment in the mines.

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. In fact there are more Basuto employed on the mines than the following figures indicate because of the number who remain at the mines from previous years.

<i>Mines</i>	<i>1952</i>	<i>1953</i>	<i>1954</i>
Gold . . . . .	25,612	25,504	29,002
Coal . . . . .	5,782	5,398	6,043
Diamond . . . . .	1,329	473	947
Manganese. . . . .	157	183	59
Other Mines . . . . .	1,473	2,079	1,693
Total Mines . . . . .	34,353	33,637	37,771
Agricultural . . . . .	4,771	4,408	3,807
Miscellaneous. . . . .	24,608	23,605	21,280
Total . . . . .	63,732	61,650	62,858

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

The contract, which is attested before a Government officer, binds the recruit to work in a certain mine for a certain number of shifts at given rates of wage, according to the class of work performed. Basuto, incidentally, are often 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 at any of the mines enumerated in a schedule. On arrival he is given three weeks in which to choose his mine.

Labour is also recruited by other approved labour agents for work on coal, diamond, and manganese mines, farms, and for other employment. All employers for whom labour agents recruit are first approved by Government.

The majority of Basuto recruited for the mines defer part of their earnings for payment to them on their return to Basutoland and in 1954 the total amount of deferred wages paid out through recruiting organizations was £221,136. Many also remit money to their families through the organizations and in the year under review this totalled £226,252. At the same time it is considered that the mine recruits are largely responsible for much of the money sent from the Union to be paid through Basutoland Post Offices. In 1954 the value of money orders and postal orders paid out in this way amounted to approximately £100,000.

Prior to 1932, if tax collection was bad in any year in Basutoland an officer was sent to the Rand to undertake a field collection. In 1932 a temporary office was opened in Johannesburg and in 1933 a permanent office was established: within a few years the Bechuanaland Protectorate and Swaziland decided to join the venture and the office received its present name of Agency for the High Commission Territories. The most important function of the Agency was the collection of tax but it soon assumed the additional duties of general welfare work and now deals 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 whenever required to do so. The officer in charge of the Agency, that is the Agent for the High Commission Territories, is also Regional Employment Commissioner for the High Commission Territories and in this capacity deals with requests by Basuto for permission to enter the prescribed and controlled areas in the Union of South Africa. He also deals with requisitions by Union employers for Basuto labour.

Sub-Agencies have been opened at Springs and Randfontein and more recently at Welkom, the centre of the new Orange Free State gold-fields.

Recruiting is permitted only for those concerns which provide good living and working conditions. The Agent for the High Commission Territories and his officers spend much of their time inspecting conditions on the mines and elsewhere. During the year visits were paid to as many centres as possible where the concentration of labour justified this. Partly as a result of these visits tax collections by the Agency staff for the period under review amounted to £118,160. This collection was well above average despite an intensive collection of arrears in 1953.



## 2. WAGES AND CONDITIONS OF EMPLOYMENT

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

- (a) Domestic servants, earning from £1 10s. 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 from 2s. 3d. to 3s. 0d. per day. Public Works Department labourers work a 54-hour week.
- (c) Foremen, earning from £5 to £10 a month.
- (d) Artisans, earning from £8 to £18 a month.
- (e) Trading store employees earning from £5 to £18 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.

## 3. COST OF LIVING

The following table shows the fluctuations in prices of various commodities since 1951 and indicates the prewar price :

Commodity	1952		1953		1954	
	s.	d.	s.	d.	s.	d.
Mealie meal per lb. . . . .		3		3		3
Beans per lb. . . . .		8		5		6
Samp per lb. . . . .		3 $\frac{3}{4}$		3		4
Bread per 2 lb. loaf . . . . .		9 $\frac{1}{2}$		9 $\frac{1}{2}$		9 $\frac{1}{2}$
Flour per lb. . . . .		3 $\frac{3}{4}$		5		5
Rice per lb. . . . .	1	5	1	5	1	5
Oatmeal per lb. . . . .	1	—	1	2	1	2
Tea per lb. . . . .	6	9	6	7	8	11
Coffee per lb. . . . .	5	4	5	11	7	3
Sugar per lb. . . . .		5		5 $\frac{1}{2}$		5 $\frac{3}{4}$
Jam per lb. . . . .	1	10	1	10	2	0
	to	3 6	to	3 8	to	4 0
Potatoes per lb. . . . .		3		4		4
Butter per lb. . . . .	3	2	3	4 $\frac{1}{2}$	3	5
Cheese per lb. . . . .	2	8	2	10	2	10
Eggs per doz. . . . .	2	6	2	6	2	6
	to	4 6	to	4 6	to	4 6
Milk per gall. . . . .	2	9	2	9	3	5
Bacon per lb. . . . .	3	6	3	6	3	6
Beef per lb. . . . .	2	2	2	2	2	2
Mutton per lb. . . . .	2	6	2	6	2	6



## 4. TRADES 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 trades unions. There had previously been no need for such legislation in Basutoland owing to the total lack of industries.

The Basutoland Trades Unions and Trades Disputes Proclamation was promulgated in 1942 and amended in 1949. Regulations were published in 1949 (High Commissioner's Notice No. 149 of 1949) and amended in 1950 and 1952. The Proclamation and Regulations provided for the registration and regulation of trades unions in Basutoland and for the orderly settlement of trades disputes.

By the end of 1954 four trades unions had been registered, namely :  
The Basutoland Typographical Workers' Union ;  
The Basutoland Commercial Distributive Workers' Union ;  
The Basutoland National Union of Trained Artisans, and  
The Basutoland General Workers' Union.

## 5. 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 conditions 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 is owned by the 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 THREE

### PUBLIC FINANCE AND TAXATION

#### I. GENERAL

Including receipts and expenditure on account of Colonial Development and Welfare Schemes, the revenue for the financial year 1953-54 totalled £1,513,606 compared with expenditure amounting to £1,406,411. The gross surplus of £107,195 was increased to £115,953 by the addition of £8,758 representing appreciation of the Territory's investments when revalued at the close of the financial year. The net surplus for the year increased the general revenue balance at the 31st March 1954 to £651,817. The estimates originally framed in 1952 provided for a surplus of £2,662.

Expenditure on Colonial Welfare and Development projects was £169,639 and funds totalling £171,196 were received from Her Majesty's Treasury in this respect. A further sum of £3,437 is due from the Treasury to meet expenditure incurred on certain projects.

Revenue collections for 1953-54 were buoyant under all heads except Posts and Telegraphs which fell short of the estimate by £34,218 due to the issue of a new series of postage and revenue stamps being postponed to 1954. The most striking increases in revenue were Customs and Excise, £76,059, and Native Tax, £74,820. Further relaxation of import control by the Union of South Africa, and an increase of Union excise duty on petrol and motor cars, enlarged the Territory's share of Union revenue from these sources which is paid by the Union under an agreement with that government. The Native Tax year was altered from April to March, to January to December as from January, 1954, and this resulted in many tax payers paying two years tax in the same financial year. This of course will not recur, and future collections will revert to normal figures.

Expenditure exceeded the estimated figure of £1,184,832 by £51,939.

The revised position at 31st March, 1955, is anticipated to be as follows :

Accumulated Surplus at 31.3.1953		£535,863
Add Surplus for the year 1953-54		£115,953
		<hr/>
Accumulated Surplus balance at 31.3.1954		£651,816
Estimated (revised) Expenditure 1954-55	£1,317,857	
Estimated (revised) Revenue 1954-55	£1,285,991	
	<hr/>	
Estimated deficit for year 1954-55	£ 41,866	
Less amount due on account of Colonial Development & Welfare Schemes	£ 3,437	£38,379
	<hr/>	
Estimated Surplus balance at 31.3.55		£613,437



It is proposed to spend £100,000 of the surplus balance funds on capital works, the expenditure being spread over the five years commencing 1954-55.

## 2. REVENUE AND EXPENDITURE

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

### *Comparative Statement of Revenue*

<i>Head</i>	<i>1951-52</i>	<i>1952-53</i>	<i>1953-54</i>
	£	£	£
Native Tax. . . . .	291,643	284,092	359,820*
Customs and Excise . . .	391,415	416,457	513,059
Posts and Telegraphs . .	32,591	35,502	38,682
Licences . . . . .	19,466	19,313	21,273
Fees of Court and Office .	12,796	12,683	14,114
Judicial Fines . . . . .	8,737	6,950	7,171
Income Tax . . . . .	250,596	189,400	158,004
Poll Tax . . . . .	2,254	2,137	2,379
Fees for Services Rendered	18,615	23,895	30,781
Interest . . . . .	12,036	14,013	14,180
Wool and Mohair Export Duty . . . . .	107,268	123,297	108,469
Miscellaneous . . . . .	71,900	55,995	55,579
Rent from Government Property . . . . .	17,386	17,866	18,899
	1,236,703	1,201,600	1,342,410
Colonial Development and Welfare Grants. . .	190,009	167,235	171,196
Total . . . . .	1,426,712	1,368,835	1,513,606

\*Due to change of tax year from April to March, to January to December.



*Comparative Statement of Expenditure*

<i>Head</i>	<i>1951-52</i>	<i>1952-53</i>	<i>1953-54</i>
	£	£	£
Public Debt . . . . .	1,637	2,335	5,668
Resident Commissioner . . . . .	6,197	6,092	4,099
Agricultural and Veteri- nary Services . . . . .	90,535	69,994	79,270
Audit . . . . .	3,605	3,058	3,968
Central Stores . . . . .	12,734	5,848	5,333
Co-operative Societies . . . . .	3,368	4,398	5,390
District Administration . . . . .	52,013	56,260	57,240
Education . . . . .	156,680	184,640	188,076
High Commissioner's Office . . . . .	30,271	31,155	32,476
Judicial . . . . .			9,360*
Legal . . . . .	8,239	13,170	6,576
Leper Settlement . . . . .	29,286	27,283	27,712
Medical . . . . .	91,729	95,379	104,037
Miscellaneous . . . . .	74,788	97,719	43,272
Native Administration . . . . .	111,293	106,071	131,023
Pensions and Gratuities . . . . .	58,935	61,832	67,377
Police . . . . .	97,733	94,496	104,760
Prisons . . . . .	33,911	42,081	45,368
Posts and Telegraphs . . . . .	36,672	41,603	45,805
Public Works Department . . . . .	24,368	28,132	31,321
Public Works Recurrent . . . . .	62,944	57,486	68,121
Public Works Extraordi- nary . . . . .	78,762	96,388	89,434
Rand Agencies . . . . .	23,835	40,907	26,579
Secretariat . . . . .	11,757	14,463	15,202
Subventions . . . . .		46,666**	26,700**
Treasury . . . . .	10,285	11,543	12,604
	1,111,577	1,238,999	1,236,771
Colonial Development and Welfare Schemes . . . . .	185,002	163,475	169,639
Total . . . . .	1,296,759	1,402,474	1,406,410

\* Included under Legal in previous years.

\*\* Included under Miscellaneous prior to 1952-53.



## STATEMENT OF ASSETS AND LIABILITIES AS AT 31st MARCH, 1954

## LIABILITIES

<i>Deposits:</i>	£	s.	d.
African Pioneer Corps Pensions . . . . .	2,787	13	7
Basuto National Treasury Matsema Levy . . . . .	504	8	0
Bechuanaland Protectorate and Swaziland Tax Account . . . . .	6,144	5	3
Higher Education Levy . . . . .	88	17	0
Miscellaneous . . . . .	23,396	3	9
Prisoners' Property . . . . .	1,007	6	8
<i>Special Funds:</i>			
Colonial Development and Welfare Funds . . . . .	12,542	4	0
Guardian's Fund . . . . .	5,557	13	1
War Levy Fund . . . . .	2,987	11	6
Wool and Mohair Fund . . . . .	17,946	6	1
Widows' and Orphans' Pension Fund . . . . .	50,495	8	3
Unexpended Balance Inter-Colonial Loan . . . . .			
<i>General Revenue Balances:</i>			
Balance as at 31. 3. 1953 . . . . .	535,863	2	10
Plus: Surplus at 31. 3. 1954 . . . . .	107,195	12	4
Plus: Appreciation on Investments . . . . .	643,058	15	2
Total . . . . .	8,757	19	9

## ASSETS

<i>Cash:</i>	£	s.	d.
With Standard Bank . . . . .	85,470	12	5
With Sub-Accountants . . . . .	63,419	6	8
With Crown Agents . . . . .	742	19	2
With Joint Colonial Fund . . . . .	277,000	0	0
Imprests . . . . .	426,632	18	3
	227	15	0
<i>Investments:</i>			
Surplus Balances . . . . .	250,354	16	3
<i>High Commission Territories Widows' and Orphans' Pension Fund:</i>			
Invested with Crown Agents . . . . .	43,608	6	11
With Joint Colonial Fund . . . . .	5,795	6	3
	49,403	13	2
<i>Advances:</i>			
Miscellaneous . . . . .	49,670	8	10
Lerotholi Technical School Stock and Work in Progress . . . . .	4,851	4	9
Leper Settlement Stock . . . . .	1,148	17	7
Maseru Electric Light Stock . . . . .	715	17	1
	56,386	8	3
Total . . . . .	783,005	10	11

N. B: Surplus understated by £3,437 6s. 4d. representing under-issues in respect of expenditure on Colonial Development and Welfare account.



## 3. MAIN HEADS OF TAXATION

Revenue from Native Tax for the year ending 31st March, 1955, is expected to be £300,000 and to exceed the original estimate by £15,000.

During the current financial year, the Native Tax year was changed to the calendar year instead of the financial year.

*Customs and Excise*

Revenue from Customs and Excise duties is expected to be £485,000 thus exceeding the original estimate by £37,000. This is due to the progressive relaxation of import control, and the increasing yields of Excise duties to the Union of South Africa, of which this Territory receives a share under the Customs agreement.

*Income Tax*

The rates fixed and the rebates allowable for the year ended 30th June, 1954, were as follows :

- (1) *Normal Tax*: Married persons are assessed at the rate of 15*d.* increased by one 1/1000 of a penny per pound of taxable income. Unmarried and other persons (including private companies but excluding public companies) are charged an extra 3*d.* per pound. Public companies pay at the rate of 7*s.* 6*d.* per pound.
- (2) *Super Tax*: This is payable in addition to normal tax on incomes in excess of £1,775 by persons other than public companies. The rate is 24*d.* increased by one 1/400th of a penny per pound of income subject to super tax.
- (3) *Rebates*: The normal tax assessed at the above rates is subject to a primary tax rebate of £31 for married persons, and £23 for unmarried persons. In addition rebates of £10 per child, £2. 10*s.* 0*d.* per dependant, and 1*s.* 3*d.* per pound of insurance or benefit fund premiums, are allowed. The super tax rebate is £210.
- (4) *Surcharge*: This is a percentage increase after the deduction of rebates and is used to increase or reduce the tax payable each year. The surcharge on married persons is 35 per cent on normal tax and 40 per cent on super tax. It is 45 per cent on both taxes in respect of other persons, excluding public companies. This represents an all round decrease of 5 per cent on the previous year's surcharge.
- (5) *Maximum Rate*: The normal and super taxes conjointly plus the surcharges must not exceed 12*s.* 6*d.* in the pound.
- (6) *Tax payable*: The approximate tax payable on various income levels is as follows :



<i>Taxable Income</i>	<i>Unmarried Person</i>	<i>Married without Children</i>	<i>Married with Children</i>
£	£	£	
350	4		Reduce the figures in the previous column by £13 10s. for each child under 18 years on the last day of the year of assessment, or under 21 years on that day if wholly supported by parent.
400	8		
500	23	2	
700	46	20	
900	69	39	
1,200	106	67	
1,500	143	97	
1,800	187	130	
2,000	254	194	
2,500	428	351	
3,000	614	519	

The income tax collections for the year ended 31st March, 1954, were £158,004. It is not expected, however, that the estimated figure of £150,000 will be realised for the year ending 31st March, 1955.

Africans are exempt from income tax.

### *Trading Licences*

Details of the annual licence fees payable during the year 1953 are shown in the Basutoland Trading Proclamation, 1951, the more important being :

General Trader . . . . .	£25
Native Trader . . . . .	£2. 10s. or £5
Agent of a Firm . . . . .	£25
Other specified businesses. . . . .	£2 to £10.

### *Stamp Duty*

Stamp duties and fees are payable at the rates shown in the Schedule to Chapter 70 of the Laws of Basutoland.

### *Death Duties*

(a) *Succession Duty*: Subject to certain provisos and exemptions set out in Chapter 67 of the Laws of Basutoland, the rates of Succession Duty are as follows :

<i>Degree of Relationship of Successor to Predecessor</i>	<i>Rates of Duty upon dutiable amounts 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 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*

This duty is levied according to a sliding scale between 1d. and 4d. per pound which is related to ruling market prices. During 1953-54, wool duty was 3d. per pound while mohair was the same until September, 1953 when a considerable rise in market price caused the duty to be raised to 4d. per pound. A subvention of £20,000 a year is made and credited to a Wool and Mohair Fund, established for the betterment of the wool and mohair industry of the Territory.

#### *Poll Tax*

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

## CHAPTER FOUR

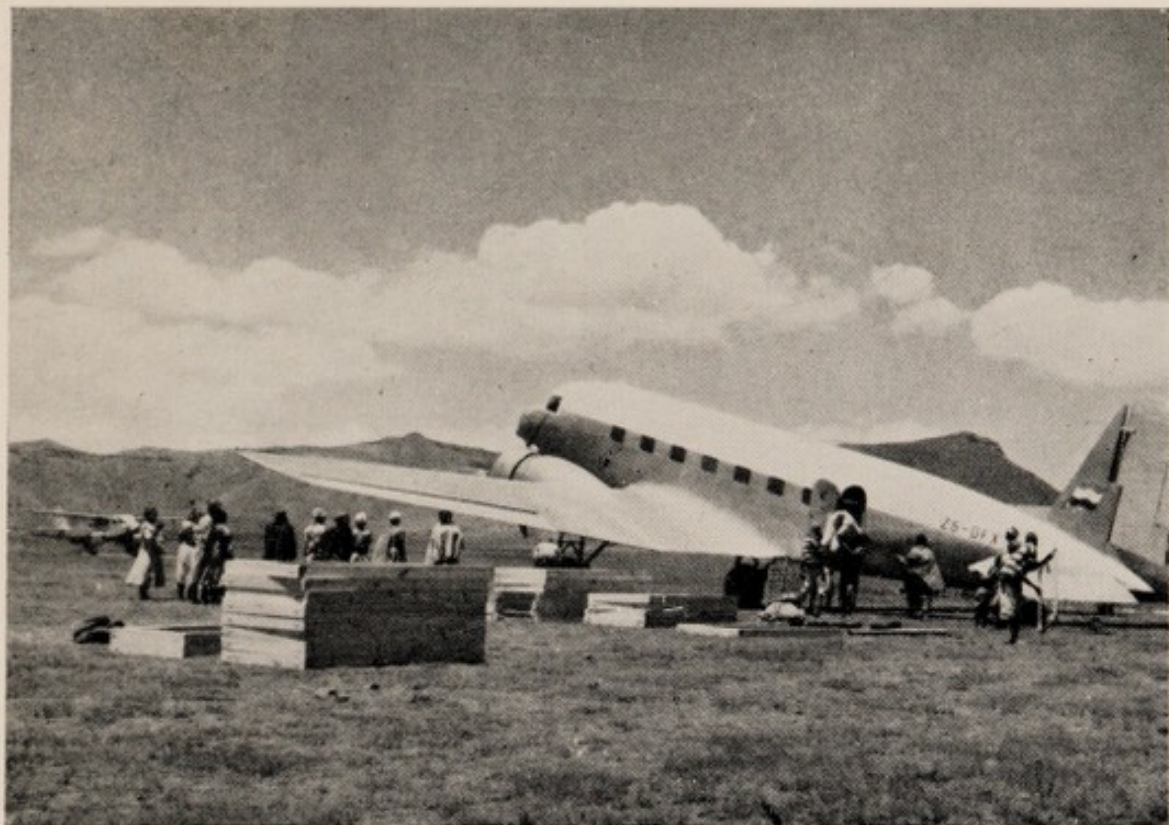
### CURRENCY AND BANKING

Basutoland's currency is the same as that of the Union of South Africa.

There are no agricultural or co-operative banks but the Standard Bank of South Africa Ltd., has a branch office at Maseru and also operates weekly agencies at some of the district stations. Barclays Bank Ltd., operates similar agencies in some districts but has no branch office in the Territory.

There are eleven head Post Offices at which business is transacted with the Union Post Office Savings Bank whose headquarters are at Bloemfontein.





*Freighting building materials for the new administrative sub-station at Sehonghong*

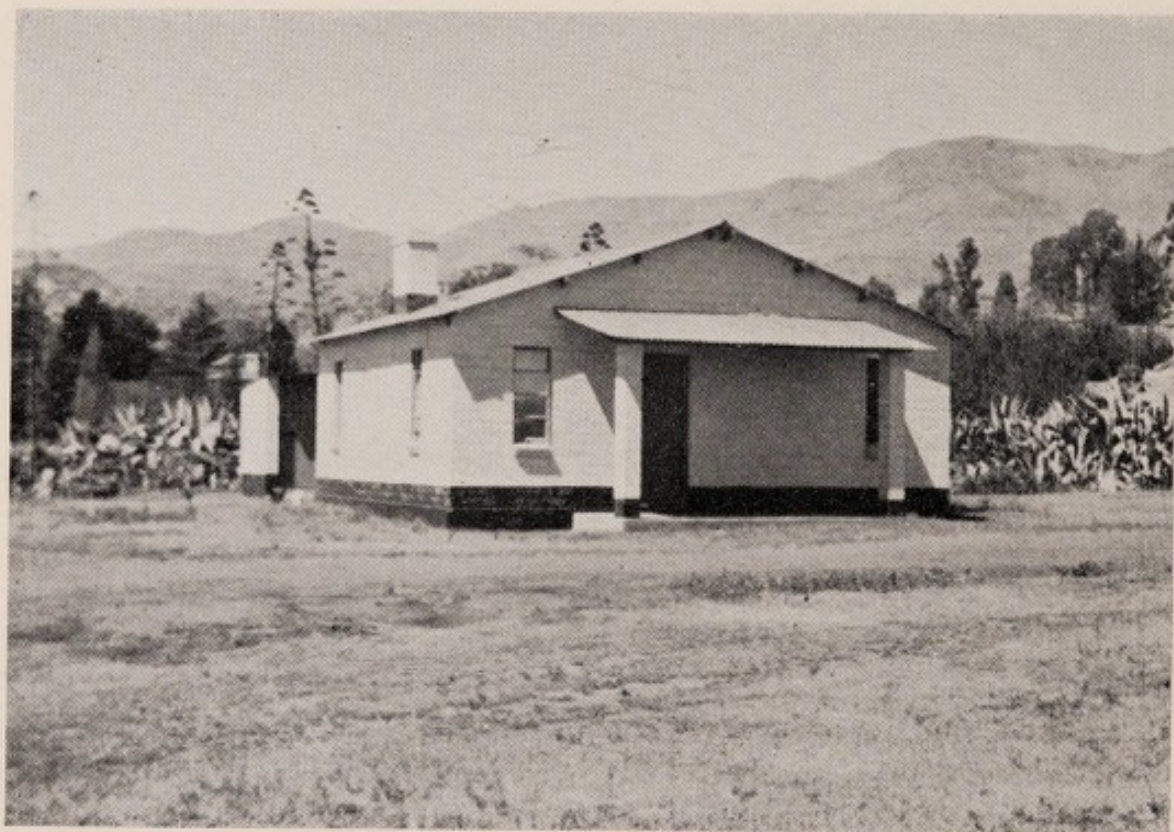


*Building work at Sehonghong*





*Basuto drillers at work on the mountain road*



*African Staff Quarter*



## CHAPTER FIVE

### COMMERCE

The bulk of the general trade in the Territory is carried on by Europeans and also in the northern districts, by a few Indians. At present Europeans and Indians are not being granted licences to establish new trading stations for, since the war, an increasing number of Basuto have engaged in trading activities. By the end of 1954 about 2,600 Basuto held trading licences of one sort or another, though principally for bakeries, butcheries, cafes, livestock trading, banking, milling, general trading (subject to certain restrictions), and road transport both for goods and passengers. Another feature of commercial activity since the war has been the development, particularly in the field of wool and mohair marketing, of co-operative societies ; this is described in Chapter Six.

Basutoland has no industries and has to import the consumer goods and capital items it needs as well as a certain amount of agricultural produce and livestock. The country's exports consist almost entirely of agricultural commodities and livestock, the main exports normally being wool and mohair, followed by wheat, sorghum, and cattle. The value of imports usually exceeds the value of exports, often by a considerable figure, but the adverse balance is offset by the export of labour to the mines, industries and farms of the Union of South Africa resulting in a flow of income to Basutoland in the form of remittances to relatives, deferred pay paid locally, savings brought back from the Union, payments to labour agents in the Territory and better native tax collections.

The year under review saw a marked decline in the prices obtained for the Territory's principal export commodities, wool and mohair, and in the price of sorghum which is normally also one of the main export products. The fall in price of sorghum resulted not only in a decreased return for the quantity exported but also in a smaller quantity than usual being exported, since much of the crop was retained for home consumption. The drop in export receipts was severe. There was also an increase in the import of maize, which is the Territory's staple foodstuff and in which it is not self-sufficient. There was, however, an increased return from the export of wheat and wheatmeal and beans and peas.

Precise and comprehensive statistics relating to the balance of trade position in Basutoland are not available. The figures given in the tables below, however, enable the estimated imports and exports of the major sector of private trade to be compared over the last three years.



TABLE I

*Imports*

The estimated values and quantities in this table relate to imports by traders through whose hands most of the general trade of the country passes, to imports by co-operative societies and, in the case of grain, to imports by individuals. Government imports, which are considerable, are not included and neither are capital and consumer goods imported by individuals.

	Quantity			Value in £		
	1952	1953	1954	1952	1953	1954
	No.	No.	No.	£	£	£
<i>Livestock:</i>						
Horses, Mules, Donkeys . . . .	552	323	158	4,311	1,846	1,397
Cattle . . . . .	370	29	55	4,614	596	1,458
Sheep and Goats .	179	51	60	370	152	205
<i>Grain:</i>						
Wheat and Wheat meal . . . . .	<i>bags</i> 49,541	<i>bags</i> 36,000	<i>bags</i> 31,815	110,802	84,365	89,597
Maize and Maize- meal . . . . .	154,727	41,447	50,756	276,535	73,477	99,146
Sorghum . . . . .	7,075	3,818	5,655	16,251	8,684	11,445
Other Produce	—	—	—	4,845	4,841	4,116
Merchandise	—	—	—	2,166,645	2,417,165	2,404,643
Total . . . . .	—	—	—	2,584,373	2,591,126	2,612,007

TABLE II

*Exports*

This table shows the estimated values and quantities of the principal commodities exported by traders and co-operative societies and, in the figures for wool and mohair, and hides and skins, by individuals also. It does not include the number and value of stock exported after being sold at Government auction sales which are given in the succeeding table.



	Quantity			Value in £		
	1952	1953	1954	1952	1953	1954
<i>Livestock:</i>						
Horses, Mules, Donkeys . . .	68	110	51	1,212	842	218
Cattle . . . .	4,879	3,565	3,025	71,411	52,938	48,273
Sheep and Goats	3,503	3,412	2,619	15,131	8,429	7,300
<i>Grain:</i>	<i>bags</i>	<i>bags</i>	<i>bags</i>			
Wheat and Wheat- meal . . . .	49,541	36,000	54,478	110,802	84,365	127,434
Maize and Maize- meal . . . .	—	—	—	—	—	—
Sorghum . . .	89,983	57,951	17,371	247,225	101,555	23,791
Barley . . . .	16	415	134	20	823	181
Beans and Peas	18,200	25,967	54,160	55,447	87,177	175,310
Oats . . . . .	215	136	236	610	170	278
<i>Wool and Mohair:</i>	<i>lb.</i>	<i>lb.</i>	<i>lb.</i>			
Wool . . . . .	8,847,666	7,445,733	7,872,244	1,253,419	1,489,147	1,205,765
Mohair . . . .	1,229,477	1,137,841	1,112,868	353,475	350,834	289,113
<i>Hides and Skins:</i>						
Hides . . . . .	347,869	365,501	345,050	24,175	24,181	18,950
Skins . . . . .	485,499	466,855	439,060	38,407	35,359	31,250
Miscellaneous .	—	—	—	1,984	15,663	2,623
Total . . . . .	—	—	—	2,173,318	2,251,483	1,930,486

TABLE III

*Livestock sold at Government Auction Sales*

These figures show the number and value of stock sold at Government auction sales. The figures for 1954 are in respect of sales held in the Qacha's Nek district only since sales were not held in other districts during the year. It is now hoped to extend the sale of livestock by the introduction of a system of one-channel marketing.

	Quantity			Value in £		
	1952	1953	1954	1952	1953	1954
LIVESTOCK SOLD AND EXPORTED	3,828	3,519	2,497	34,790	27,128	23,619

TABLE IV

*Comparison of Totals of Imports and Exports given in Table I and Tables II and III above*

	Imports £	Exports £
1952	2,584,373	2,208,108
1953	2,591,126	2,278,611
1954	2,612,007	1,954,105



## CHAPTER SIX

### PRODUCTION

#### I. AGRICULTURE AND LIVESTOCK

##### I. GENERAL

The economy of Basutoland rests largely upon its agricultural and livestock industry in which the unit of production is the peasant farmer. There are practically no industries and little, if any, prospect of mineral development. Thus the economic future of the Territory must depend mainly on the continued development of the agricultural and livestock industry.

To this end the policy of the Agricultural and Livestock Service is directed. The Department is headed by a Director under whom are officers responsible for soil conservation, wool and mohair, soil fertility, veterinary, agriculture, and livestock work. Demonstrators and veterinary assistants assist these officers in the field.

##### 2. LAND UTILISATION AND TENURE

###### *Utilisation of Agricultural Land*

The most reliable figures to indicate the uses to which the land is put are obtainable from the Agricultural Survey which was conducted in 1949-50.

At the time the Survey was taken the total of arable land was 930,000 acres, which is 12.4 per cent of the total land area: to be added to this figure were 3,000 acres representing non-tribal cultivation. The mountainous character of Basutoland accounts for the small percentage of arable land available. In the mountainous district of Mokhotlong, for example, only 4 per cent of its land area can be used for cultivation. The mean arable field acreage per household was 5.75 acres, the average size of a household being four persons including absentees. There were, however, 11,700 households with no arable land at all. Of the total arable land 22 per cent was not cultivated, 47 per cent was put down to maize, 15 per cent to sorghums, 13 per cent to wheat and the remainder to peas, barley, beans and oats. It is considered that the area of arable land is now almost a million acres.

###### *Land Ownership*

Proclamation No. 14 of 1868 declared inter alia that "the Territory of the said Tribe (the Basuto) shall be, and shall be taken to be, British Territory".



In practice the land of Basutoland is held in trust for the Basuto Nation by the Paramount Chief who exercises and performs these fiduciary rights and duties through the chieftainship hierarchy. There is no freehold tenure, the Basuto being allotted the right to occupy land by their chiefs. Missions, schools and traders are allotted the rights to occupy land by the Paramount Chief in consultation with the Resident Commissioner.

Areas known as Government Reserves are set apart for district headquarter stations and the capital.

### *Soil Conservation*

Years of peasant agriculture, the practice of which has included monoculture with little return of animal manure, which is extensively used as fuel, to the soil and the overstocking of grazing areas, have led over the course of years to land becoming infertile and highly susceptible to wind and water erosion.

A soil conservation campaign has been conducted since 1936. By 1946, 154,000 acres of land in the lowlands had been protected by terrace banks and 77,500 acres in the mountain and foothill areas protected by buffer strips.

In 1946 a grant of £282,000 was made from Colonial Development and Welfare Funds and this was later supplemented by a further £122,000. This assistance has enabled general and energetic anti-erosion measures to be undertaken. The stabilisation of erodible soil is being undertaken by the construction of contour terrace banks in the lowlands, the construction of grass buffer strips and diversion furrows in the mountains, tree planting, the fencing of badly denuded areas, and the building of dams.

A summary of the work completed during 1953 and figures showing the work completed up to the end of 1953 are given in Chapter Two of Part I. The latter may be restated in the following way. Approximately 80 per cent of lowland arable land has been protected by a combination of terraces and grass strips. The fertile belt of the foothill areas has virtually been completed. Tractor units are now moving into this area to construct heavy diversion furrows below denuded villages and the steeper slopes and on cultivated lands which have already been stripped. Buffer strip work in the true mountain areas has been completed except for scattered fields.

One of the most difficult tasks of anti-erosion work is that of educating the Basuto in the importance and practice of soil conservation. This is only accomplished slowly but recent developments in grazing control policy have indicated a growing recognition of the need for conservation measures. Grazing control is practised in all districts, in some with notable success but in others it has been found difficult to enforce. During the year, however, the Basutoland Council recommended that stricter control over grazing should be instituted. This acceptance of the need for rotational grazing should permit a considerable advance to be made in rationalising the use of summer grazing. One important step in maintain-



ning the balance between grazing and arable land has already been taken by the Paramount Chief in the form of an order prohibiting any person breaking up grassland unless the Agricultural Department has certified that it is suitable in every way as arable land.

### 3. AGRICULTURE

Further extension of cultivation on any scale is not possible in the Territory and indeed is not desirable if a proper balance between arable and grazing areas is to be maintained. The agricultural policy of the Department of Agriculture and Livestock is therefore directed towards increasing production from the areas at present under cultivation. The work that is being done in soil conservation has been described in the preceding section and other features of agricultural policy are outlined here.

The principal crops of the Territory are maize (the staple food), sorghums, wheat, peas, beans, followed by barley and oats. Maize is grown throughout the Territory. Sorghums, beans and oats are grown principally in the lowlands while wheat and peas are confined mainly to the mountain areas.

Fair crops have been harvested during the year under review although the annual rainfall was less than usual. Rainfall in the growing period, however, was adequate for maize and sorghums although stalk borer reduced yields considerably, particularly of maize. The standing crop, which will be harvested in 1955, is extremely late and much of the crop is bound to be frosted. Because of the lateness of planting rains and difficulty in ploughing a reduced area has been planted. The lowland wheat crop was poor although good crops were harvested in the mountains. An excellent pea crop was produced and prospects for the standing crop are good.

Production figures can only be assessed from the quantities of food stuffs for which export or import permits have been issued during the calendar year. These quantities were as follows :

<i>Produce Exported</i>	<i>1952</i>	<i>1953</i>	<i>1954</i>
200 lb. bags			
Wheat and Wheatmeal . . . . .	48,541	36,000	54,478
Peas and Beans. . . . .	18,200	25,967	54,160
Sorghums . . . . .	89,983	57,951	17,371

Assessment of the drop in the export of sorghums, however, must take into account the reaction of Basuto producers to the fall in price during the year which resulted in a larger proportion of the crop than usual being retained in the Territory.



The export of maize other than for reimportation elsewhere into Basutoland is prohibited, but to obtain some indication of production, import figures can be compared as follows (the 1952 figures include imports of Basutoland grown maize) :

<i>Produce Imported</i>		1952	1953	1954
200 lb. bags				
Maize and Maize Products. . . . .		154,727	41,447	50,756

From these figures it will be seen that when the importation of 31,815 bags of wheaten flour is also allowed for the balance of trade in basic foodstuffs is slightly in Basutoland's favour. The importation of maize and maize products is subject to the payment by the importers of a subsidy, at present 5s. 6d. per 200 lb., which is refunded to the Union. During the year under review, therefore, the sum of £15,389 was paid to the Union Government.

Crop production in the Territory is in the hands of peasants, who farm individually. The traditional techniques they employ are unproductive and inefficient and one of the principal tasks of the Department is to persuade the Basuto to adopt improved methods of cultivation. Work in this field and agricultural education generally will be facilitated by the establishment of the Agricultural School which has been described briefly in Chapter Two of Part I.

Experience is being gained in agricultural methods and farming organisation new to the Basuto, by the work of the Pilot Project and also that of the mechanised farming groups which have been established on a co-operative basis both within the Project and elsewhere. The Pilot Project consists of intensive reclamation and demonstration, investigation of new systems under field conditions and general community development concentrated in a single catchment area in the Teyateyaneng district, with the object of providing an example to the rest of the Territory. An outline of the work of the Project and the mechanised farming groups will be found in Chapter Two of Part I.

Considerable research into matters affecting crop production has been carried out at the Maseru Experiment Station. The work of the Station generally and of its Soil Fertility Worker in particular, has been described briefly in Part I. Research has confirmed the need for the use of phosphatic manures, particularly in the main grain growing areas. It is estimated that a small increase in maize yield per acre, achieved by the general use of phosphates, would make the Territory self sufficient in basic food production. An increase in maize production beyond the subsistence needs of the people would permit, over the course of years, a reduction in maize acreage, improved crop rotation, the production of more cash crops and crops of greater nutritional value, and animal foodstuffs. Much time, therefore, was spent during the winter months on



general phosphate propaganda, and staff members from each district were given intensive courses of instruction in the establishment of demonstration plots and in propaganda concerning the use of superphosphates. Plans were also made to sell over 100 tons of phosphates, which is about 50 per cent of the total amount estimated to be used annually by the Basuto, in the field at the time when ploughing was to begin, particularly in areas where the value of phosphates is unknown to farmers. For various reasons, however, the scheme had to be postponed and will now be carried out in 1955. Meanwhile propaganda and demonstration work continues.

In the crop studies that are being undertaken work on the testing and selection of local crop varietal material showed promise. In addition, variety trials on non-replicated tests were carried out with maize, sorghums, wheat, beans, linseed, cowpeas, soyabeans and groundnuts. Linseed appears to have possibilities as a winter cash crop while dwarf spineless castor may prove of use as a new summer crop. Investigations into pest problems and weed control are also being pursued.

During the year there has been a further encouraging increase in the number of vegetable gardens under cultivation, the estimated total now being 22,000 gardens. The increase has been mainly in the mountain areas where water supplies are more assured. The usual free issue of seed was made.

In some districts the Basuto Administration, with assistance from the Department in the form of material, has established tree plantations but it is too soon to say whether the handing over of tree planting to the Basuto Administration is likely to lead to the increased interest in afforestation which is so necessary in the Territory.

#### 4. LIVESTOCK AND LIVESTOCK PRODUCTS

The biennial livestock census held in 1953 gave the following figures :

Cattle . . . . .	406,454
Horses . . . . .	92,884
Donkeys . . . . .	53,543
Sheep . . . . .	1,303,325
Goats . . . . .	550,612
Mules . . . . .	3,550

Tank area supervisors were used to collate this information and the figures are considered more accurate than those supplied by previous censuses.

Good rains early in the year resulted in livestock entering the winter in good condition and, in spite of severe weather, they wintered well. Drought prevailed in the lowlands during the spring and early summer, however, and by the end of the year there was an appreciable loss in condition of all stock.

Owing to the failure of livestock sales in other districts in 1953 livestock auctions were held at Qacha's Nek only during the year under review.



1,019 head of cattle and 1,478 sheep were sold for a total of £23,619. Plans are being made to re-establish livestock auction sales in the Territory by the introduction of one-channel marketing.

Wool and mohair are major export products and continual efforts are made to improve both the sheep and goats of the Territory and the wool and mohair they yield. Fortunately the country has been free from sheep and goat scab for the last twenty years and blue tongue is the only serious preventable disease encountered. Flock owners, however, do not yet realise the value of preventative measures despite intensive propaganda by the staff and all too often vaccine is sought only when it is too late to be of use. There is a Paramount Chief's order that undesirable rams are to be emasculated to improve breeding prospects and every year a considerable number of bastard rams are castrated. To improve breeding suitable Merino rams are imported from the Union and sold at subsidised prices to flock owners. In 1954, 728 rams were sold bringing the total of rams introduced since the scheme started in 1936 to 13,313. 408 well-bred Angora goats were similarly introduced and the policy of improving the country's goat flocks is making slow but beneficial progress. So far, however, there has not been as keen a demand from flock-owners to purchase Angora rams as to buy the Merinos, probably because there is no law prohibiting the use of undesirable rams in goat flocks. The introduction of such legislation and the further development of the goat reduction scheme are being considered.

The legislative measures which were introduced in 1953 to improve the preparation of the Territory's wool and mohair clips for the market regulate the shearing, sorting and packing of these products. Reports from the coast, where the wool is sold, have indicated an encouraging improvement in the presentation of the clips. Weather conditions during the year were inimical to good wool production, dry conditions from the autumn until the end of the year resulting in wool being drought-stricken and dusty. The best grades of Basutoland mohair were in great demand because of their fine texture and soft handling qualities. But there is still too much kemp and crossbred hair in the mohair clip and this will have to be eradicated by improved breeding.

Prices of wool declined during the year but the returns on Basutoland wool were comparatively satisfactory. 7,872,244 lb. of wool were exported, valued at £1,205,765. Prices for top grades of Basutoland mohair remained high but prices for inferior grades declined considerably. During the year 1,112,868 lb. of mohair, valued at £289,113 were exported.

The scheme to provide flock-owners with wool shed facilities for shearing and classing by qualified classers, continues. During the year pack transport teams moved materials for seventeen wool sheds into remote mountain areas and material for three other sheds was transported by air. Twenty sheds were completed and three others partly erected by the end of the year. The training of wool and mohair classers continues to be an important part of the duties of the Wool and Mohair Officer.

Progress in the work of improving the Territory's cattle is necessarily



slow. Improvement measures include control over the import of stock and selective breeding from an indigenous herd maintained by the Government. During the year under review a scheme was started on a limited scale to encourage carefully chosen Basuto stock owners to purchase high grade Brown Swiss heifers and cows. The purchases are not subsidised by the Government but the Veterinary Division undertakes the purchase, testing and a certain measure of supervision after purchase. The animals bought are given priority of service by good quality Brown Swiss bulls kept by the Government. It is hoped that the scheme will stimulate others to maintain better and more productive cows. It will also serve to test the adaptability of the breed to Basutoland conditions.

No progress can be reported in the attempts which have been made to encourage the production of suspension dried hides and there has been no improvement in the quality of hides and skins. It is becoming clear that intensive propaganda alone will not overcome the apathy of stock owners and that the problem is one which can probably be solved only with the support of legislative measures. During the year 345,050 hides and 439,060 skins were exported. The value of them was £18,950 and £31,250, respectively.

Equine improvement work has made satisfactory progress. The Agnes Mary Young Memorial Stud consisting of a renowned Arab stallion and 25 selected mares, has produced since its inception six colts and six fillies. The fillies will be retained at stud and, where suitable, used as brood mares while suitable colts will be sent out to the district studs. When the requirements of Government studs have been met, future colts will be loaned or sold to selected stock owners throughout the Territory. The progeny of these stallions will be kept under supervision and it will be a condition of sale or loan that none of the progeny is disposed of or castrated without permission. By these means it is hoped to provide a steady supply of select stallions to improve the basic equine stock in the Territory.

The system of registering livestock in master registers and in owners' stock cards is becoming better understood by the people. With an improvement in the efficiency of the registration staff the registers will be of great value in organising grazing control, small stock dosing and general disease prevention, and stock theft control. The registration system is facilitated by the tattooing of stock scheme which has now reached the stage when it is mainly a matter of keeping up with the tattooing of increases.

The Veterinary Division consists of a Principal Veterinary Officer and one Veterinary Officer, and eleven Veterinary Assistants the majority of whom are stationed in the districts. No serious outbreaks of stock disease occurred during the year. Two cases of anthrax occurred but immediate inoculation prevented the spread of the disease. Some anxiety was caused by a serious outbreak of the disease in the Orange Free State near the Basutoland border but preventive measures were taken by the Union and Basutoland Veterinary Services and there has been no evidence that the outbreak has spread to Basutoland. 92 cases of quarter evil were reported during the year, and 7,600 doses of vaccine were



issued. No case of horse sickness or blue tongue was encountered. Some decrease in the incidence of equine mange has been achieved by the provision of increased facilities for treatment but it has not yet been possible to launch a general campaign against the disease. A certain amount of progress has been made in the campaign of dosing small stock against parasites but owing to the pressure of other work on field staff it has not been possible to carry out regular and extensive dosing. It is hoped that a prospective re-organisation of field staff duties will release senior staff to undertake more of this and other veterinary work.

During the year the headquarters unit at Maseru dealt with 2,000 cases and clinical work was also done by Veterinary Assistants stationed in the districts. To assist in the diagnosis of anthrax, billiary and red-water district microscopic examinations have been undertaken by district medical officers.

## II. CO-OPERATIVE SOCIETIES

### I. GENERAL

The Co-operative Department's staff consists of a Registrar, an Assistant Registrar, one European Audit Clerk, five African Inspectors, a Clerk and an Office Attendant. The Registrar is an officer appointed from District Administration on secondment for three years. The post of Assistant Registrar is a permanent one. The appointment of an Audit Clerk in June 1953 has enabled the Registrar and Assistant Registrar to devote more time to planning, propaganda and development. It has also brought about an appreciable improvement in the standard of book-keeping in most societies.

The work of all members of the staff, especially that of the African Inspectors, is impeded by difficulties of transport and communication inevitable in such a mountainous territory. The problem has been partly solved by stationing African Inspectors at Leribe and Mohale's Hoek.

The marketing of wool, mohair, hides and skins remains the principal and most successful co-operative activity. One consumer society has been liquidated and three more are moribund and due for liquidation. The remainder, however, have made perceptible progress and the total turnover for all consumer societies has increased. The progress of the experimental farming co-operatives, fostered under the Agricultural Department's Pilot Project and Mechanized Farming Schemes is discussed in Chapter Two of Part I of this Report. Co-operative staff have collaborated with the Agricultural Department in evolving a suitable constitution and book-keeping system for these societies and in auditing their accounts. Their technical activities are guided by the Pilot Project authorities and members of the Agricultural staff.



The shift of emphasis in agricultural policy, from anti-soil erosion measures to better farming and increased production has underlined the need for new credit and produce marketing facilities.

Proposals for the establishment of a co-operative credit organization to provide capital for co-operative trading enterprises, group farming societies and Raiffeissen type rural credit societies, are under consideration.

In August 1954, a meeting of delegates from all co-operative societies was held in Maseru. It was very successful, and will probably become an annual event. Such meetings should do much to give coherence and a sense of common purpose to what is now no more than a group of scattered and independant societies. They also provide valuable opportunities for the discussion of such common problems as transport, finance and propaganda.

The rate of progress of all co-operative trading societies in Basutoland is governed by limitations of managerial skill, and by lack of capital. In default of external assistance, these deficiencies can only be remedied by experience and hard work on the one hand, and by thrift and good management on the other. Such conditions are not conducive to rapid and spectacular expansion. There can be little doubt, however, that the co-operative movement is now firmly established in Basutoland, and that it is a most valuable medium for the development of the African economy of the Territory.

## 2. WOOL AND MOHAIR MARKETING

Except for a limited and temporary recovery in the 1952-53 season, wool prices have declined continuously from the record levels of 1950-51. The average gross price for the 1953-54 season was approximately 7 per cent below that for 1952-53.

For the current season (1954-55) it appears to be about 26 per cent below that for 1953-54. The following table shows comparative average prices for different classes of Basutoland wool (after deducting societies' commission) for the present and past four seasons :

	<i>C1</i>	<i>C2</i>	<i>SS</i>	<i>S</i>	<i>CBP</i>	<i>BP</i>	<i>BKS</i>	<i>XM</i>	<i>LOX</i>	<i>C&amp;C</i>
	<i>d.</i>	<i>d.</i>	<i>d.</i>	<i>d.</i>	<i>d.</i>	<i>d.</i>	<i>d.</i>	<i>d.</i>	<i>d.</i>	<i>d.</i>
1950-51 . . .	93	83	80	77	68	64	61	67	45	66
1951-52 . . .	33	31	29	25	23	20	17	20	13	18
1952-53 . . .	45	43	41	40	34	34	33	33	15	26
1953-54 . . .	40	38	37	33	31	31	24	29	12	22
Typical December 1954	32	30	25	22	20	18	17	21	8	19

The Territory's total annual exports of wool have declined sharply during the past few years, falling from 11½ million pounds in 1949 to 7½ million pounds in 1953. The causes of this decline cannot be assessed



precisely but they certainly include stock theft (which has reached serious proportions in the mountain areas), drought and evasion of the wool and mohair export levy by smuggling.

In spite of falling prices and diminishing territorial exports, however, co-operative wool exports rose from 354,000 lb. in the 1952-53 season to 374,000 lb. in 1953-54. The figure for the current season promises to be slightly higher still. Any spectacular expansion of co-operative wool marketing is unlikely in the immediate future. Apart from the current trends of prices and production, there is extremely keen competition from experienced and well established general traders. Furthermore, the formation of new societies depends upon the availability of Government wool classing sheds. With no assets except its subscribed share-capital, a new society could not afford to build its own shed, or to employ a certified classer to class wool in accordance with the export regulations.

There are not yet sufficient government wool sheds to handle more than 30 per cent of the territorial wool clip. The Agricultural Department has in hand a large-scale programme for the construction of wool sheds in the mountain areas. Until this programme is completed, the possibilities of co-operative wool marketing will be limited, to an appreciable extent, by the capacity of the available wool sheds.

Similar considerations apply to the marketing of mohair which wool marketing co-operatives undertake in the winter months (May to October). Since 1951 mohair prices have followed the same downward trend as wool prices, but the decline has been more gradual. This may be due to the fact that the peculiar blending properties of Basutoland mohair make the demand for it less elastic. As in the case of wool, annual territorial exports have declined sharply over the past six seasons. They fell from 1,700,000 lb. in 1948 to 1,140,000 lb. in 1953. Co-operative mohair sales for the 1954 season were 18,000 lb. less than those for 1953. In October, 1954, however, at the end of the mohair season and of the Co-operative Societies' financial year, some 9,000 lb. of mohair remained in the brokers' ware-houses awaiting sale, having been exported late in the year. Part of the apparent decline is offset, therefore, by the unusually large balance carried over to the next season.

Mohair prices in 1954 were 4-5 per cent lower than those for 1953.

Wool and mohair marketing co-operatives continued to export hides and skins and to buy fertilizers, stock salt, and other agricultural requirements for their members.

One new society was registered during April 1954, and another in December 1954. One society became moribund, and has been liquidated.

### 3. CONSUMER SOCIETIES

These societies appear best suited to urban areas, where they can attract the support of numbers of regular wage earners who are versed in the workings of a money economy. The most successful are those at Maseru and Morija. Although about a third of the registered societies are mori-



bund, the remainder show considerable promise, and the total turnover for all consumer societies has steadily increased. It rose from £6,747 in the financial year 1952-53 to £8,072 in 1953-54.

#### 4. AGRICULTURAL SOCIETIES

These societies continue to depend mainly upon their trade in consumer goods and agricultural requirements. Two act as thrift societies and several market hides, skins, wool and mohair. It is becoming increasingly apparent that if such societies are to extend their activities, and handle other kinds of produce on any considerable scale it will be necessary to create secondary marketing organizations, in the form of Co-operative Unions, and to obtain capital to finance the purchase and storage of crops.

#### 5. STATISTICS

<i>Type of Society</i>	<i>Number of Registered Societies</i>				<i>Total Membership</i>			
	<i>1951</i>	<i>1952</i>	<i>1953</i>	<i>1954</i>	<i>1951</i>	<i>1952</i>	<i>1953</i>	<i>1954</i>
Wool and Mohair Marketing . . . . .	9	10	11	13	1568	2289	2205	2473
Consumers . . . . .	19	14	12	11	1510	1137	1373	1568
Agricultural (Consumer and Produce Marketing)	4	5	7	7	369	468	812	845
Mechanized Farming Societies . . . . .				6				261
Total. . . . .	32	29	30	37	3447	3894	4390	5147
<i>Type of Society</i>	<i>Total Share Capital</i>				<i>Total Turnover</i>			
	<i>1951</i>	<i>1952</i>	<i>1953</i>	<i>1954</i>	<i>1951</i>	<i>1952</i>	<i>1953</i>	<i>1954</i>
	£	£	£	£	£	£	£	£
Wool and Mohair Marketing . . . . .	1192	1915	1869	2288	149925	94731	79982	71587
Consumers . . . . .	830	627	977	1148	3198	3750	6747	8072
Agricultural (Consumer and Produce Marketing)	306	372	545	694	3421	2849	3719	3482
Total. . . . .	2328	2914	3391	4130	156544	101330	90448	83141

*Note:* Turnover figures are for the societies' financial year. In 1951 this ended on March 31st. From 1952 onwards it ended on September 30th. The 1952 figures therefore are for an 18 month period.



## CHAPTER SEVEN

### SOCIAL SERVICES

#### I. EDUCATION

African education is largely in the hands of the three main missions (Paris Evangelical, Roman Catholic and English Church) under the direction of the Education Department. Grants-in-aid are paid by Government to the three missions to cover the salaries of all teachers in fully aided schools and the salary of one teacher in each partially-aided school; in addition small grants are paid from territorial funds to improve equipment in primary schools. The total expenditure on grants-in-aid for the calendar year amounted to £156,252.

Under Colonial Development and Welfare Scheme D. 758 grants amounting to £2,200 were made in 1954 to 77 schools for extensions and improvements to buildings, while grants amounting to £3,134 were made to two new Junior Secondary Schools at Masitise in Quthing district and St. James in Mokhotlong district. The scheme also continued to pay part of the salaries of the three mission Educational Secretaries and a small amount for equipment in schools.

Of the 946 schools and institutions in the territory, 933 are under mission control; of the 933 mission schools, 719 are fully aided, and 96 partially aided. Eight schools are maintained entirely from Government funds and managed by committees. During 1954 eight new schools were registered.

The school enrolment for 1954 showed an increase of 6,372 over 1953. Out of a total enrolment of 103,332, 96,809 were attending maintained or aided schools. Of these 95,406 (34,102 boys and 61,304 girls) were attending 814 aided primary schools staffed by 1,828 teachers – an average of approximately 52 pupils to one teacher. There were 5,523 pupils (2,115 boys and 4,408 girls) attending 118 unaided schools under 154 teachers.

In the 14 secondary and post-primary institutions there were 1,395 pupils (828 boys, 565 girls) of whom 999 were taking general, 105 technical and vocational, and 289 teacher training courses.

The only institution providing post-secondary education in the Territory is the Pius XII Catholic College (unaided) with an enrolment of 27 men and eight women. Only seven men and two women are from Basutoland. Basutoland made its usual annual grant to the University College of Fort Hare where 15 Basuto (12 men, three women) were studying in 1954.

Scholarship assistance from the Colonial Development and Welfare Funds continued to be given to two students taking veterinary courses at Edinburgh, and to two taking medical courses in Dublin and London. One studied printing at the London School of Printing and Lithographic



Arts under a British Council Scholarship. During the year under review bursaries from Government Funds were awarded to 96 students taking courses in Basutoland and 11 taking post-secondary courses in the Union of South Africa. Three students were receiving Government bursaries for study at Pius XII College.

From the beginning of 1954, all non-Union Africans attending universities and colleges in the Union of South Africa, have had to pay the full unit cost of tuition and maintenance as well as a sum of £30 towards capital costs. The Union Government made these charges payable only in respect of post-1953 enrolments and continued to subsidise previous enrolments. This has increased more than threefold the cost of sending Basutoland students to these Union institutions. The charges are such that future students from Basutoland are likely to be only those sponsored and assisted by the Government. The Union Government has in any case, stated that the University College at Fort Hare and the Durban Medical School only will be open to non-Union students until 1958. After that year Basutoland will look to the Central African University College at Salisbury and Pius XII Catholic College to meet its needs, with some assistance from Universities in the United Kingdom for courses not offered by these two Colleges.

For the administration of education the headquarters staff consists of a Director, a Senior Education Officer, a Woman Education Officer, and an African Supervisor of Agricultural Education in primary schools. The Territory is divided into three circuits, each under an Education Officer. To help circuit Education Officers in their work, there is a field staff of three African Assistant Education Officers, and five Supervisors; their work consists of regular routine visits to schools, discussions on all educational matters with teachers, school committees and managers, and liaison work between the schools and the chiefs and their people. Circuit Education Officers spend as much time as possible in the field correlating the work of their circuit staff, visiting managers and as much inspection work as their administrative duties will allow. Departmental staff have been fully engaged in holding refresher courses for teachers wherever possible.

Consultation with the people is carried out both at district and national levels. The District Advisory Committees with the District Commissioner of the district as Chairman, representatives of the three main missions, the Teachers' Association, the chiefs and people, as members, and the Education Officer as secretary, meet annually to advise the Director on the local application of educational matters. These committees in turn also elect representatives to the Central Advisory Board under the chairmanship of the Director of Education, with additional members nominated by the Missions, the Paramount Chief, and the Teachers' Association. This Board is responsible for advising the Resident Commissioner on all matters affecting education.

During 1954, the Central Advisory Board made recommendations on the following matters which were subsequently approved by Government :



Rules for the addition and maintenance of Standard IV Classes at Elementary Vernacular Schools.

Rules for the opening and maintenance of Intermediate Schools.

Conduct of the Standard VI Examination.

It also made recommendations concerning teachers' salaries and conditions of service, sanitation in schools, and staff establishment all of which are now receiving the careful consideration of Government.

Co-operation and co-ordination between Missions and the Department is carried out through Educational Secretaries whose salaries are paid by Government. In turn, Educational Secretaries deal with their Parish Managers. There are normally the missionaries in charge of parishes which may vary from a crowded parish with one school to a parish with 20 remote out-station schools. Circuit officers deal with managers direct on minor matters.

The second two-year course under the revised Home Industries organisation ended in December 1954, and five candidates obtained their certificates. The Craft Schools Committee met in August and recommended the appointment of a part-time Supervisor of craft schools. This appointment has now been made. The Committee also recommended, instead of a monetary loan, the loan of equipment to enable certificated girls to set up Home Units in their villages. This recommendation has also been approved and equipment will be issued early in 1955.

The two technical schools in the Territory, one run by Government and one by the Paris Evangelical Missionary Society reported satisfactory progress during the year under review. At the Lerotholi Technical School, where there were 90 students on the roll, classrooms were provided for three departments, Motor Mechanics, Leatherwork and Tailoring, so that now every department has a classroom for theoretical work. The departments continued to be fully employed except the Tailoring, where the students are only now becoming sufficiently skilled to allow outside orders to be taken. Applications exceed vacancies; they continue to come from the Union, Rhodesia and Bechuanaland Protectorate, as well as Basutoland. Girls are now accepted for the Commercial Course. It has been recommended by a special committee appointed by the Basutoland Council that the standard of entry into the Commercial Course should be raised to Matriculation level and that the course should be of one year's duration. This has been approved, and will start in 1956. The Leloaleng Technical Institution has had a roll of 51 students, including 18 in the Motor Mechanics Department and 16 in the Carpentry Department. The leatherwork department with eleven students has maintained a high standard of work particularly in saddlery. Fourteen students completed their courses and are all reported to have found good positions.

The cinema van continues to prove extremely popular, and has been in almost continual use throughout the year. A good supply of films of an educational nature, and news reels, has been available.



*Finance**(Calendar Year 1954)*

<i>Source</i>	<i>Recurrent</i>	<i>Capital</i>	<i>Total</i>
<i>From Colonial Revenue :</i>	£	£	£
Grants-in-aid . . . . .	156,252	—	156,252
Education Administrative . . .	18,646	—	18,646
Other Charges . . . . .	21,534	—	21,534
Total Colonial Revenue . . . .	196,432	—	196,432
<i>From Voluntary Agencies . . .</i>	32,500	22,500	55,000
<i>From Imperial Fund . . . . .</i>	2,398	5,338	7,736
Total . . . . .	231,330	27,838	259,168

*Schools and Roll*

<i>Type</i>	<i>No. of Schools</i>	<i>Boys</i>	<i>Girls</i>	<i>Total</i>
1. Primary . . . . .	930	36,144	65,745	101,889
2. Secondary . . . . .	7	611	388	999
3. Vocational . . . . .	2	89	16	105
4. Teacher Training . . . . .	6	128	161	289
5. Post Secondary . . . . .	1	39	11	50
Total . . . . .	946	37,011	66,321	103,332

*Examination Results*

<i>Examination</i>	<i>Candidates entered</i>	<i>Passed</i>	<i>1st Class pass or Matricula- tion Exemption</i>
Departmental Standard VI . . .	1,855	780	9
Departmental Primary Teachers'	132*	69*	—
Departmental Higher Primary Teachers . . . . .	34	25	—
University of South Africa Junior Certificate . . . . .	158	67	—
University of South Africa Senior Certificate . . . . .	28	7	5

\* Includes candidates taking Supplementaries.



## II. PUBLIC HEALTH

The policy of the Medical Department is primarily to make available the benefits of modern medicine to the largest possible number. This is being done by providing, directly or indirectly, a balanced curative and preventive medical service through the existing hospitals, dispensaries, health centres, rural treatment centres and other health services. The Medical Department also co-operates with other departments of the Government in promoting the social welfare of the Basuto. It aims at educating the public in all matters connected with health and sanitation. Nurses, health assistants, dispenser-anaesthetists and leprosy inspectors who also act as health and welfare inspectors, are trained by the Medical Department.

At each district headquarters there is a Government hospital with a medical officer and nursing staff. Each hospital has an out-patient department and venereal diseases clinic and some have additional clinics a distance away which are visited by the Medical Officer at regular intervals. There are now ante-natal and infant welfare clinics at most Government hospitals and these are well attended. Maternity wards were opened during the year at the Teyateyaneng and Butha-Buthe hospitals. As funds become available more medical centres are being established in the mountain area, which has become more thickly populated during recent years, and existing hospitals extended. A leprosarium in the charge of a Medical Superintendent is established at Botšabelo, in the Maseru district. There is a mental detention centre at Mohale's Hoek in the charge of the Medical Officer.

Basutoland is not a tropical country and the diseases commonly known as "tropical" do not present serious problems in the Territory.

Greater efforts are being made in preventive medicine. Reports of outbreaks of serious epidemic diseases are promptly investigated by the health and welfare inspectors. Appropriate prophylactic measures are taken and the cause of the outbreak dealt with; huts are disinfected, disinfestation is carried out, rodents destroyed, water supplies protected and prophylactic inoculations given when necessary. Sanitation arrangements are mainly of the bucket type and restricted to urban areas. African villages are usually small and scattered and their sanitation does not in general present a problem. The mountainous nature of the Territory and the shallow depth of soil and its clayey nature makes the sinking of pit latrines impracticable in most rural areas. In some large villages public latrines have been installed and at Matsieng, the seat of the Paramount Chief, a pail system sanitation service is to be started during 1955. Each year springs in rural areas are enclosed and piped, but because of transport difficulties in remote areas, progress is slow.

Owing to shortage of staff and equipment, little research can be carried out in Basutoland. There is no medical laboratory in the Territory, but the Medical Department has a commuted payment agreement with the South African Institute for Medical Research for the performance of



pathological investigations. It is hoped to undertake, with the assistance of the Medical Officer of Health, the training in Maseru of selected African medical auxiliaries in simple laboratory procedures.

Dr. D. Thomson visited Basutoland during January in his capacity as Tuberculosis Consultant, World Health Organisation, in connection with an application which had been made to that Organisation for technical assistance towards a tuberculosis survey and control. A copy of his report to World Health Organisation was received towards the end of the year and is being studied.

Professor Darby, of the Division of Nutrition, Vanderbilt University, Tennessee, U.S.A., accompanied by Dr. Bronte Stewart of the University of Cape Town Nutrition Unit, visited Basutoland during November in connection with an application which had been made to World Health Organisation for technical assistance towards a nutrition survey and control. On the suggestion of Professor Darby the Medical Department is to undertake a survey, which is to be confined mainly to heights and weights in relation to age of children of pre-school and of school-going age, in the area of the Agricultural Pilot Project during 1955.

As a result of discussions which the Director of Medical Services held with Dr. Karl Borch, Deputy Chief, African Area Office, UNICEF, an application for assistance towards a mass diphtheria and whooping cough immunisation campaign has been approved by the United Nations International Children's Emergency Fund, and the campaign is expected to start in May or June, 1955.

The blood bank which was started during the previous year had to be discontinued because the practice of flying blood from Durban was found to be both uneconomical and wasteful.

The Government professional and technical medical staff consists of :

<i>European</i>	<i>African</i>
1 Director of Medical Services	4 Medical Officers
1 Medical Superintendent (Botšabelo Leper Settlement)	1 Assistant Health Inspector
1 Medical Officer of Health	1 Sanitation Assistant
13 Medical Officers	1 Health Assistant
1 Assistant Medical Officer	5 Pupil Health Assistants
2 Hospital Matrons	4 Pupil Dispensers
3 Nursing Sisters-in-charge	5 Trained African Nurses-in-Charge
11 Nursing Sisters	26 Trained African Nurses
1 Health Inspector	31 Dispensers
	17 Student Nurses (including Pupil Midwives)
	77 Ward Attendants (Hospital Orderlies)
	9 Health & Welfare Inspectors (who also act as Leprosy Inspectors)
	1 Laboratory Assistant.



There are two African doctors in private practice, one in Maseru and one in Mafeteng. The two African doctors who had been in private practice in Leribe left the Territory during the year and returned to the Union.

The Missions employ five European doctors and a number of European nursing sisters and trained African nurses.

There is a European dentist in Maseru who receives a Government grant for treating hospital cases when required. There are no other dentists in the Territory.

The African population for the Census of 1946 was 561,289 and it is estimated that there was one doctor per 21,588 Africans during the year under review.

One Mosuto doctor is completing his internship in the Union of South Africa and is expected to accept an appointment as a Government Medical Officer in 1955. Two other Basuto were granted Government bursaries to study medicine at the Natal Medical School and their reports for the year have been encouraging. Another who is studying medicine in Dublin was awarded a Colonial Development and Welfare Scheme scholarship to continue his studies. Three other Basuto are studying medicine in India.

Medical and Health facilities are financed from Territorial revenue. For the financial year ended the 31st March, 1954, the actual ordinary expenditure of the Medical Department was £131,748. Included in this amount is the sum of £2,263 which was spent on grants to Mission hospitals. The proportion of medical expenditure to total ordinary expenditure for the Territory was 10.65 per cent. During the same period, actual revenue of the Medical Department amounted to £12,435.

The existing facilities for hospitals, health centres and dispensaries are as follows :

	<i>Government</i>	<i>Mission</i>	<i>Total</i>
Hospitals. . . . .	9	4	13
Beds available. . . . .	398	166	564
X-Ray plants . . . . .	4	2	6
Health Centres . . . . .	2	—	2
Mountain Dispensaries . . . . .	1	1	2
Out-patient Clinics . . . . .	5	8	13
Leper Settlement. . . . .	1	—	1
Mental Detention Centre . . . . .	1	—	1

#### I. HOSPITALS

The four Mission hospitals are situated at Roma, Morija, Paray (Ntaote's) and Mapoteng. As a result of awards totalling £43,000 from the Governor-General's National War Fund the Mission hospitals have been able to undertake certain improvements and enlargements to their build-



ings and these are now nearing completion. All four hospitals are subsidized by Government and have 45, 32, 31 and 58 beds respectively. Each hospital has an out-patient department and is staffed by a doctor and trained European and African nursing staff. Ante-natal clinics were conducted at each Mission hospital except Paray. There are also clinics some distance away which are visited by the doctor at regular intervals.

Of the nine Government hospitals, four are staffed by European Nursing Sisters with a subordinate African staff, while five are staffed by Trained African Nurses with a subordinate African staff. All hospitals are equipped for general medical and surgical work. The Maseru Hospital is recognized by the South African Medical and Dental Council for the training of interns and by the High Commission Territories Nursing Council for the training of nurses and midwives of which there are at present 17 in training. The Maseru Hospital also provides for the training of Health Assistants and Dispenser-Anaesthetists. The erection of the new Maseru Hospital (see Chapter Two of Part I) is important in view of the necessity of obtaining trained personnel for the Territory.

The Morija Hospital is recognized by the Basutoland Executive Nursing Committee as a training centre for nurses and has at present 10 student nurses.

Hospital facilities are still inadequate, particularly for tuberculosis, maternity and infectious diseases cases and for sick children and it is hoped that assistance from the Colonial Development and Welfare Fund will allow these facilities to be improved.

## 2. HEALTH CENTRES, MOUNTAIN DISPENSARIES AND RURAL TREATMENT CENTRES

Health Centres and Mountain Dispensaries are establishments built and maintained by Government for the purpose of providing limited out-patient medical facilities, and, where a Trained African Nurse is a member of the staff, maternity services to people living in remote areas. Health centres are to be staffed, where possible, by an African Health assistant and dual-certificated African nurse, and the Mountain Dispensaries by a dual-certificated African nurse only. The Rural Treatment Centres are similar establishments being built under the Deferred Pay Interest Fund (non-Government) and will be in the charge of a dual-certificated Trained African Nurse, to be paid by Government when the Fund is exhausted.

The Health Centre at Phamong is functioning well with a competent African Health Assistant in charge, and the Health Centre at Semonkong is meeting a long felt need and the construction of additional buildings is expected to be completed by March, 1955. The erection of the Mashai Health Centre was started in the latter half of the year, and the Marakabei Health Centre is expected to be built during the financial year 1955-56.

The Mountain Dispensary at Nohana's with a Trained African Nurse in charge is serving a useful purpose. The Dispensary at Mphaki's is in



the course of construction and one other remains to be built in the Qacha's Nek District (see Chapter Two of Part I).

The Rural Treatment Centre at Linakeng is still unfinished owing to labour and transport difficulties, while that at Tuamane's had to be abandoned because the water supply failed and because of difficulties with the contractor.

At several centres there are Red Cross committees organized for the purpose of giving lectures and demonstrations to the public in elementary first-aid and home nursing. These lectures are very popular and the results gratifying. Red Cross child welfare clinics have also been established at several district headquarters.

### 3. LEPER SETTLEMENT

The Leper Settlement with a Medical Officer in charge, assisted by a European Matron and two Trained African Nurses, provides hospital facilities with 54 beds. Patients are received from Basutoland and from the Bechuanaland Protectorate. The general health of the patients has continued to improve and the impression is that the number of discharges is gradually increasing while the admissions are diminishing. It has taken some years for the results of sulphone therapy to be noticeable in an increased discharge rate. Chronic trophic ulcers in arrested cases prevent the discharge from the settlement of about 100 patients. The X-ray plant which was installed during the year has proved useful in revealing the presence of necrotic bone which prevents healing of many ulcers. There were 25 new admissions during the year and, in addition, 8 cases were re-admitted, mostly for broken down ulcers. Discharges totalled 96 and there were, in addition, 7 desertions and 22 deaths. There were 518 patients remaining at the end of the year, of whom about 100 were old arrested cases, crippled, helpless and without a home. They are allowed to remain at the Settlement indefinitely.

### 4. MENTAL DETENTION CENTRE

There is no mental asylum in Basutoland. In the past, Basuto lunatics were treated in asylums in the Union of South Africa and 34 cases are still hospitalized there. At present, however, accommodation can rarely be obtained. As a matter of urgency a temporary Mental Detention Centre was established at Mohale's Hoek for dangerous lunatics. This arrangement fulfils an urgent need until a mental hospital in the charge of a Medical Officer, trained in modern psychiatric treatment, can be provided. The Detention Centre at Mohale's Hoek has two advantages compared with admission of lunatics to Union asylums in that it permits lunatics to be visited more readily 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. There were 42 new admissions and 48 discharges in 1954 and at the end of the year 87 patients were being cared for. It is hoped that assistance from the Colonial Development and Welfare Fund will permit the establishment of a modern Mental Hospital which will care for patients from the three High Commission Territories.

## 5. EPIDEMIC AND GENERAL DISEASES

### *Plague*

Eight cases of bubonic plague, confirmed by laboratory tests, with three deaths, occurred during the final week of the year at Sekantseng and Makhameng in the Tšakholo area of the Mafeteng district. The entire area was placed under quarantine immediately, all residents were given prophylactic inoculations, all huts were disinfected with D.D.T. powder and rodent burrows throughout the area were treated with cyanogas. The campaign was still in progress at the end of the year.

### *Typhus Fever*

There were two cases of typhus fever reported during the year, both occurring in December. While dealing with an outbreak of typhoid fever at Malumeng, in the Thabana-Morena area of Mafeteng district, a man who appeared to be suffering from a mild attack of typhoid fever was found on routine laboratory investigation to have contracted epidemic louse-borne typhus fever. Prompt preventive anti-typhus measures were taken in the area; prophylactic inoculations and delousing with D.D.T. powder were carried out. One further case occurred in the Maseru district. Similar prophylactic measures were taken. During the course of dealing with these outbreaks 620 people were immunized.

### *Small Pox*

No case of small pox was reported. 1300 vaccinations were given during the year.

### *Diphtheria*

The number of cases of diphtheria notified during the year showed a marked decrease compared with 1953. The highest incidence occurred during the first half of the year with 40 cases being reported during the week ended the 10th April. Few cases occurred after September. The outbreaks were sporadic and widespread throughout the Territory, with the main incidence in the Leribe (76 cases), Maseru (30 cases) and Quthing (24 cases) districts. There were 190 cases reported with 48 deaths compared with 349 cases with 99 deaths in 1953. During the course of dealing with these epidemics 20,014 prophylactic inoculations were given.



### *Typhoid Fever*

Typhoid was endemic through the year and 249 cases with 39 deaths were reported with the highest incidence being in the Maseru district, 122 cases. Outbreaks of the disease were usually traced to contaminated village water supplies. These were then protected by enclosing the springs and piping the water to reservoirs. At the same time the villagers were instructed in prophylactic hygiene measures. The problem of providing an economical and effective disposal method for human waste in rural areas has not yet been solved. As a prophylactic measure, all officials in the service and their families, all prisoners and inmates of the Mental Detention Centre are given prophylactic inoculations with annual *booster* doses where appropriate. Prophylactic inoculations were also given to residents in the areas where outbreaks occurred and a total of 28,526 such inoculations were given during the year.

### *Measles*

Measles is fairly prevalent and 724 cases were notified during the year.

### *Whooping Cough*

1,597 cases were notified during the year. Pneumonia is a frequent complication in whooping cough, particularly during the winter months, and accounts for a number of deaths in children. The population is becoming increasingly aware of the danger of this disease, and 1,161 inoculations of combined diphtheria and whooping cough vaccine were given on request.

### *Deficiency Diseases*

The replies to questionnaires which Government Medical Officers and Mission doctors completed during 1953 were compiled and analysed by the Liaison Officer, Applied Nutrition Unit, and presented together with a brief account of the diet of the Basuto as a memorandum, which was published under the title "Deficiency Diseases in Basutoland" in the *Annual Report of the Medical Department for 1953*.

During the year there were 1,796 cases of pellagra with four deaths as compared with 1,749 cases with eight deaths in 1953; 198 cases of ariboflavinosis with no mortality, compared with 240 cases with four deaths in 1953; and 253 cases of kwashiorkor with 34 deaths, compared with 162 cases with 25 deaths in 1953.

692 cases of avitaminosis with eight deaths were reported compared with 911 cases with 7 deaths in 1953, and 746 cases of malnutrition with 28 deaths compared with 506 cases with 12 deaths in 1953.

The incidence of pellagra and kwashiorkor are closely allied to maize being the staple item of the diet. Steps have been taken to correct this by encouraging the Basuto to substitute kaffir-corn (sorghum) and wheat as the staple food with liberal additions of vegetables and to consume more protein which is available in the form of peas and beans; wheat is, in



fact, being consumed in larger quantities than hitherto by the Basuto. The available supply of animal protein cannot be immediately increased.

### *Tuberculosis*

There were 830 cases of pulmonary tuberculosis with 52 deaths compared with 670 cases with 57 deaths for 1953. In addition 510 cases of non-pulmonary tuberculosis were reported compared with 362 cases in 1953. Chemotherapy and antibiotic treatment is being increasingly used throughout the Territory with encouraging results.

A controlled test of the treatment of 27 cases of pulmonary tuberculosis with isoniazid, and isoniazid with paraaminosalicylic acid (PAS) and streptomycin in combination was carried out at Maseru Hospital during 1952 and 1953 ; the report of the test was published in the *Annual Report of the Medical Department for 1953*.

### *Syphilis*

There were 5,418 cases of all forms of syphilis reported during the year.

## 6. SANITATION

The report of a flea and rodent survey undertaken jointly by the Basutoland and Union Health Departments during 1953 in certain mountain areas of Basutoland, including the Orange River valley, was published in the *Annual Report of the Medical Department for 1953* under the title "A Plague Survey of Basutoland (Highland Area)". The conclusion of the survey was that it would seem that the possibility of plague establishing itself in the northern highlands is remote, if not out of the question, and that imported plague could establish itself temporarily in the southern area of the Orange River basin, but could not become enzootic.

The protection of village springs has progressed despite difficulties of transport and equipment and shortage of cement ; 36 new springs were built up and five old ones were cleaned out and repaired.

A mechanical extractor for clearing effluent storage tanks was put into service in Maseru in May, and by the end of the year had cleared 435,900 gallons. Two new public latrines were built in Maseru ; the construction of others in African villages at Butha-Buthe, Teyateyaneng, Mafeteng and Mohale's Hoek was prevented by shortage of bricks and cement, but is expected to be completed before the end of March, 1955.

Plans for new houses, shops and warehouses were passed to the Medical Department for comment on details of hygiene. During the year 1,829 carcasses were inspected at the Maseru abattoir ; five whole carcasses and 340 organs were condemned mainly for parasitic infection.



*Government Hospitals*

District	In-patients admitted to hospital	Operations		Out-patients treated in Dispensary						Total Out- Patients
		Major	Minor	First Attend- ances	Subsequent Attend- ances	Injections for Syphilis	Anse-natal Clinics			
							First Attend- ances	Subsequent Attend- ances		
Maseru . . . . .	3,600	307	412	23,689	11,223	5,267	1,613	2,463	44,255	
Leribe. . . . .	1,411	162	756	18,969	3,444	2,290	663	620	25,986	
Maleteng . . . . .	1,733	145	624	18,099	11,999	3,198	322	382	34,000	
Mohale's Hoek . . . . .	391	51	243	10,795	428	1,919	Not Available	Not Available	13,142	
Qacha's Nek . . . . .	521	50	168	5,402	671	1,951	95	218	8,437	
Quthing . . . . .	662	24	291	13,138	9,137	4,643	117	19	27,054	
Teyateyaneng. . . . .	782	38	312	20,978	986	3,176	506	636	26,282	
Mokhotlong . . . . .	460	15	226	5,611	7,312	1,544	164	187	14,818	
Butha-Buthe . . . . .	513	54	616	10,942	815	976	22	24	12,779	
Semonkong . . . . .	—	*9	89	2,705	808	564	215	193	4,485	
Total . . . . .	10,073	855	3,737	130,328	45,823	25,528	3,716	4,742	211,238	

\* Domiciliary midwifery cases (forceps deliveries).



*Mission Hospitals*

<i>Hospital</i>	<i>In-patients Admitted to Hospital</i>	<i>Operations</i>		<i>Out-Patients treated in Dispensaries</i>					<i>Total Out- Patients</i>
		<i>Major</i>	<i>Minor</i>	<i>First Attend- ances</i>	<i>Subsequent Attend- ances</i>	<i>Injections for Syphilis</i>	<i>Ante-Natal Clinics First Attendances</i>	<i>Subsequent Attendances</i>	
St. Josephs' Hospital, Roma . . . .	709	26	96	3,022	907	969	170	179	5,247
Paray Hospital, Ntaote's . . . .	927	21	110	6,223	1,662	610	Not Available	Not Available	8,495
Maluti Hospital, Mapoteng . . . .	1,568	276	391	4,463	3,446	70	310	410	8,699
Scott Hospital, Morjia . . . .	710	12	242	14,479	1,541	1,927	500	605	19,052
Total . . . .	3,914	335	839	28,187	7,556	3,576	980	1,194	41,493



### III. 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 mountains with wheat straw. The floors are smeared by the women with mud and cow dung and frequently the inner and outer walls are treated 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, except two printing works, 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 have been built of brick since it is quicker and cheaper to build with than stone.

During the year eight Government staff quarters for Europeans were either completed or under construction, all in Maseru. The following African staff houses were completed or nearing completion by the end of the year :

Maseru . . . . .	10	Mohale's Hoek . . . . .	2
Teyateyaneng . . . . .	1	Butha-Buthe . . . . .	1
Leribe . . . . .	5	Quthing . . . . .	1

### IV. SOCIAL WELFARE

Basutoland is predominantly an agricultural country and the Basuto live in small scattered communities. There are no towns or industrial undertakings with large concentrations of workers and consequently no serious problems arising from urban conditions of living. The maintenance of the indigenous pattern of Basuto society has permitted social life to develop without violent disruption of traditional ways. Sesotho law and custom



therefore provide remedies for many social problems including the care of orphans, the aged and infirm which is normally undertaken by relatives. Where necessary, however, cases of indigence are assisted from Government funds.

Useful social work is being done by the Basutoland Homemakers' Association which was founded in 1945, after several Homemakers' Clubs had been formed in the Territory under the auspices of the Home Improvement Association at Fort Hare in the Union of South Africa. These clubs then formed a local association which now consists of over 150 clubs. Membership is almost entirely composed of Basuto housewives. The object of the Association is mainly to advise and help housewives with their day to day work in the home particularly in matters of family feeding and cleanliness, improving members' knowledge of sewing, keeping alive indigenous crafts such as pottery, grass work and wall decorations, and maintaining Christian standards in the home.

At several centres Red Cross Committees have been organized for the purpose of giving lectures and demonstrations to the public in elementary first-aid and home nursing. Red Cross Child Welfare clinics have also been established on a voluntary basis at several district headquarters.

The Boy Scouts' Association had a fairly active year during 1954. Even with the limited amount of equipment at the disposal of the Association a total of 36 camps were held which was double the previous year's figure, so that the correct out-of-doors perspective is being maintained. Training at higher levels continues to show improvement. More scouts obtained their First Class, Bushman's Thongs, or Queen's Scout badges, and six scoutmasters passed their Part II of the Wood Badge which involves a training camp of ten days or more duration.

The Girl Guide movement now comprises six Torchbearer/Ranger Companies ; 1 Cadet Torchbearer/Ranger Company ; 71 Guide Companies and 36 Sunbeam Circles with a total enrolment of 1,969. An Extension Guide Company with an enrolment of 16 and an Extension Sunbeam Circle with an enrolment of nine were run at Botšabelo Leper Settlement. In addition there was a Brownie pack of 19. The overall total of 2,013 was an apparent decrease of 41 over the previous year, but this was caused partly by the fact that a few companies failed to send in their census forms. Four Guiders were sent to the Guider Training Camp at Kimberley in June.

As focal points for Basuto community activities at district headquarters, community halls have been, or are being, established there. At each headquarters a Basuto Committee was formed to assist the District Commissioner with the planning and building of the hall and to run it, when built, for the encouragement of social activities.

The welfare and re-habilitation of ex-soldiers is catered for by a Pensions Board and by the Basuto Soldiers' Benefit Fund.

The Financial Secretary is chairman of the Pensions Board on which the Paramount Chief is also represented and which meets regularly to consider applications from disabled soldiers and dependants of deceased soldiers.



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 Basuto contingents which served in the Middle East. The Fund totalled £24,873. During the financial year 1953-54, 34 awards were made from the Fund largely for educational and rehabilitation assistance and maintenance and relief of ex-soldiers and dependants. Including continuing grants, a total of £1,831 was paid out in grants.

## CHAPTER EIGHT

### LEGISLATION AND LEGAL

#### I. LEGISLATION

The following is a list of the more important legislation enacted in 1954 :

1. Order in Council No. 1369/1954: The Basutoland, Bechuanaland Protectorate and Swaziland Court of Appeal Order in Council, 1954, establishing a Court of Appeal for the High Commission Territories, to come into operation on a date appointed by Proclamation.
2. Order in Council No. 1370/1954: The Basutoland, Bechuanaland Protectorate and Swaziland (Appeals to Privy Council) Order in Council, 1954, providing for appeals to Her Majesty in Council from the Basutoland, Bechuanaland Protectorate and Swaziland Court of Appeal, commencing on a date appointed by Proclamation.
3. High Court Proclamation, No. 18 of 1954, repealing the former High Court Proclamation and substituting a new Proclamation providing for the appointment of a Chief Justice and Puisne Judge and among other things for the exercise of jurisdiction in Basutoland in certain matters emanating from the other two Territories. There are reciprocal provisions in the High Court Proclamations of the other Territories, and in addition, matters affecting Basutoland may be dealt with at any place not within the three Territories which the High Commissioner may approve.
4. Inquests Proclamation No. 37 of 1954 repeals the Cape Inquests Act No. 22 of 1875, and provides a modern Inquests Law. Chiefs, Sub-Chiefs or Headmen are now required to transmit to District Commissioners or to the Police, reports concerning the finding of a dead body of a person who appears to have died otherwise than from natural causes.
5. The Government Reserves Water Supply Proclamation, No. 50 of 1954, and its Regulations (Government Notice No. 22 of 1954) provide for the control of the supply and use of water on Government Reserves, and may be applied by Notice to any Reserve.



6. The Poll Tax Proclamation, No. 65 of 1954, replaces the former Poll Tax Proclamation (Chapter 69) and changes the date tax is due and the method of assessment.
7. Court of Appeal Proclamation, No. 72 of 1954.

A cumulative index of the laws published between 1st January, 1949, and 31st December, 1953, was published and will be revised and re-issued annually.

## 2. LEGAL DEPARTMENT

The principal functions of the Legal Secretary are legislative drafting and advising on legal matters raised by the Administration. Drafts of uniform laws affecting all three Territories are dealt with by the Attorney-General, who is Legal Adviser to the High Commissioner, although customs legislation for all three Territories is still dealt with by the Legal Secretary of Basutoland. This work will probably be handed over to Crown Counsel, who assists the Attorney-General, during 1955.

The Legal Secretary also functions as Registrar of Deeds and 53 deeds were registered during the year. The law relating to the registration of deeds has been under review, and modern legislation is to be drafted. Apart from personal deeds, rights of occupation of land allotted to traders and residents on Government Reserves are the principal rights registered. Rights to occupy land allocated by Chiefs to their subjects are not registered.

The clerk who assists the Legal Secretary acts as Registrar of Births and Deaths, and also functions as Registrar of Marriages, although there is no statutory provision for the formal appointment of a Registrar of Marriages. During the year 33 births and 13 deaths were registered. Africans are not obliged to inform the Registrar of births and deaths, which are recorded by the Chiefs. 2,297 marriages were registered during the year. This figure includes marriages between Africans, but not marriages according to Sesuto custom except where the parties to a customary union have subsequently been married by Marriage Officers appointed in terms of the Marriage Proclamation.

The Attorney-General has delegated his functions concerning inquests to the present Legal Secretary, who now gives directions as to the disposal of inquest records locally, and refers only unusual or difficult cases to the Attorney-General. The Legal Secretary continues to act as Registrar of the High Court, Sheriff and Master of the High Court, but provision has been made for the performance of these duties by a member of the Judicial Department, and an appointment to this post is expected during 1955. When the Registrar's duties are taken over by the permanent incumbent, the Legal Secretary will devote his time more exclusively to executive and legal duties and his connection with the Judicial Department will be severed.

The Legal Secretary is also Registrar of Trade Unions (see Chapter Two of Part II).



## CHAPTER NINE

# JUSTICE, POLICE AND PRISONS

### I. JUSTICE

#### 1. THE JUDICIAL SYSTEM

In criminal matters the High Court and Subordinate Courts are governed by the Criminal Procedure and Evidence Proclamation. This Proclamation follows the criminal law in force in the Union of South Africa.

In civil matters, except where native law and custom is involved, the Roman Dutch Common law in force in the Union of South Africa is followed.

This is so because in Basutoland the laws in force include those of the Cape of Good Hope up to the 18th March, 1884, except where repealed or altered by Proclamation by the High Commissioner. The Basutoland Courts of Law consist of :

#### *(1) The High Court*

The High Court is a Superior Court of Record and, in addition to any other jurisdiction conferred by the local law, possesses and exercises all the jurisdiction, power, and authorities vested in the Supreme Court of South Africa.

Although the decision in every case, civil and criminal, is vested exclusively in the presiding Judge, he sits with four Assessors (two Administrative Officers and two Africans) who act in an advisory capacity.

In practice all four Assessors sit in every criminal trial and in every criminal appeal.

In civil cases the practice is for the Judge to sit alone where only law, other than native law and custom, and not fact is involved. Where native law and custom is involved the Judge sits with all four Assessors or with two African Assessors only, depending on the character of each particular case.

A local Court of Appeal is about to be established. The necessary Order in Council and local Proclamation have been promulgated and will be brought into force early in 1955.

#### *(2) The Subordinate Courts of the First, Second and Third Class*

In the nine districts of the Territory there are Subordinate Courts of the First, Second and Third Class presided over by Administrative Officers. A recent amendment of the law permits Magistrates to be appointed also to preside in these Courts. Appeals lie from all these Subordinate Courts to the High Court.



### *Criminal*

(i) *First Class*: These courts can impose sentences up to a maximum of two years imprisonment with or without hard labour, or a fine up to one hundred pounds, or both imprisonment and fine, provided that the maximum imprisonment of two years is not exceeded. In certain cases and subject to certain safe-guards a whipping not exceeding fifteen strokes with a cane may be imposed.

(ii) *Second Class*: The maximum sentence which these courts can impose is imprisonment with or without hard labour up to one year, or a fine not exceeding fifty pounds, or both imprisonment and fine, provided that the maximum sentence of one year is not exceeded. A whipping not exceeding eight strokes with a cane may be imposed in certain cases and subject to certain safe-guards.

(iii) *Third Class*: The maximum sentence which may be imposed by these courts is imprisonment with or without hard labour up to six months, or a fine not exceeding twenty-five pounds, or both imprisonment and fine, provided that the maximum sentence of six months is not exceeded. A Third Class Court cannot impose a sentence of whipping.

Subordinate Courts have no power to try a person charged with treason, murder, rape, sedition or an offence relating to coinage or currency, except that the Attorney-General may remit a rape case for trial by a Subordinate Court.

### *Increased criminal jurisdiction*

The Attorney-General may remit a case (not being treason, murder, sedition or an offence relating to coinage or currency) to a Subordinate Court for trial with increased jurisdiction, after the holding of a preparatory examination. When so remitted with increased jurisdiction the powers of punishment are :

- (i) *First Class*: Imprisonment up to four years ; fine not exceeding two hundred pounds.
- (ii) *Second Class*: Imprisonment up to two years ; fine not exceeding one hundred pounds.

There is no remittal to a Third Class Court and therefore no increased jurisdiction for such a Court.

### *Criminal Review*

In criminal cases all sentences by Subordinate Courts of the First Class are subject to review by the High Court when the punishment imposed exceeds six months' imprisonment or a fine exceeding fifty pounds.

As regards the Second and Third Class Subordinate Courts they are also subject to review by the High Court when the punishment imposed exceeds three months' imprisonment or a fine exceeding twenty-five pounds.



*Civil*

In civil cases Subordinate Courts of the First Class have jurisdiction in all actions where both parties are Africans, subject to the right of such Courts to transfer cases to the Native for hearing, and in all other actions where the claim or value of the matter in dispute does not exceed five hundred pounds, and of the Second Class where the matter in dispute does not exceed two hundred and fifty pounds. Third Class Subordinate Courts have no civil jurisdiction.

*(3) The Judicial Commissioners' Courts*

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 Basuto Courts were heard by District Commissioners, but they became so numerous that it was found essential to establish special courts to deal with them.

The function of these Courts is that of hearing civil and criminal appeals from Basuto Courts. Many of these appeals involve boundary disputes and in most of them native law and custom is involved.

On any appeal the Judicial Commissioner can reserve on his own motion, or on the application of either party, any question of law or native law and custom for decision by the High Court.

From the decisions of a Judicial Commissioner on appeals from Basuto Courts there is a further right of appeal to the High Court, with the leave of the Judicial Commissioner, or, if this is refused, with the leave of the High Court.

The Judicial Commissioner has been gazetted as a Magistrate to preside over First Class Subordinate Courts in districts, thereby assisting District Commissioners.

*(4) Basuto Courts*

The recognition and grant of special powers and jurisdiction to Basuto Courts is contained in the Native Courts Proclamation, Chapter Six of the Laws of Basutoland. There are 62 courts which fall under the following categories :

- (a) "B" Courts or courts of first instance, of which there are 46. Their jurisdiction in criminal cases is limited to a fine of £15 and/or 3 months' imprisonment with or without hard labour : in civil cases they have jurisdiction in all actions where the claim or value of the matter in dispute does not exceed £250.
- (b) "A" Courts or Basuto Courts of Appeal, of which there are 12. Their jurisdiction in criminal cases is limited to a fine of £25 and/or 6 months' imprisonment with or without hard labour. In stock theft cases only, this jurisdiction is increased to one year's imprisonment



with or without hard labour. In civil cases they have jurisdiction in all actions where the claim or value of the matter in dispute does not exceed £500.

- (c) Central Appeal Courts or Higher Basuto Courts of Appeal, of which there are four. Their jurisdiction in criminal cases is limited to a fine of £50 and /or two years' imprisonment with or without hard labour. In civil cases there is no limit to the amount of the claim or matter in dispute in respect of their jurisdiction. Appeals from these courts go to the Judicial Commissioner's Court. Three of these courts are sited at Matsieng, Leribe and Mohale's Hoek, while the fourth is a circuit court serving the mountain districts of Qacha's Nek and Mokhotlong.

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, Chapter Two of the Laws of Basutoland. They deal mainly with offences against Sesuto law and custom and infringements of the Paramount Chief's orders, and with civil disputes.

Before April, 1946, there were 1,300 courts run by unpaid officials and all the fines imposed were taken by the Chiefs as a perquisite of their position, a practice which was obviously open to abuse. When the National Treasury was inaugurated on the 1st April, 1946, the number of courts was reduced to 106 and paid court officials were employed. The revenue derived from court fines and various fees is now paid into the National Treasury.

The number of courts has been further reduced to 62 as shown above. In effecting this reduction care was taken to site the courts at centres which are convenient and within easy reach of the majority of the people. The new court staffs have been carefully selected and were appointed only after a course of training, and the courts are now settling down to function satisfactorily.

Chiefs still retain the right to act as arbitrators in civil disputes where both parties are prepared to have the dispute settled out of court.

## 2. THE JUDICIAL DEPARTMENT

With the Subordinate Courts presided over by Administrative Officers and the work of the Registrar of the High Court being done by the Legal Secretary, the general outlook in Basutoland has been to regard the Courts as part of the Administration and not distinct from it. During the year re-organisation to create a separate Judicial Department was continued.

This department is headed by the Chief Justice, who is also Chief Justice of the Bechuanaland Protectorate and Swaziland. He is resident at Maseru in Basutoland because there is more High Court work in Basutoland than in each of the other Territories.



Under the Chief Justice, there are the Judicial Commissioner, the Registrar of the High Court, and the various presiding Officers of the Subordinate Courts – that is Administrative Officers in their judicial capacity.

The following statistics for the year under review are of interest :

### *High Court*

In 18 criminal trials 75 persons were indicted all of whom were 18 years or over. There were 75 charges against those persons of which none was withdrawn. There were convictions on 42 and acquittals on 33 of those charges ; 21 persons were convicted of the crime known as "medicine murder" and none of murder, as distinct from medicine murder.

Criminal review cases from Subordinate Courts totalled 262.

There were 45 criminal appeals of which 39 were dismissed and 6 allowed.

There were 15 civil cases of which 11 were disposed of and 4 were pending at the end of the year.

Civil appeals from Subordinate Courts totalled 9 of which 6 were dismissed, 1 was allowed and 2 were pending at the end of the year.

### *Judicial Commissioner's Court*

There have been two Judicial Commissioners in the past, but during the whole of 1953 and 1954 only one was available.

The number of appeals heard by Judicial Commissioners during the preceding five years has been :

1949	1950	1951	1952	1953
351	159	252	362	391

Including 21 criminal appeals pending at the end of 1953 and 27 filed during the year, there were 48 criminal appeals. Of these 28 were dismissed, 14 allowed, leaving 6 pending hearing at the end of 1954. Including 182 civil appeals pending at the end of 1953 and 220 filed during the year, there were 402 civil appeals. Of these 215 were dismissed, 60 allowed, 36 sent back for re-hearing, leaving 91 pending hearing at the end of 1954.

### *Subordinate Courts*

These courts dealt with 4,701 charges during the year under review. Most of the charges were in respect of offences (other than murder) against the person, stock theft, offences other than stock theft against property, liquor and drug offences.

Including those pending at the end of 1953, and those registered in 1954, there were 659 civil cases of which 487 were heard. The remainder were not heard because the parties did not set them down for hearing.

### *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 absent or who are lunatics, and also of the administration of all insolvent estates. He is also responsible for the administration of the Guardians' Fund.

The total number of estates registered is 522, of which 14 were registered during this year.

One trust was wound up during the year.

There were no insolvencies.

The Guardian's Fund total was £7,394 7s. 9d. of which £4,693 18s. 1d. was unclaimed money.

## II. POLICE

### 1. ADMINISTRATION

The Commissioner of Police of the Basutoland Mounted Police is the Departmental Head and Commanding Officer of the Force. He is responsible to the Resident Commissioner for its efficient administration. The Commissioner is assisted at Police Headquarters by the Deputy Commissioner of Police as second-in-command of the Force, 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 together are composed of nine Districts. District commands coincide with Administrative District boundaries. The Divisions are each commanded by a Superintendent who, in addition, commands the District Police in his District, and is responsible to the Commissioner of Police for the efficient administration and working of his Division. The remaining Districts contained within a Division are commanded by Superintendents or Assistant Superintendents of Police or Senior Inspectors, 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 Africans of the Territory.



## 2. ESTABLISHMENT AND STRENGTH

The following shows the establishment and actual strength of the Force at the end of 1954:

*Europeans*

<i>Rank</i>	<i>Establishment</i>	<i>Strength</i>
Commissioner. . . . .	1	1
Deputy Commissioner . . . . .	1	1
Superintendents and Assistant Superintendents . . . . .	14	14
Total Commissioned Ranks . . . . .	16	16

*Africans*

<i>Rank</i>	<i>Establishment</i>	<i>Strength</i>
Senior Inspector . . . . .	1	1
Sergeant Major . . . . .	1	—
Staff Sergeants . . . . .	8	7
Sergeants . . . . .	15	12
Corporals . . . . .	33	20
Lance Corporals . . . . .	—	25
Troopers . . . . .	301	270
Total Inspectorate and Non-Commissioned Ranks. . . . .	359	335

*Civilian Employees*

<i>Rank</i>	<i>Establishment</i>	<i>Strength</i>
Lady Clerks (European) . . . . .	2	1
Farriers (African). . . . .	1	1
Saddlers (African) . . . . .	5	5
Total . . . . .	8	7



## 3. TRANSPORT

The Force has an establishment of 11 motor vehicles, 287 riding horses, and 72 pack animals.

## 4. POLICE TRAINING SCHOOL

The Training Depot, which is situated on the outskirts of Maseru, is commanded by a Superintendent. He has a staff of one Sergeant, one Corporal, and three Troopers, one of whom is a driver and another a trumpeter. In addition to recruits' courses each normally of six months' duration, refresher, promotion and prosecutors' courses are held as often as possible for Non-Commissioned Officers and Senior Troopers. During the year, two special courses in driving and maintenance, and traffic regulations were also held.

During the year 29 recruits completed their training and were posted to Divisions, five were discharged as unsuitable, and 15 were still undergoing training at the end of the year. In addition to the normal recruits' courses, eight other courses were held for a total number of 78 Non-Commissioned Officers and Other Ranks of the Basutoland Mounted Police. Two of these additional courses were prosecutors' courses and included nine Non-Commissioned Officers and Other Ranks from Swaziland and Bechuanaland Protectorate Police Forces.

5. CRIMINAL INVESTIGATION DIVISION  
AND RECORDS BUREAU

The Division is commanded by an Assistant Superintendent directly responsible to the Commissioner. The African establishment is one Sergeant, three Corporals, and seven Troopers, who, besides staffing the Bureau, are available for special investigations. This Division is also responsible for the proper performance of Criminal Investigation Division duties within the Territory, and assisting all stations in the prevention and detection of crime. During the year, two Troopers received ten weeks' training at the Swaziland Bureau in fingerprint work, and on their return were stationed at Headquarters to form the nucleus of a bureau staff. With the exception of records of Africans tried in some of the Basuto Courts, dockets of all well-known criminals and persons convicted of serious crime are maintained at the South African Police Bureau until the local Bureau is properly established. The Criminal Investigation Division is also responsible for the proper presentation of cases for consideration by the Attorney-General, and for their final preparation for the High Court.

Fingerprint slips received from Basutoland Mounted Police Districts numbered 723. These were classified and filed. 66 Fingerprint dockets were opened during the year. This does not include fingerprint slips sent to the South African Criminal Bureau.



## 6. SPECIAL BRANCH

Arising from recommendations made by the Deputy Inspector General of Colonial Police Services, who visited Basutoland in May, provision has been made for a Special Branch to be established. During the year members of the Criminal Investigation Division have filled this role in addition to their other duties, under the supervision of the Assistant Superintendent of Police in command of the Criminal Investigation Division.

## 7. WORK OF THE POLICE

*Border Posts*

The Force is responsible for manning 26 Border Posts, which have an establishment of 3 Non-Commissioned Officers and 54 Troopers. They are mainly occupied with customs duties, the collection of revenue, and enforcement of Government regulations dealing with the export and import of livestock and foodstuffs.

*Patrolling*

200,454 man miles were covered during the year by 5,627 patrols. A total of 6,282 members of the Rank and File were dispatched on mounted patrols. A large proportion of this mileage was performed during the course of criminal investigations. 105,340 miles were covered by police motor vehicles. Gazetted Officers of the Force travelled 29,454 miles by motor car, and 1,741 miles on horseback.

*Mountain Stations*

A self-contained station manned by 1 Non-Commissioned Officer and 5 Troopers is to be established in the mountain area of the Qacha's Nek District at Sehonghong (Mashai), where a new station will serve a most useful purpose. Wireless communication, operated by the Postal authorities, will link up the station with the existing network.

## 8. CRIME

*Medicine Murder*

8 cases were reported of murders which were committed during the year. Of these, 5 cases have been committed for trial, 2 cases are awaiting trial, and 1 is still under investigation. During the year, 3 reports were received of murders which were alleged to have occurred during 1946, 1952 and 1953. These had not been reported previously. Of these, the 1946 and 1952 cases are still under investigation. The 1953 case is finished in so far as police investigations are concerned, but action has not been taken as some of the accused have been committed for trial before the High Court on another medicine murder charge.



TABLE I Cases Reported to and Dealt with by the Police

	Pending at 31. 12. 1953	Total Reported in 1954	Pending investigation at 31. 12. 1954 (including awaiting trial before Subordinate Courts)	Referred to Native Courts	Not taken to Court				Taken to Court				Awaiting trial at High Court at 31. 12. 1954 (cases awaiting trial before Subordinate Courts included under 3)
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
<i>Against lawful authority:</i>													
Public Violence . . . . .	6	15	1	5	4	3	-	1	11	11	-	-	-
Perjury . . . . .	-	20	1	-	6	4	-	-	13	12	1	-	-
Escape from Custody . . . . .	14	51	10	1	21	3	9	9	33	32	1	-	-
Resisting Arrest . . . . .	4	23	1	9	4	2	1	2	12	11	1	-	-
Obst. or Defeat. Justice . . . . .	3	16	1	3	3	2	-	1	12	10	1	-	-
Contempt of Court . . . . .	2	31	5	4	7	3	2	2	17	13	3	-	-
Prison Regulations . . . . .	4	25	1	1	2	-	1	1	25	24	1	-	-
<i>Against Public Morality:</i>													
Rape . . . . .	10	50	8	5	11	3	4	4	36	31	2	-	3
Assault w/i Rape . . . . .	2	19	3	1	6	3	2	1	11	10	-	1	-
Indecent Assault . . . . .	9	74	6	30	10	3	3	4	37	32	5	-	-
Abduction . . . . .	8	50	5	27	10	3	3	4	16	16	-	-	-
Sodomy . . . . .	-	4	-	-	2	-	1	1	2	2	-	-	-
Bestiality . . . . .	-	1	-	-	-	-	-	-	1	1	-	-	-
Girls & Womens Protection.	1	15	2	2	5	3	-	2	7	7	-	-	-
Abortion . . . . .	1	3	-	-	1	1	-	-	3	3	-	-	-
Concealment of Birth . . . . .	2	12	2	-	2	1	-	1	10	8	-	2	-
Incest . . . . .	-	2	-	1	1	-	-	-	1	1	-	-	-
Vagrancy . . . . .	-	2	-	-	1	-	-	-	2	2	-	-	-
Criminal Injuria . . . . .	-	1	-	-	-	-	-	-	1	1	-	-	-
<i>Against the Person:</i>													
Murder and Culpable Homicide . . . . .	43	110	28	-	15	9	5	1	110	79	9	2	-
Attempted Murder . . . . .	3	20	7	1	5	1	3	1	10	8	1	-	-



Assault Common.	101	2624	84	2350	20	7	34	7	138	11	—	—
Defamation	—	3	1	—	1	—	—	—	1	—	—	—
Infanticide	—	1	—	—	—	—	—	—	—	—	—	—
<i>Against Property:</i>												
Theft Common	63	617	64	113	238	60	145	33	265	10	4	—
Robbery	3	17	3	1	11	4	5	2	5	1	—	—
Extortion	—	3	—	—	2	2	—	—	1	—	—	—
Housebreaking with intent	22	210	29	23	112	18	89	5	68	—	—	—
Stock Theft	121	979	117	295	231	106	87	38	457	25	16	—
Fraud	8	37	5	—	21	4	11	7	18	—	—	—
Theft by false pretences.	6	12	3	—	7	4	2	1	8	—	—	—
Forgery and Uttering	6	28	1	2	9	6	1	2	22	2	—	—
Receiving stolen property	1	5	—	1	—	—	—	—	5	1	—	—
Arson	30	178	17	41	91	7	78	6	59	—	—	—
Theft by conversion	1	2	2	1	—	—	—	—	—	—	—	—
Malicious injury to property	18	210	17	77	83	19	44	20	51	—	—	—
<i>Against Local Statutes:</i>												
Traffic.	21	172	13	—	64	17	10	37	116	3	4	—
Liquor	10	168	10	—	15	6	7	2	153	2	3	—
Dagga	4	188	4	—	22	2	11	9	166	3	—	—
Reserve Regulations	43	309	10	1	20	7	10	3	321	1	—	—
Mine Deserters	24	504	19	—	115	9	44	62	394	3	3	—
Native Administration	1	61	10	2	7	4	3	—	43	3	4	—
Native Tax	1	157	30	6	45	30	6	9	77	—	1	—
Police Offices	3	164	8	6	28	17	4	7	125	1	1	—
Miscellaneous and Petty	35	703	37	5	145	101	29	15	551	6	2	—
Total.	670	8244	606	3190	1543	507	664	372	3575	100	44	26

Summary

	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Lawful Authority	33	181	20	23	48	17	15	16	123	113	8	1	1
Public Morality	33	233	26	66	47	17	13	17	127	114	7	3	3
Person.	183	3106	161	2527	181	50	50	81	420	372	24	2	22
Property	279	2298	258	554	806	230	462	114	959	900	38	20	—
Local Statutes	107	1723	104	15	316	92	95	129	1395	1363	16	16	—
Other	35	703	37	5	145	101	29	15	551	543	6	2	—
Total	670	8244	606	3190	1543	507	664	372	3575	3405	100	44	26



TABLE II *Persons Dealt with by the Courts, 1954*

	Total arrested or summoned to Court	Acquitted	Nolle Prosequi	Awaiting trial as at 31. 12. 54.	Convicted					
	(1)	(2)	(3)	(4)	Total	Death	Imprisonment	Whipping	Fine	First Offenders Act or warning
<i>Against Lawful Authority:</i>										
Public Violence . . . . .	130	6			124	-	52	-	30	42
Perjury . . . . .	13	1			12	-	4	-	8	-
Escape from Custody . . . . .	37	-			37	-	17	1	16	3
Resisting Arrest . . . . .	25	2			23	-	6	6	4	7
Obstructing or Defeating Justice . . . . .	12	1			11	-	2	-	8	1
Contempt of Court . . . . .	20	3			17	-	3	-	10	4
Prison Regulations . . . . .	27	1			26	-	16	1	7	2
<i>Against Public Morality:</i>										
Rape . . . . .	48	6			42	-	23	-	18	1
Assault w/i Rape . . . . .	16	1			15	-	10	2	3	-
Indecent Assault . . . . .	38	5			33	-	12	3	16	2
Abduction . . . . .	30	-			30	-	1	2	17	10
Sodomy . . . . .	2	-			2	-	2	-	-	-
Bestiality . . . . .	1	-			1	-	0	-	1	-
Girls and Womens Protection . . . . .	7	-			7	-	2	-	3	2
Abortion . . . . .	4	-			4	-	1	-	2	1
Concealment of Birth . . . . .	10	2			8	-	4	-	3	1
Incest . . . . .	1	-			1	-	1	-	-	-
Vagrancy . . . . .	2	-			2	-	-	-	2	-
Criminal Injuria . . . . .	2	-			2	-	2	-	-	-
<i>Against Persons:</i>										
Murder and Culpable Homicide . . . . .	159	36			123	21	74	9	4	15
Attempted Murder . . . . .	10	2			8	-	4	-	3	1







At the end of 1953, 11 cases were not finalised. 3 cases had been committed for trial, and 8 were still under investigation. Of these 11 cases which were brought forward from 1953, 4 were sent for trial before the High Court during 1954. The results of these cases were as follows: convictions were obtained in 3 cases, and 21 persons were sentenced to death; in the remaining case, the 5 accused were acquitted.

The Criminal Investigation Division, whose personnel were increased during the year, were largely engaged on the investigation of medicine murder, and thus relieved the districts in some measure of these difficult and lengthy investigations.

### *Stock Theft*

Stock Theft has long been regarded as one of the most serious crimes confronting the Police in Basutoland, and there is no doubt that it still remains a serious evil, endangering the prosperity of the country as a whole and adversely affecting any stock improvement schemes.

A conference, presided over by the Chief Magistrate of the Union Transkeian Territories, was held in October, 1954, to consider the problem of stock theft on the border between Basutoland and the Transkei, and the means to combat this crime. There were 10 delegates from the Union Government, including the South African Deputy Commissioners of Police in charge of the Transkei, Cape Eastern, Natal and Orange Free State Divisions, and 6 from Basutoland, including the Acting Resident Commissioner. The conference passed certain resolutions which should assist in combating this serious crime if they are brought into effect.

It was agreed by both Police Forces that mutual assistance should be rendered in regard to the rounding and checking up of stock straying on the Border, so locating lost or stolen stock. It was also agreed that periodical stock theft drives should be arranged simultaneously on both sides of the Border.

Stock theft drives carried out by co-ordinated police patrols, and working in close co-operation with the Basuto Administration have again proved very successful.

### *Statistics*

The tables on the succeeding pages show crime statistics for the year under review. The number of persons convicted in 1954 indicates an increase of 92 over the figures for the previous year.



### III. PRISONS

#### I. ADMINISTRATION

The Prison Service is administered by the Superintendent of Prisons who is responsible to the Resident Commissioner. The Superintendent is assisted by an Assistant Superintendent of Prisons, and an African staff consisting of 12 Gaolers, 9 Technical Instructors and 80 Warders. The District Commissioners are in charge of district prisons under the general direction of the Superintendent regarding prison administration.

There are 10 prisons in the Territory, one at each district headquarters, except at Maseru where there are the Old Gaol which is used only for condemned prisoners, females and juveniles, and a new Central Prison which, although not yet completed, takes all adult male prisoners from the Maseru district and long-term prisoners from other districts.

Good progress has been made in the construction of the new Central Prison. The third wing is now occupied, while the fourth and final wing has been completed externally and the external work on the condemned block is half completed. 55 cells in the Central Prison are now available. Additional water-borne sanitation and urinals have been installed, and plans for the Central Prison include provision for workshops, hospital, laundry, recreation hall and chapel, and central storerooms.

There is complete segregation of recidivists and first offenders, the convicted, and those awaiting trial. At present the Maseru Old Gaol houses condemned, female and juvenile prisoners but it is intended at a later date to move the condemned and females into the Central Prison and the juveniles will be housed in a juvenile detention centre.

During the year 4,532 persons were committed to prison, of which 2,976, including Basuto Courts' prisoners, were sentenced to imprisonment. The daily average in prison was 879.2. Comparative figures for 1953 were total committals, 4,565, sentenced to imprisonment, 2,895, daily average, 894.4. In Basutoland a person who has not been committed to prison previously is counted as a first offender although he may have been sentenced to sentences other than imprisonment. The number of persons admitted to prison during the year, who were known to have had previous convictions, was 632 compared with 659 in 1953 and 583 in 1952.

#### 2. DISCIPLINE

One-third good conduct remission may be earned by prisoners provided the sentence is not reduced to less than thirty days. Although the number of offences against discipline shows an increase, the majority of prisoners are well behaved. The general standard of discipline is improving. For prison offences 27 cases were sentenced to additional imprisonment and 33 lost good conduct of remission. Most of these offences were punished by "loss of remission" and "additional imprisonment" as a combined



punishment. Therefore figures are not as high as they appear. Comparative figures for 1953 were 16 and 2 respectively.

Nineteen prisoners escaped during the year, but of these fourteen were recaptured.

At the end of 1953 twelve prisoners were in custody under sentence of death. During the year a further twenty-one were sentenced to death. The outcome of cases was as follows :

Executed . . . . .	24
Sentence commuted to imprisonment . . . . .	7
Awaiting confirmation . . . . .	2
Total . . . . .	<u>33</u>

### 3. HEALTH

The health of the prisoners in general has been very good. The daily average reporting sick was 9·59 and the majority of cases were minor complaints. 107 prisoners were admitted to hospital and there were 6 deaths. Comparative figures for 1953 were daily average reporting sick 8·29, admissions to hospital 131, deaths 9.

Diets are laid down in prison regulations, but the Medical Officer may alter these if he considers it necessary. Government Medical Officers in the districts see all admissions and attend to all prisoners reporting sick. Regular inspections of prisons are made by them, and in Maseru these inspections take place daily. As there are no hospitals or sick bays attached to any of the prisons, doctors place those prisoners requiring hospital treatment in the Government hospitals. Prison warders guard these cases.

### 4. LABOUR

Apart from routine domestic work at the prisons, gardening, building, stone-cutting etc., prison labour is used for the performance of work of a public nature, such as chimney sweeping, tree felling and planting, street-cleaning, road-building, sanitary work and upkeep of hospital grounds.

At Maseru the majority of prisoners are given industrial training in the following trades by prison technical instructors: tailoring, mat-making, cobbling, brick-making, bricklaying, blacksmithing, plumbing, carpentry, stone-cutting and building. Prison labour has been used to build the Central Prison and an African technical instructor is supervising this work.

The gardening operations continue to be successful. The vegetable gardens are worked by prisoners under the guidance of an agricultural instructor. The Maseru gardens produced 164,380 lb. of vegetables during the year. In addition to supplying the needs of the Maseru prisons, regular supplies of vegetables are delivered to the Leper Settlement, the Government Discharged Soldiers' and Leribe hospitals; and to the Teyateyaneng, Leribe and Butha-Buthe prisons. There is always a ready



market for any surplus vegetables which are sold to the staff and the public. Total revenue from the sale of vegetables amounted to £315 5s. 11d.

The tailoring section is employed chiefly on making prisoners' clothing and warders' uniforms. A cobbling section is chiefly concerned with the manufacture and repairs of prisoners' sandals and boots. Boots for the staff are also repaired. Blacksmiths are mainly occupied with the manufacture and sharpening of tools for the masons and quarry gangs. They also manufacture all iron work required for the new prison.

The gaol piggery continues to operate profitably as well as providing useful instruction in animal husbandry. £62 was paid into revenue as a result of the sale of pigs. The sum of £415 was also paid into revenue from the sale of mats and bricks.

#### 5. SPIRITUAL WELFARE

There are no chaplains attached to prison but ministers of all denominations are encouraged to visit the prisons and to hold services or talk with prisoners on matters affecting their spiritual welfare. Hymn books, prayer books, new testaments and bibles are available for use by prisoners of the various denominations.

#### 6. WOMEN PRISONERS

All female prisoners, with the exception of short-sentenced females in districts, are incarcerated in the Old Gaol at Maseru and are guarded by African female warders. This staff consists of one female gaoler and six female warders. Short-sentenced female prisoners in district prisons are guarded by temporary female warders. Permanent female staff in districts is not warranted.

Female prisoners are employed on laundry work, cleaning at the Government hospital and dispensary, making and repairing prison clothing, and on work in the prison garden such as weeding, planting and hoeing. At present there is only one long sentenced prisoner and she is engaged in sewing.

During the year 404 women, including 32 lunatics, were admitted to prison. Of this total 282 were sentenced to imprisonment either with or without the option of fines and 32 of the 404 had previous convictions. Comparative figures for 1953 were 340 admissions, 206 sentenced to imprisonment and 45 mental patients.

#### 7. EDUCATION

Simple school readers have been provided by the Education Department for the benefit of prisoners. Students from the Basutoland High School hold classes in the Central Prison for prisoners who wish to attend and elementary reading, writing and arithmetic are taught. As an experiment educational films are being shown each month.



## 8. EXTRA-MURAL LABOUR

The District Commissioners and Basuto Courts are empowered to give prisoners convicted of minor offences the option of being sentenced to extra-mural employment in place of imprisonment. This is a useful form of punishment as it keeps these persons from experiencing prison and yet provides a fit punishment for the crime.

## CHAPTER TEN

## PUBLIC UTILITIES AND PUBLIC WORKS

## I. PUBLIC UTILITIES

*Electricity*

The only electricity supply service is at Maseru. Until 1953, when the Public Works Department assumed control, the service was operated by contractors on behalf of the Government. At present this service supplies mainly the commercial and European community and institutions such as schools, hospital, leper settlement and the prison. The population thus served is about 1,800 compared with 4,900 persons supplied with water from the Maseru waterworks. There is therefore much room for development and it is intended during 1955 to run a high tension line to the African village and instal a sub-station there and make a start on a distribution system for the village. Work is also in progress to enlarge the existing distribution system which will allow a more extensive use of electricity by present consumers. The delays in commissioning the new Maseru power station, however, have meant that the natural growth in demand for electricity has already to some extent caught up with the power station's supply capacity and that before long additions to it will be necessary.

The new power station was commissioned in March, 1954. It consists of two second-hand 150 k.w. 3300 volt reciprocating compound steam generating sets with surface condensing plant, and one new and one second-hand water tube boilers each rated at 5,000 lb. hour. These boilers are complete with automatic chain grate stockers and induced draught equipment. One 50 k.w. steam set and one 55 k.w. crude oil set comprising the old power station are connected by under-ground cable with the new power station and will be retained as a standby until the latter is extended.

Two 300 k.v.a. transformers at the new power station step up the voltage from 3300 to 11,000 volts and supply two outgoing overhead feeders to the town. Nearly all the 11,000 volt system is overhead. A ring main enables the supply to be maintained in the event of a fault developing on any one section between sub-stations. When the new power station



was commenced the main H.T. system was still operating at 3·3 k.v. and only two sections were working at 11 k.v. The change-over of the various sub-stations to 11 k.v. was done by Public Works Department staff.

The start of the new power station entailed the training of the staff in its operation and also gave rise to the usual teething troubles which, however, have been overcome successfully by the Department.

### *Water*

The lowlands of Basutoland border the hot dry lands of the Orange Free State which are subject to severe droughts and extremes of heat and cold. The rainfall of these lowlands is fairly evenly distributed over about six months of the year, but seldom exceeds thirty inches at any one point.

Maseru is supplied both from springs and from the nearby Caledon River. The river waterworks are designed for 180,000 gallons per day and when two additional sand filters at present under construction are completed it should be possible to maintain this output continuously. Water is pumped electrically from the river to a primary sedimentation tank where the bulk of the silt is removed. The lowland rivers carry much silt and the silt content of the Caledon is very high. After filtering and chemical treatment water is stored in reservoirs having a total capacity of 830,000 gallons to meet a maximum demand of about 350,000 gallons a day. The system serves about 4,900 consumers but individual supplies are confined mainly to the European section of the town and to institutions, schools, offices and commercial concerns. Extensions of the private domestic supply to the African part of the town, which would involve considerable capital outlay, will be contemplated when extensions to the waterworks are made.

In the districts most water has been supplied from springs, but with the growth of the administrative centres, these supplies have proved inadequate and boreholes have been sunk to augment the spring supply. The stage has now been reached, however, when the reticulation systems for all district stations are inadequate, and efforts are being made to increase their supplies. The work which has been carried out by the Medical Department during the year to improve village water supplies is described in Chapter Seven.

### *Development of Water Resources*

The part that might be played in the economy of the Territory by its water resources was indicated by a survey which was made in 1952 by Mr. H. Green, consulting engineer, of Johannesburg. As a result of this survey further preliminary investigations into the possibility of hydro-electric development were made during the year under review. The investigations were undertaken by Mr. B. D. Richards, consulting engineer of Sir William Halcrow and Partners of London, who, accompanied by Mr. Green, made an extensive tour of the Orange River area along a length of over 200 miles of river. As stated in Chapter One of Part I the results of



the investigations are now being considered. Meanwhile, to obtain more hydrological information, gauging stations are being installed on the Orange River and on its principal tributary, the Senqunyane. This work is also referred to in Chapter Two of Part I.

Apart from hydro-electric prospects in the mountain areas, which some of the photographs in this report illustrate, there are also perennial rivers in the lowlands which offer other possibilities of utilisation.

## 2. PUBLIC WORKS

### *Buildings*

The building section of the Public Works Department carried out new works of a total value of £50,000 during the year under review – Building work ranged from the construction of African staff quarters to the start of a new High Court building which is being constructed in Maseru stone which is a fine-grained sandstone of a creamy-white colour. Since the war, however, greater use has been made of brick in building work since it is cheaper and quicker to build with than the local stone. The Department is now investigating the prospects of producing burnt bricks locally as an alternative to importing them from Bloemfontein, a hundred miles away. Results so far are promising and indicate that a considerable economy may be possible.

The majority of stone masons employed are Basuto but most of the artisans are Portuguese workers engaged on a temporary basis. The possibility of employing Basuto artisans more extensively is being considered.

The Public Works Department's well equipped joinery shop carries out work for all Government Departments including the manufacture of the furniture required for Government houses.

During the year work began on the construction of a new administrative sub-station at Sehonghong in the Qacha's Nek district. The new station is sited in the mountainous hinterland of the district and to facilitate the freighting of materials a D.C.2 aircraft was used. The work continues satisfactorily.

### *Roads*

The Public Works Department maintains 390 miles of main roads and 110 miles of secondary roads in the Territory. These roads are poorly aligned gravel roads which have developed from the original wagon tracks. Maintenance is largely by hand, casual labour being employed for clearing drains and patching potholes. Supervision at the Road Foreman level is by Basuto. Mechanical graders are also used but each grader has an average of 100 miles of road to maintain, and the result is a low standard of maintenance. The operators of these machines are Basuto. The standard of operation is reasonable, but the standard of plant maintenance is low. It is hoped to remedy this by providing more intensive training for the operators.



The main and secondary roads run generally north and south in the lowlands of the Territory (altitude 5,000' - 5,500'). Running generally east and west are "C" roads maintained by Traders with financial assistance from Government. The total mileage of "C" roads is 352. As these roads run towards the virtually inaccessible mountainous part of Basutoland which is the principal wool producing area, they are attracting increasing traffic. They are therefore being given an increased share of technical supervision by the Public Works Department and increased financial assistance is also being granted in some instances.

Road communications are generally poor and it is only with the aid of assistance from the Colonial Development and Welfare Fund that improvement is possible. Notes on the progress which has been made in bridging, and other improvements to roads in the lowlands, and on progress in the construction of the new mountain motor road which is being built to improve access to the mountainous interior of the Territory, are given in Chapter Two of Part I.

## CHAPTER ELEVEN

### COMMUNICATIONS

#### I. RAILWAYS

The Territory is linked with the railway system of the Union of South Africa by a short line from Maseru to Marseilles which is on the Bloemfontein-Natal main line. From this junction it is possible to proceed by rail direct 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 enter Basutoland at any other point but runs along the boundary of the Territory and goods are transported by road to and from the nearest railway station across the border.

#### 2. ROADS

The main roads in the lowlands of Basutoland have evolved from a system of wagon tracks constructed in the early days in the Territory. Little improvement has been made to the system over the years and the result is that most alignments are sub-standard for modern vehicular traffic, and the surfacing is poor and unbridged river crossings frequently hold up traffic after storms.

A main road runs from Butha-Buthe in the north of the lowlands to the Orange River, across which it is hoped to re-establish a pont, in the



South. From this road secondary and by-roads lead eastward towards the mountains and to a lesser extent westwards to the Territory's border.

The major part of Basutoland consists of mountain ranges where the usual means of transport are pack animals. A new mountain motor road running eastward from Maseru into the mountains is being constructed in order to open up the interior and facilitate its development and administration. A note on the progress that has been made will be found in Chapter Two of Part I.

The Road Motor Transport Department of the South African Railways runs regular services from some border towns to neighbouring districts of Basutoland but road transport passenger services within the Territory are almost entirely in the hands of the Basuto.

### 3. BRIDLE PATHS

There are approximately 1,600 miles of bridle paths in the Territory, which are now maintained by the Basuto Administration, advised by the Public Works Department.

### 4. AVIATION

The main airstrips in the Territory are at Maseru, Mokhotlong, Sehonghong and Semonkong, although there are others which are used principally by traders for transporting merchandise to and from their stores. Most of the Territory's airstrips are suitable only for lightest type of aircraft although a D.C. 2 is at present operating between Maseru and Sehonghong.

A twice weekly air service connects Ladysmith (Natal), Mokhotlong and Maseru and weekly service connects Maseru, Semonkong, Sehonghong and Qacha's Nek.

### 5. POSTS, TELEGRAPHS AND TELEPHONES

#### *Administration*

The Basutoland Post Office administration, whilst being a separate service having its own postage, revenue stamps and staff, is closely integrated with that of the Union of South Africa. The service is headed by a Controller of Posts and Telegraphs stationed at Maseru.

#### *Postal Facilities*

There are 11 departmental post offices in the Territory which provide a full range of postal services. 9 of these offices are situated in the lowlands and 1 is at Mokhotlong, in the mountainous eastern districts adjacent to the Natal border, and another at Qacha's Nek. Another departmental office is to be established at the new sub-station of Sehonghong



early in 1955. A new post office building at Butha-Buthe was occupied in April, 1954. There are also 50 postal agencies in the Territory, mostly situated in the mountainous interior, which provide limited range of postal services. One of these agencies, that at Litsoetse, in the Qacha's Nek area, was closed during the year.

### *Mail Services*

A full mail service is maintained in the lowlands and at the two other principal offices either by air, rail or motor transport whilst agencies in the interior are largely served by animal transport. A bi-weekly air mail service connecting Ladysmith (Natal), Mokhotlong and Maseru and a weekly air mail service connecting Maseru, Semonkong (agency), Sehong-hong (agency) and Qacha's Nek is in operation to accelerate the disposal of mail for the mountain areas.

### *Staff*

The establishment and strength of the Department at the end of 1954 is given below :

### *Europeans*

<i>Rank</i>	<i>Establishment</i>	<i>Strength</i>
Controller of Posts and Telegraphs	1	1
Senior Postmaster . . . . .	1	1
Postal Assistants . . . . .	7	2
Telegraph and Telephone Electricians . . . . .	2	2
Total . . . . .	18	13

### *Africans*

<i>Rank</i>	<i>Establishment</i>	<i>Strength</i>
Postmasters . . . . .	2	2
Postal Assistants, Grade I . . . . .	10	6
Telephone Operators, Grade I . . . . .	2	1
Postal Assistants (Linemen) Grade II . . . . .	4	4
Postal Assistants, Grade III . . . . .	46	49
Postal Assistants, Grade IV . . . . .	11	11
Messengers . . . . .	1	1
Total . . . . .	76	74



*General*

On the 18th October, 1954, a new definitive series of Basutoland postage and revenue stamps was placed on sale. The pictorial set of postage stamps incorporating a portrait of Her Majesty the Queen is most attractive and was generally well received by the philatelic world. It is expected that philatelic sales will be in excess of original expectations and will thus form a welcome addition to revenue.

The following statistics indicate the volume of business transacted at Basutoland Post Offices :

<i>Heading</i>	<i>1952-53</i>	<i>1953-54</i>
Post Offices and Agencies . . . . . No.	60	62
Postal Orders Issued . . . . . No.	43,112	44,184
£	19,006	20,633
Postal Orders Paid . . . . . No.	37,630	39,031
£	25,443	30,283
Money Orders Issued . . . . . No.	20,955	22,017
£	70,375	74,626
Money Orders Paid . . . . . No.	10,824	11,053
£	72,713	72,577
Savings Bank Deposits . . . . . No.	12,221	12,662
£	172,860	189,358
Savings Bank Withdrawals . . . . . No.	24,300	23,347
£	192,387	195,751
Telegrams Forwarded . . . . .	105,431	107,281
Telegrams Received . . . . .	102,087	101,922

## CHAPTER TWELVE

## PRESS

Two weekly newspapers in Sesuto are at present being published in the Territory. They are *Leselinyana* and *Moeletsi oa Basotho* which are published and printed by the Paris Evangelical Missionary Society and the Roman Catholic Mission respectively.

Publication of the Sesuto paper *Mochochonono* ceased in 1953 and in 1954 another vernacular paper, *Mphatlalatsane*, which was published in Johannesburg mainly for the benefit of the Basuto community there but which also circulated in Basutoland, closed down. The publishers of



the latter still produce in Johannesburg the *Bantu World* which devotes considerable space to matters concerning the Basuto and Basutoland, where it is also distributed.

Local interests of the European community of the Territory are served by the *Basutoland News* which is a weekly publication produced at Ficksburg, a border town in the Orange Free State.



## PART III

### CHAPTER ONE

## GEOGRAPHY AND CLIMATE

### I. GEOGRAPHY

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  $27^{\circ} 30'$  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 which they join in the north, forming a high plateau varying in height from 9,000 to 10,500. 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.

There are no large towns in Basutoland; the population of the capital, Maseru, is estimated to be approximately 4,000 persons.



## 2. CLIMATE

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 1948-49 are rare and there are a large number of perennial streams, 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 TWO

### 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 Basuto 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 done 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 THREE

# ADMINISTRATION

### I. 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, who is Deputy Resident Commissioner, 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.



The chieftainship is hereditary and most of the chiefs are descended from the house of Moshesh or from allied families.

Heads of Departments include the Financial Secretary, Principal Auditor, Director of Medical Services, Director of Education, Director of Livestock and Agricultural Services, Commissioner of Police, Government Engineer, Controller of Posts and Telegraphs, Registrar of Co-operative Societies, Superintendent of Prisons and Comptroller of Stores.

The judiciary is headed by the Honourable the Chief Justice for the three High Commission Territories. Under him in Basutoland are the Judicial Commissioner, Registrar and the District Commissioners in their capacity as magistrates. The Judicial Commissioners are now empowered to hold Subordinate Courts of the First Class in the districts and this should relieve the District Commissioners of some of their judicial work and enable them to devote more time to their administrative duties.

## 2. AFRICAN 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. 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 Administration are enacted.

In recent years developments of some political importance have taken place. In 1938 a Native Administration Proclamation and a Native Courts Proclamation were promulgated. The former recognized the Paramount 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.



The 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). Balloting is secret, the electors casting their votes in accordance with colours displayed by the candidates. In addition to elected members two to five members of the Basutoland Council resident in the District, are nominated by the Paramount Chief to sit as District Councillors on their local council.

The District Councils meet once a year shortly before the session of the Basutoland Council and once every three years elect members who are nominated by the Paramount Chief for appointment to 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 from each 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 Basuto Administration on 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. In 1953 the number was increased to four.

A further necessary step in the development of the Basuto Administration, the establishment of a National Treasury, with a central office at Matsieng and sub-offices at each district headquarters, 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 also included the re-organization 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 62 (see Chapter Nine of Part II).

It was also recommended that the long established practice of chiefs and others being remunerated by "eating" the fines their courts imposed and by the proceeds of the sale of unclaimed stray stock, which had led to abuse, should be abolished. It was proposed that chiefs and others engaged in carrying out the administrative, judicial and fiscal duties



which are now undertaken by the Basuto 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 steps which have been outlined were a considerable political advance. The march of events, however, and the growth of political consciousness amongst the people have made fresh development both necessary and desirable. To examine the existing structure of African administration and to make recommendations for further development and a reform committee was therefore appointed by the High Commissioner under the Chairmanship of Sir Henry Monck-Mason Moore, G.C.M.G. This Committee met during the year under review and its report is now being considered. A brief outline of the Committee's activities is given in Chapter One of Part I.

## CHAPTER FOUR

### 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 accordance with Proclamation No. 4 of 1904.

## CHAPTER FIVE

### READING LIST

#### 1. GENERAL

*The Basuto*, by Sir GODFREY LAGDEN, K.C.M.G., 2 volumes (Hutchinson).

*History of the Basutos*, by D. F. ELLENBERGER and J. C. MACGREGOR.

*The Basuto of Basutoland*, by E. A. T. DUTTON (Jonathan Cape).

*The Basutos of Twenty-three years in South Africa*, by Rev. EUGENE CASALIS.

*The Basuto of Basutoland*, by A. MABILLE.

*Basuto Traditions*, by J. C. MACGREGOR.

*Reminiscences*, by J. M. ORPEN.

*Basutoland Records, 1833-68* by G. M. THEAL, 3 volumes.

*Fourteen Years in Basutoland*, by Rev. J. WIDDICOMBE.

*The Basuto*, by HUGH ASHTON (Oxford University Press, 1952).

*The Rise of the Basuto*, by G. TYLDEN (Juta, 1950).



## 2. GOVERNMENT PUBLICATIONS

- Report on the Financial and Economic Position of Basutoland*, Cmd. 4907 (H. M. Stationery Office)
- An Ecological Survey of the Mountain Area of Basutoland* (Crown Agents, 1938).
- Explanatory Memorandum on the Basutoland National Treasury* (1944).
- How Basutoland is Governed*, by K. W. S. MACKENZIE (1944).
- Judgment of Mr. Justice Lansdowne in 'Mantšebo vs. Bereng'* (1943).
- The African and his Stock*, by R. W. THORNTON, C.B.E. and W. G. LECKIE, O.B.E. (1942).
- Anti-Erosion Measures and Reclamations of Eroded Land*, by R. W. THORNTON, C.B.E. (1942).
- Five Years' Experimental Work on Wheat Production*, by H. C. MUNDELL (1942).
- Memorandum of Development Plans* (1946).
- Laws of Lerotholi* (Revised Edition, 1955).
- Memorandum on "The Adoption of Better Methods of Land Management and the Declaration of Agricultural Improvement Areas in Basutoland"*, by W. G. LECKIE, O.B.E. (1945).
- Report on the Geology of Basutoland*, by G. M. STOCKLEY (1947).
- Report of the Commission on Education in Basutoland* (The Clarke Report, 1946).
- Report on the Possibilities of the Development of Village Crafts in Basutoland*, by H. V. MEYEROWITZ.
- Forestry Aims in the High Commission Territories*, by O. B. MILLER (1947).
- The Origin and History of the Basuto Pony*, by R. W. THORNTON, C.B.E. and others.
- Basutoland Census*, 1946.
- Report on the Salaries and Conditions of Service in the Public Services of the South African High Commission Territories*, 1947-48.
- Memorandum on the Report on Salaries and Conditions of Service in the Public Services of the High Commission Territories*.
- Basutoland Medicine Murder: A report on the recent outbreak of Liretlo Murders in Basutoland*, by G. I. JONES, Cmd. 82,09 (H. M. Stationery Office, 1951).
- Basutoland Agricultural Survey, 1949-50*, by A. J. A. DOUGLAS, M.B.E. and R. K. TENNANT.
- Report of the Administrative Reforms Committee*, 1954.





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

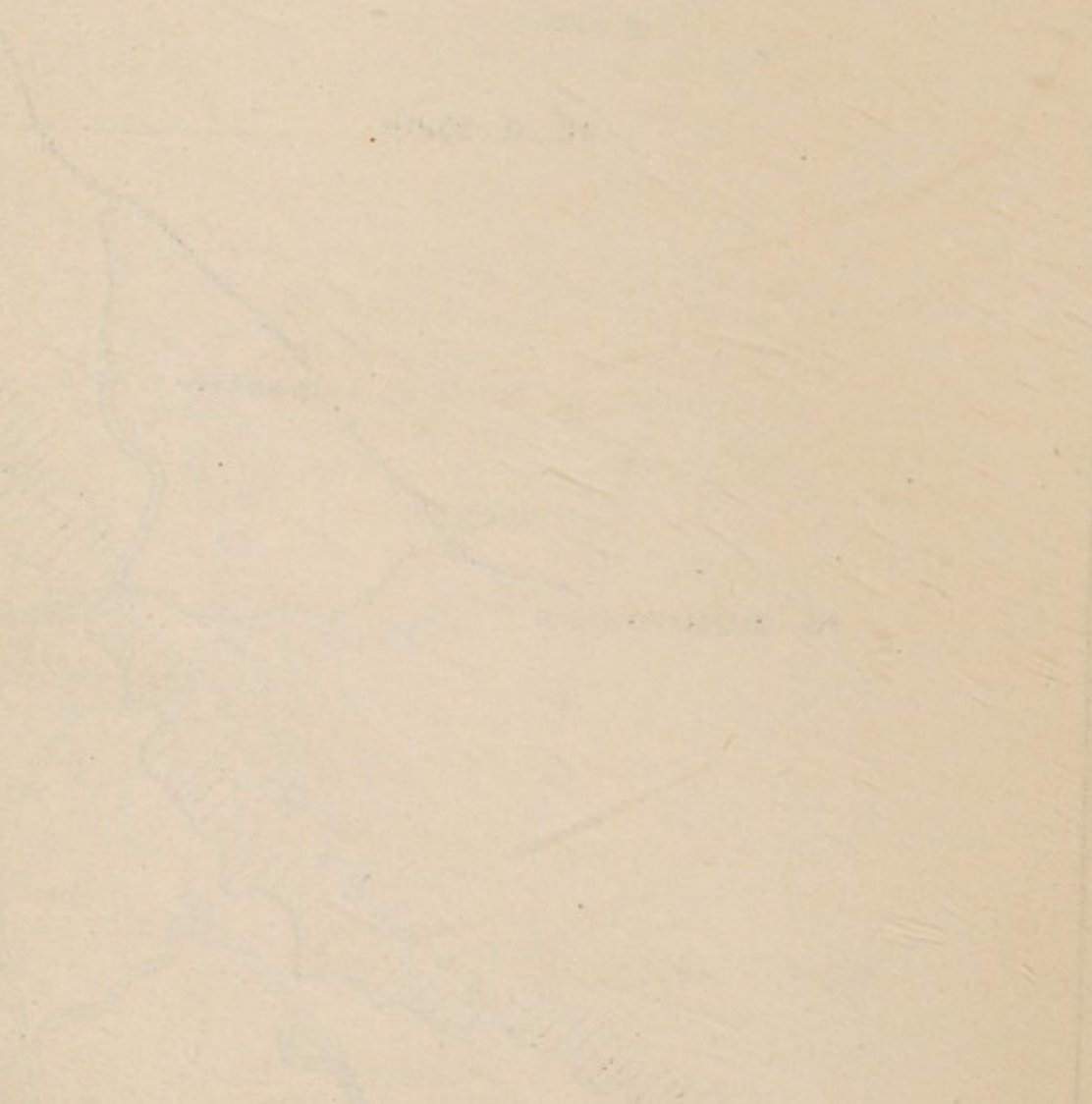
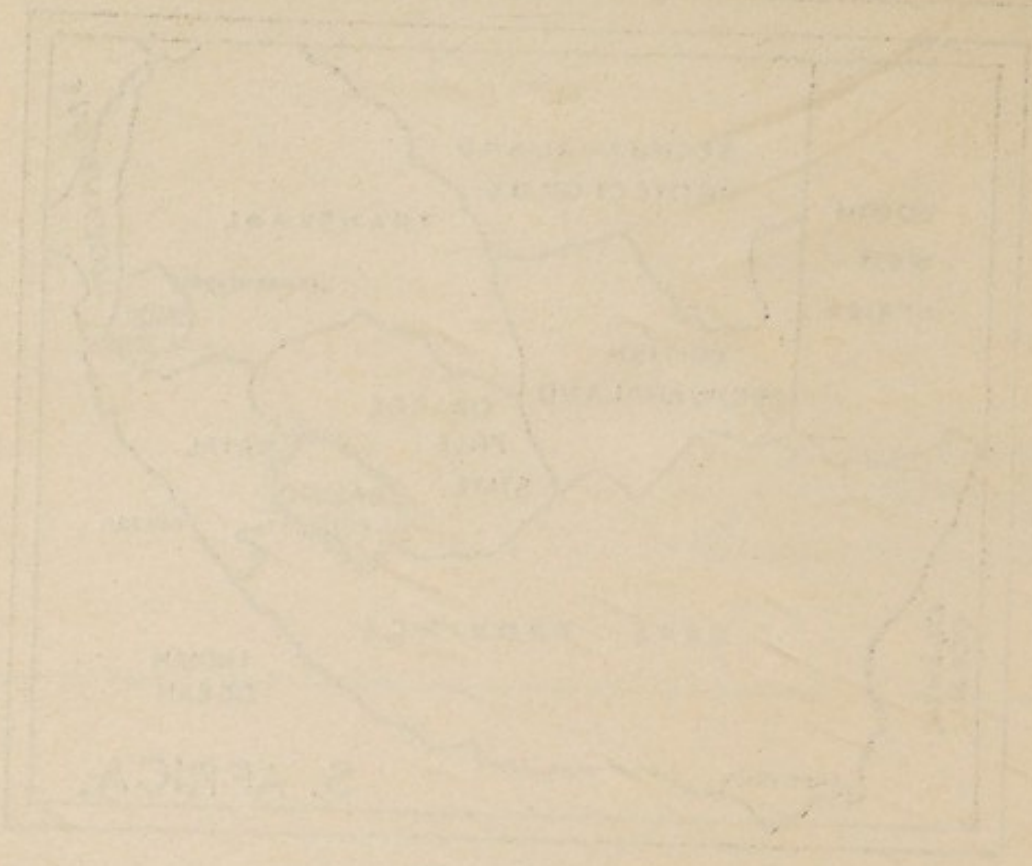


# BASUTOLAND

SCALE OF MILES  
0 5 10 15

1949







## COLONIAL REPORTS

### ANNUAL REPORTS

BASUTOLAND	GOLD COAST	N. RHODESIA
BECHUANALAND	HONG KONG	NYASALAND
PROTECTORATE	JAMAICA	SARAWAK
BRITISH GUIANA	KENYA	SIERRA LEONE
BR. HONDURAS	FED. OF MALAYA	SINGAPORE
BRUNEI	MAURITIUS	SWAZILAND
CYPRUS	NIGERIA	TRINIDAD
FIJI	NORTH BORNEO	UGANDA

### BIENNIAL REPORTS

*ADEN	GIBRALTAR	ST. VINCENT
BAHAMAS	GILBERT AND	*SEYCHELLES
BARBADOS	ELlice IS.	*SOLOMON IS.
*BERMUDA	GRENADA	SOMALILAND
*CAYMAN IS.	*LEEWARD IS.	TONGA
*DOMINICA	*NEW HEBRIDES	*TURKS AND
FALKLAND IS.	ST. HELENA	CAICOS IS.
GAMBIA	*ST. LUCIA	*ZANZIBAR

\*These territories will produce a Report for 1953-54 and the remainder for 1954-55.

A standing order for selected Reports or for the complete series will be accepted by any one of the Bookshops of H. M. Stationery Office at the following addresses : †York House, Kingsway, London W.C.2 ; †423 Oxford Street, London W.1 ; 13a Castle Street, Edinburgh 2 ; 39 King Street, Manchester 2 ; 2 Edmund Street, Birmingham 3 ; 109 St. Mary Street, Cardiff ; Tower Lane, Bristol 1 ; 80 Chichester Street, Belfast.

A deposit of £6 (six pounds) should accompany standing orders for the complete series.

† Post Orders for these Bookshops should be sent to P.O. Box 569, London S.E.1.

*Orders may also be placed through any bookseller*



