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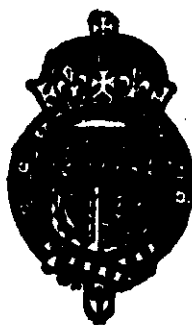
COLONIAL REPORTS—ANNUAL

No. 1666

ANNUAL REPORT ON THE SOCIAL AND  
ECONOMIC PROGRESS OF THE PEOPLE OF  
**BASUTOLAND, 1933**

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# ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF BASUTOLAND, 1933.

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### **I.—GEOGRAPHY, INCLUDING CLIMATE, AND HISTORY.**

Basutoland, which is a native territory in South Africa, is bounded on the west by the Orange Free State, on the north by the Orange Free State and Natal, on the east by Natal and East Griqualand, and on the south by the Cape Province. Its area is 11,716 square miles. It lies between 28°35' and 30°40' South latitude, and between 27° and 29°30' East longitude.

The altitude varies from 5,000 ft. to 11,000 ft. above sea-level, and the climate is, on the whole, healthy. The Maluti Mountains, which occupy most of the Territory to the east, were in former years reserved entirely as cattle posts, but owing to the increase in population the Basuto have found it necessary to migrate there, build villages, and cultivate the land, so that to-day this more or less inaccessible area is gradually becoming as thickly populated as

the low-lying country to the west. The result of this invasion into the mountain area is the disappearance of all big game, such as eland and hartebeest, which used to abound some thirty years ago, and the gradual elimination of the smaller buck and all species of wild fowl.

The climate is good for Europeans and natives alike. The high altitude and pure atmosphere prove most invigorating. *Phthisis pulmonalis* is little known except among Europeans who have come to the country on account of this disease, and if they come in the early stages of the disease they improve at once. Persons suffering from malarial fever or its results are benefited greatly by a short residence in Basutoland.

The range of temperature is approximately from a maximum of 93° F. to a minimum of 11° F. The average annual rainfall is approximately 30 inches, the average for the last ten years at Mafeteng Inland Station being 28.44. The total recorded at this Station during 1932 was 23.16 inches, and during 1933, 24.07. This hardly gives any idea of the extreme drought conditions which have obtained throughout the Territory during the past two years, but the fact that between May and October of this year only .80 of an inch was recorded, will serve to illustrate the gravity of the period through which the Territory has recently passed.

In 1818 the first Paramount Chief of Basutoland, Moshesh, gathered the various remnants of tribes which had become scattered about South Africa during the wars waged by Moselekatse, the King of the Matabele, and thus founded what has become the Basuto nation. The estimated native population is 575,000, while the Europeans, as taken in the last census in 1921, numbered 1,600.

In 1852 war broke out between Moshesh and the British Government; the Basuto were defeated by Sir G. Cathcart at the battle of the Berea Mountain, and Moshesh sent in his submission and made peace. A series of wars then took place from 1856 onwards between the Basuto and the inhabitants of the Orange Free State, and it was not until 1868, when he was hard pressed by the Boers, that Moshesh appealed to the British Government for help and the recognition of his people as British subjects. This was carried into effect by a Proclamation dated the 12th March, 1868, and the event is now commemorated by observing this day as a public holiday, known as "Moshoeshoe's Day". In 1871, the Territory was annexed to the Cape Colony and after various disturbances, the Government of the Cape, in April, 1880, extended the provisions of the Cape Peace Preservation Act of 1878 to Basutoland, which included a clause for the general disarmament of the Basuto. The Basuto, however, refused to accept the terms and, after a war lasting nearly a year, an agreement was arrived at by which the Act was repealed and certain fines inflicted on the tribe.

Although outwardly peace had been restored, there still remained several Chiefs who would in no way accept the terms, and it was eventually decided by the Government of the Cape Colony to

hand over the administration to the Imperial Government. This was effected by Order in Council on 2nd February, 1884, which was proclaimed and brought into force by Proclamation 75A of the 18th March, 1884.

## II.—GOVERNMENT.

The Territory is now governed by a Resident Commissioner under the direction of the High Commissioner for South Africa, the latter possessing the legislative authority, which is exercised by Proclamation promulgated in the *Official Gazette*.

For fiscal and other purposes the country is divided into seven districts, each of which is under an Assistant Commissioner, namely, Maseru, Leribe, Berea (or Teyateyaneng, as it is sometimes called), Mafeteng, Mοhales Hoek, Quthing, and Qacha's Nek. These districts are sub-divided into wards presided over by the hereditary chiefs and those allied to the Moshesh family, who are responsible to the Paramount Chief in all matters relative to native law and custom.

## III.—POPULATION.

No census has been taken since 1921. The following figures indicate the racial distribution of the population at the last census :—

<i>District.</i>	<i>Europeans.</i>	<i>Bantu.</i>	<i>Coloured other than Bantu.</i>
Leribe ... ..	260	107,794	211
Berea ... ..	132	56,674	136
Maseru ... ..	612	99,378	266
Mafeteng ... ..	262	67,279	221
Mοhales Hoek ... ..	159	60,568	281
Quthing ... ..	115	38,051	96
Qacha's Nek ... ..	63	66,193	30
<b>Totals ... ..</b>	<b>1,603</b>	<b>495,937</b>	<b>1,241</b>

Besides the population as enumerated above, 47,141 Basuto were stated to be absent at various labour centres outside the Territory when the census was taken.

The following is a comparative statement of the density of the population (other than Europeans), at the censuses of 1904, 1911 and 1921 :—

	1904.	1911.	1921.
No. of persons per square mile ...	33·78	38·97	48·30
No. of acres per head of population ...	18·94	16·42	13·25
No. of occupied huts per square mile...	8·42	10·86	16·99
No. of persons to each occupied hut ...	4·01	3·61	2·84

There is no compulsory registration of births, deaths, or marriages according to native custom. Marriages according to Christian rites numbered 846 during the year under review, as compared with 944 during 1932 and 643 during 1931.

Every native entering or leaving the Territory must be in possession of an official pass. (For further information on this see Chapter XVI.)

#### IV.—HEALTH.

The return of communicable diseases given hereunder, although showing an increase in number, does not call for alarm when one realizes the most unprecedented weather conditions that prevailed during 1933 :—

	1931	1932	1933
Influenza ... ..	550	1,485	676
Typhoid ... ..	247	258	265
Dysentery ... ..	161	135	90
Typhus ... ..	118	238	2,478
Whooping Cough ...	337	948	211
Measles ... ..	119	142	167
Smallpox ... ..	1	1	1
Scarlet Fever ... ..	2	3	16
Pulmonary Tuberculosis	261	390	318
Anthrax ... ..	1	3	4
	1,797	3,603	4,226

The cases of typhus jumped from 238 to 2,478, an increase of 2,240. This, no doubt, is due, to a certain extent, to the lack of means of cleanliness owing to the drought; but, on the other hand, indifference and carelessness on the part of the native is really a greater factor. Every effort has been made by the Medical Department to assist the natives to fight this disease: Medical Officers have lectured the people as regards its cause and prevention, pamphlets in Sesuto have been printed and distributed, and the Government has offered to supply free naphthalene oil for inunction and soap for washing. It is regretted, however, that no very good results have followed.

At the dispensaries 62,853 people were attended, 40,373 being first and 22,480 subsequent attendances, this being 2,396 less than last year.

As regards in-patients, the total admissions were 2,690 and, bringing into account the 87 remaining in at the end of 1932,

the total cases treated were 2,777; 50 less than last year. There were 77 patients remaining in the hospitals at the end of 1933. Of the patients treated during 1933 the number who died was 281, which figure shows an increased mortality on that of 1932, when of 2,827 patients the mortality was 241. It should be borne in mind, however, that there were 86 deaths from typhus fever out of a total of 307 cases treated, whereas last year there were 34 deaths out of 85 cases. This would tend to prove that typhus, the disease with the highest mortality, has not been so virulent during 1933, in spite of the death rate being well over 25 per cent. of hospital treated cases. It is an indisputable fact that during the greater part of the year the natives were undernourished and hence could not, in many instances, put up the normal fight against disease.

The following table gives details of the hospital and dispensary work in each district during 1933:—

District.	In-Patients.	Out-Patients.	Subsequent Attendance.	Vaccinations.	Revenue.		
					£	s.	d.
Maseru ... ..	866	7,823	8,014	—	505	6	3
Leribe ... ..	586	6,263	3,632	—	450	17	9
Mafeteng ... ..	436	9,098	4,417	—	421	3	3
Mohales Hoek ... ..	342	3,967	1,464	—	197	15	9
Quthing ... ..	197	5,865	2,312	600	215	8	0
Qacha's Nek ... ..	207	3,065	1,199	—	109	11	9
Teyateyaneng ... ..	56	4,292	1,442	90	136	4	5
Total ... ..	2,690	40,373	22,480	690	£2,036	7	2

#### Leper Settlement.

The actual population on the 31st December, 1933, was 736, as compared with 714 on the 31st December, 1932, showing an increase of 22. There were 5 more admissions, 6 less re-admitted, 6 more deaths and 11 more discharged. The increase of population of 22, which is not satisfactory reading, is well explained by the Superintendent, who reasons that the increase of admissions is due to famine and hence the same applies to people in the Institution who might wish to get away but prefer to stay where they are fed and cared for, e.g., deserters, whose number has fallen from 51 to 26, a difference of 25.

It is satisfactory to note that the cases which are brought forward for discharge are mostly those who have not been at the Institution for more than six months to two years, proving that the Inspectors are becoming *au fait* with their work.

The following comparative table denotes the number of admissions, etc. :—

	<i>Admitted.</i>		<i>Re-admitted.</i>		<i>Died.</i>		<i>Deserted.</i>		<i>Discharged.</i>	
	1932.	1933.	1932.	1933.	1932.	1933.	1932.	1933.	1932.	1933.
Males ... ..	70	65	22	21	30	38	29	16	10	23
Females ... ..	63	73	17	12	40	38	22	10	26	24
Totals ... ..	133	138	39	33	70	76	51	26	36	47

A chapter on the health of the Territory would not be complete without reference to the famine which overtook many of the people during 1933, calling for relief by the Government. This has been included in a separate chapter at the conclusion of this Report.

A detailed Annual Report on Health is published separately.

### V.—HOUSING.

Basutoland is a purely native Territory. There are no factory or industrial undertakings, and the problem of the proper accommodation of workers has not arisen.

The natives live in villages under tribal authority and their huts are, on the whole, healthy if primitive. These huts are invariably built of sods or stone, with a mud floor and a thatched roof; and from the figures taken at the 1921 census the average number of persons to each hut occupied was 2·84.

The small European population consists of civil servants, missionaries and traders, and is, as a rule, well housed in buildings of cut stone or brick.

### VI.—PRODUCTION.

There are no fisheries; and no mining operations are carried out in Basutoland.

Production is dealt with under two heads, Agriculture and Animal Husbandry.

#### Agriculture.

No land in Basutoland is cultivated by Europeans with the exception of a few fields in the vicinity of mission stations, which are used for demonstration purposes; these are held under the same



land tenure system as those of the natives. Cultivation is, in the main, carried out by individual native agriculturists who are given lands by the Chiefs on which to grow food for themselves and their families. Until the crop is reaped the land is under the sole management of the individual, after which it falls back to the community for grazing. Generally three lands are given out in this way to every married man—one each for wheat, mealies and kaffir corn. It is estimated that approximately one-fifteenth of the country is under the plough.

The chief products of the Territory are maize, kaffir corn, and wheat. Peas, beans, barley, oats, pumpkins, potatoes, and other vegetable crops are also grown but not to any appreciable extent. Maize and kaffir corn form the staple diet of the natives, and consequently only a very small percentage of these commodities is exported.

Before commencing to deal with each of the crops grown separately, it would be as well to comment on the exceptional drought which overtook the Territory during 1933. It was one of the worst on record, the total rainfall for the year being 24·07 inches—4·07 below the average for the last ten years. At the Mafeteng meteorological station 10·51 inches had been registered up to the end of April; from May to October only ·90 inches were recorded; and in the last two months 12·66 inches of rain fell. As a result of this and of the previous year's drought there was a great shortage of food in many parts of the Territory and famine relief measures became necessary. This is dealt with in Chapter XVII of this report.

*Maize.*—It is estimated that some 200,000 acres of land were under cultivation for maize during 1933, a larger acreage than during the previous year. From this only approximately 334,000 bags of mealies were reaped, as against 450,000 bags in 1932. This was insufficient for the needs of the population, and 356,000 bags were imported from the Union and elsewhere. Many lands of mealies produced no crops and were cut for forage.

Owing to the shortage of maize in the Territory, it was thought that unless the Administration did something practically none would be planted for the 1934 crop, and with the object of ensuring a food supply in 1934 an issue of 30 lb. was made to all destitute natives who had the facilities for planting. A total of some 6,000 bags were issued to approximately 41,000 land owners at a cost to the Government of £5,400. The heavy rains which fell at the beginning of November were most opportune, and it is hoped that the majority of this seed went into the ground, though owing to the extreme hunger which was being experienced in many parts of the Territory at that time it is feared that much was eaten.

*Kaffir Corn.*—The same conditions applied to the kaffir corn crop, and out of approximately 81,000 acres under cultivation only 147,000 bags were reaped, as against 277,000 bags reaped from the same acreage in 1932. During the year 25,000 bags of kaffir corn were imported.

*Wheat.*—In the lowlands wheat is used for food only by the more advanced natives; those living in the higher altitudes consume a considerable quantity as the growing of other food crops is more or less impossible at an altitude of 7,000 feet and over. The climatic conditions of Basutoland are peculiarly favourable to the growth of a strong wheat and, although the majority of it is floor-threshed and is often very dirty, Basutoland wheat has always found a ready market owing to its excellent qualities for blending. This fact has been thoroughly borne out by a report on three samples which were sent to the Imperial Institute in London for examination during the year.

The crop for 1933 was the smallest that has been reaped for many years, which was due to droughty conditions. From an estimated area of approximately 90,000 acres sown, only 125,000 bags were reaped. The crop reaped in 1932 totalled roughly 346,000 bags out of approximately 123,000 acres under cultivation.

The introduction of 200 bags of Rooi Koreng mentioned in the 1932 report, was not as successful as it might have been owing to drought, while in some districts this wheat was found to be susceptible to rust. However, a few good crops were reaped and the seed returned was issued for replanting for the 1934 harvest. The seed bounty scheme in the Mokhotlong district was also a failure for the same reason, and very bad crops were reaped.

A seed wheat bounty for 1933 was approved by the High Commissioner for the lowlands, and roughly 10,000 bags were given out. The resulting crop was almost a complete failure owing to the unfavourable conditions prevailing at planting time, and the absence of winter and spring rains.

*Peas and Beans.*—These are, as a rule, grown with fair success by the Basuto. The former is one of the most productive crops in the higher altitudes, but the latter is only grown to any extent in the lowlands. Propaganda is being used to induce the natives to grow more leguminous crops, both from a food point of view and as a useful crop to be grown in rotation with cereals.

*Other Crops.*—Barley and oats are grown and are used chiefly for horse feed, although barley is being used far more for human consumption than heretofore. Pumpkins are grown on a fairly large scale in the gardens and are also planted among the mealies. Potatoes are grown on a small scale, the Basuto not yet having realized the value of this crop. Everything possible is being done to encourage the natives to start small vegetable gardens near their homes as a means of obtaining a change of diet; there are many situations where small irrigation schemes could be started. All the chief mission schools throughout the Territory realize the importance of this form of agriculture, and many schools now have well-kept vegetable gardens worked by the students.

*General.*—During the year under review 648,331 bags of mixed grain were estimated to have been grown in Basutoland; 8,675 bags of wheat, 356,158 bags of maize and 25,018 bags of kaffir corn had

to be imported to cover local shortages due to one of the worst and most disastrous harvests on record. In a normal year the Territory produces practically enough food for its own consumption, and when it is taken into consideration that the bulk of the wheat is exported, it may be said that it does so entirely.

*Forestry.*—There are no indigenous trees of any commercial value which grow in Basutoland, the only two varieties which attain to any size being the indigenous willow and the cheche which are chiefly used for fuel. There is no natural forest. Some sheltered kloofs and mountain slopes are still covered with the natural small bush, but this has been sadly depleted by overstocking and by cutting for fuel in the past. White poplar and weeping willow have been planted by the Basuto to a considerable extent and are most useful in the prevention of soil erosion. They are also used as fuel and as timber for hut-building.

The Basuto are encouraged to plant trees, and nurseries are maintained in all the Government camps; but, on the whole, the nation is very apathetic in this respect, chiefly because of the insecurity of land tenure in the Territory.

The opinion expressed last year with regard to the best drought-resisting trees still holds good, for the *pinus insignis* and *pinaster* have continued to die in large quantities, whilst the *cedrus deodara*, *pinus halipensis* and *eucalyptus sideroxylon* are holding their own. It is hoped that the mortality among the young trees will now cease, as most of those of the above type which had reached maturity are now dead, and the heavy rainfall which has thoroughly wetted the sub-soil should give the remaining trees a fresh lease of life.

*Demonstration.*—An attempt is being made to improve native agriculture by the employment of native agricultural demonstrators who have been thoroughly trained for the work and have taken a diploma in Agriculture at one of the native Agricultural Schools in the Union. At present there are twenty-four such demonstrators stationed in Basutoland and distributed among the districts. Facilities for obtaining a working knowledge of agriculture to fit the student for farming his home lands in an up-to-date manner are given at Roma, Lerotholi Technical Institute, Morija and Leloaleng.

The general work of all demonstrators is to give lectures on subjects such as the selection of seed, planting, and proper cultivation of the various crops grown throughout their districts shortly before these operations take place. They also undertake the working of various native lands to show a contrast between them and ordinary lands worked by the natives themselves. In a good season a demonstrator works from 20 to 30 lands and may obtain an increased output of from 50 to 100 per cent.

*Agricultural Societies.*—Every endeavour is still being made to foster and encourage the growth and formation of agricultural societies and associations throughout the Territory, with an appreciable amount of success, as a few fairly strong societies are now

in operation in different parts of Basutoland, especially at Leribe, Mohales Hoek and Masite. It is, however, unfortunate that it is so difficult to get the Basuto to co-operate: constant help and talks are necessary to keep them together.

*Soil Erosion.*—A very grave evil to both agriculture and animal husbandry which the Agricultural Department of Basutoland has to combat is the erosion of the soil. Many thousands of tons of the richest soil of Basutoland are estimated to be washed away annually by the torrential summer rains, and the steady yearly increase in erosion in the lowlands and the mountain areas has caused the Department much concern. Every effort is made by the demonstrators in the way of propaganda to check the increase of this evil, but it is feared that so long as land is held communally little success will attend their efforts. It is the old case of where it is everyone's duty to prevent it, it is no one's duty.

One of the chief factors in the increase of erosion is the steady migration of the natives from the lowlands to the mountain areas, and the consequent change in the nature of the hinterland from a purely pastoral to a semi-pastoral, semi-agricultural aspect, necessitating as it does the natives' ploughing on the mountain slopes. The Paramount Chief has now appointed men in the various districts to keep an eye on this, and it is hoped that the more discriminating choice of sites for ploughing will greatly alleviate the denudation which exists to-day.

As a result of the enormous decrease during the year in the amount of stock in Basutoland, followed by the abnormal rains which fell in November and December, many of the sheet eroded portions of the Territory have recovered in a marvellous way. Much of the grass, however, is of an annual type, and it will take a few years of careful management of the pasturage to ensure the establishment of perennial types.

During the year a considerable amount of soil erosion work has been done on the Maseru Reserve, chiefly of a preventative nature, which should prove an excellent example to the people of what ought to be done to check erosion.

#### **Animal Husbandry.**

This department of production has, in the past, been the most important in the Territory, the principal factors being sheep and goat breeding for the production of wool and mohair, and cattle raising. Horses have also in the past played their part in the economic development of the Territory. During the year all domesticated animals have existed under the most adverse conditions and the economic welfare of the Basuto suffered severely. Fortunately, wool and mohair prices increased considerably in the spring, and the importance of these products has again been illustrated.

*Sheep and Goats.*—Basutoland is considered to have the best natural sheep and goat pasturage and climate in South Africa, and there is no doubt that if the sheep-owner was only capable of bringing more intelligence and effort to bear on their production, some of the best fine Merino wool and mohair could be grown.

In order to avoid deterioration in the breeding of sheep as a wool-producing industry, legislation was issued prohibiting the importation of Persian and bastard rams, and from time to time a good stamp of Merino ram has been introduced by the Government for distribution amongst certain of the more progressive breeders. The efforts of the Veterinary Department have, however, until some two or three years ago, been mainly concentrated on the eradication of scab. Over a period of nine years 202 dipping-tanks have been erected in all parts of Basutoland and, owing to the untiring efforts of the Principal Veterinary Officer and his staff, by the end of 1932 Basutoland was practically clear of scab. Eleven sporadic outbreaks were detected in 1933 but were promptly dealt with, and it is confidently hoped that in the near future one may look forward to the final destruction of the last acarus of scab in Basutoland.

During the period under review, 1,592,418 sheep and goats have been table-inspected and 15,545,490 have been field-inspected, which figures clearly reflect the energetic work done by the much depleted Veterinary staff under most trying conditions.

The continued diminution of the flocks has progressed, largely due to the Basuto utilizing them for food during the recent famine, and native owners taking up the line of least resistance and feeding on meat ready to hand. The rapid rise in wool prices from 1d. to 2½d. in 1932, to 6d. for the spring clip of 1933 has, however, very materially brought home to the stock owners the truth of the propaganda work the Veterinary Department has been preaching for some time, viz., to confine the consumption of sheep to undesirable and kempy animals, as it was only a matter of time for wool prices to recover. Unfortunately little discrimination was shown in the consumption of small stock, and the advice that goats should be eaten in preference to sheep was not followed to any appreciable extent.

Despite the worst drought on record, the sheep stood up to the conditions remarkably well and it is estimated that not more than 2½ per cent. of the sheep in the Territory died from actual drought conditions. This was largely due to the fact that by the time the real pinch came the Territory was to a big extent understocked, and to the absence of sheep scab. Had sheep scab existed to the extent it did ten years ago, then it is very probable that the number of sheep would have been decimated.

Mohair prices, fortunately, have improved from 2d.-3d. to 5d.-6d., but the market lacks stability and is certainly not encouraging to

producers. In these circumstances it is clear that it will be more profitable to concentrate on the production of good merino wool.

The recent census shows a reduction in sheep of 415,398, and in goats of 138,194, making the estimated number in the Territory at the end of 1933 of sheep, 1,469,200; and of goats, 531,000. These figures speak for themselves and largely explain the lack of spending power of the Basuto. It is estimated, at present-day prices, that each sheep should return to the native 2s. 6d. per head per annum, so that his spending power on last year has been reduced £51,922, a very serious item when associated with a very bad harvest.

The importance of the wool and mohair industry to Basutoland is fully recognized and now that the Territory is definitely understocked, it does appear to be a very favourable moment to put into practice the schemes that have been suggested for making this industry more fruitful; but it is hoped that this will be the next field for the Veterinary Department to conquer. These schemes include more discrimination in the selection of rams and the better packing and marketing of the wool.

*Cattle.*—Pasturage deterioration resulting from overstocking associated with progressive years of drought and no effort on the part of the owner to breed from his best animals have undoubtedly lowered the standard of the cattle, and it is to be regretted that the scheme put up by the Principal Veterinary and Agricultural Officer to eliminate all undesirable bulls by castration could not be commenced during 1933. Unfortunately the discussion of the matter in the National Council did not take place owing to its postponement, but it is hoped to be able to proceed towards the end of 1934. With the diminished numbers of cattle in the Territory and the better grazing conditions that obtain to-day, the opportunity to put the scheme into practice could not be more favourable.

Although the sheep were able to withstand the drought, the converse was the case with the cattle. Absence of pasturage and water took its toll, more especially in the western areas of the Territory where overstocking has been more prevalent. It is to be regretted that no cattle census has been taken since 1921 when our bovines numbered 574,415. Of late years it has been thought that the number of cattle was receding and this year there is no doubt whatever that Basutoland is no longer overstocked. In fact, losses have been so great that it is doubtful whether there are to-day sufficient ploughing oxen to plant the required quantity of food to sustain the nation. It is estimated that some 120,000 cattle have died during 1933 in addition to which 28,000 were exported to the Union, mostly for ploughing purposes; and that at the end of 1933 there were approximately only 400,000 head of cattle in the Territory.

This diminution in our cattle associated with the good rains since November has had a remarkably beneficial effect on the pasturage, and areas that looked like permanent deserts are now one waving mass of grass.

Drought conditions appeared to be adverse to the spread of anthrax, and only 11 outbreaks were reported.

*Horses.*—Basuto ponies were at one time much sought after throughout the whole of South Africa, being of sturdy build, sure-footed and hardy. During the South African War the Territory was largely depleted of its best types for remount purposes, and as a result of this there has been considerable deterioration of the breed. Many years ago a Government Stud was introduced in an attempt to improve the stamp and to check further deterioration. The original policy was to introduce Arab blood, but later this was changed and thoroughbred stallions were substituted. During the year under review 68 mares were served. 37 mares proved pregnant from the previous season, and there is clear evidence that both "Vibration" and "Landing" are capable of siring excellent stock if given the opportunity.

Of all animals that have suffered from the drought, the horse must be given priority. Overwork, conjoined with the scarcity of both food and water during 1933, has taken a serious toll of these unfortunate animals. It is feared that this will adversely affect the mountain transport conditions of the future. The 1933 census reveals that there were 75,356 horses in the Territory as against 89,583 in 1932, and 152,325 in 1921. Mules remain more or less stationary at 1,129.

*Donkeys.*—The only animal that has appreciably increased since 1921 is the donkey, largely due to the constant import from the Union, where they are of no value whatever. In 1921 the census indicated 5,383 donkeys; to-day a census reveals that there are 15,100 in the Territory. As the donkey is recognized as the worst type of pasturage despoiler, legislation was introduced during the year to prohibit further importations.

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## VII.—COMMERCE.

The following is a comparative statement of the imports and exports by general traders during the last three years :—

## Imports.

Description.	1930		1931		1932		1933	
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
Merchandise ... ..	—	£ 431,534	—	£ 389,237	—	£ 404,041	—	£ 362,986
Live Stock :—	No.		No.		No.		No.	
Horses, Mules, etc. ... ..	12	34	12	70	16	67	40	98
Cattle ... ..	645	1,526	436	996	349	793	1,264	1,691
Sheep and Goats ... ..	312	163	344	144	838	275	783	210
Grain :—	Bags.		Bags.		Bags.		Bags.	
Wheat and Wheat Meal ... ..	5,179	6,760	4,917	7,529	3,894	6,386	8,675	10,381
Maize and Maize Meal ... ..	61,416	30,318	139,901	63,302	95,718	41,880	356,158	217,007
Kaffir Corn ... ..	10,828	7,090	1,374	1,015	1,983	1,291	25,018	17,028
Other Produce ... ..	—	524	—	440	—	378	—	1,799
Total Imports ... ..	—	£477,949	—	£462,733	—	£455,111	—	£611,110

## Exports.

Live Stock :—	No.	£	No.	£	No.	£	No.	£
Horses, Mules, etc. ... ..	58	330	178	717	308	1,218	52	144
Cattle ... ..	3,617	14,121	8,337	27,616	5,668	15,947	17,491	41,665
Sheep and Goats ... ..	1,103	552	2,420	497	1,456	293	3,831	1,423
Grain :—	Bags.		Bags.		Bags.		Bags.	
Wheat and Wheat Meal ... ..	131,308	105,330	103,706	90,888	196,873	168,015	55,822	45,102
Maize and Maize Meal ... ..	6,061	2,169	295	168	1,908	765	107	71
Kaffir Corn ... ..	4,032	2,374	10,247	6,821	6,500	3,461	1,561	806
Barley ... ..	224	63	89	22	97	38	91	36
Beans and Peas ... ..	5,873	4,233	4,119	2,214	3,845	1,805	603	361
Wool and Mohair :—	lb.		lb.		lb.		lb.	
Wool ... ..	9,729,169	156,601	9,325,140	98,304	11,832,391	105,435	9,864,043	196,146
Mohair ... ..	942,725	21,837	1,241,743	21,442	1,033,863	10,136	1,926,180	26,697
Hides and Skins :—								
Skins ... ..	359,767	3,747	119,619	679	43,778	203	167,615	1,577
Hides ... ..	371,620	6,044	186,015	2,013	102,730	770	1,193,759	15,551
Miscellaneous ... ..	—	225	—	45	—	192	—	578
Total Exports ... ..	—	£317,626	—	£251,427	—	£306,278	—	£330,157



*Other Statistics.*

(1) Government imports	... ..	£32,125
(2) Total number of sheep and goats exported	...	10,918
(3) Total number of sheep and goats imported	...	20,191
(4) Cattle: Number exported	... ..	28,869
Number imported	... ..	11,728
	lb.	
(5) Wool exported by traders	... 9,864,043	
Wool exported by hawkers and individuals.	1,156,080	
	-----	
Total wool exported	...	11,020,123
Mohair exported by traders	... 1,926,189	
Mohair exported by hawkers and individuals.	63,388	
	-----	
Total mohair exported	...	1,989,568
	-----	
Total wool and mohair	...	13,009,691
	-----	

All exports are made to the Union of South Africa, and imports are as a general rule made through the same channel. The past few years have been chiefly characterized by the low prices obtaining for wool and mohair, the staple products of the Territory, on the value of which the main purchasing power of the native depends. Things improved, however, towards the end of the year, when the ruling price for the spring clip was 6d. per lb. Until normal times prevail again there is little prospect of further development of trade with Great Britain. The principal articles of United Kingdom manufacture for which there exist definite possibilities of further development in trade are blankets, native truck, and agricultural implements (excluding steam or motor driven machinery). The blanket factory started some years ago in Harrismith in the Orange Free State takes an increasingly large portion of the blanket trade which was formerly given to manufacturers in the United Kingdom.

It is unfortunate that British motor-cars have been unable to compete successfully with United States makes in this Territory; and it is interesting to note that out of a total of 398 private cars and taxis registered in Basutoland during 1933, 370 were of American and 23 of British make; of the new cars introduced into Basutoland during the year, 73 were American and 10 were British. The British commercial vehicle has not made the progress that was hoped, and of a total of 109 registered in 1933 only 6 were of British make, the balance being American.

**VIII.—WAGES AND COST OF LIVING.**

There are no factories or industrial undertakings in the Territory, and there is only one mile of railway, which is owned and operated by the South African Railway Administration.

Salaries and wages earned by Europeans vary from £200 to £850 per annum in the case of Government servants and from £120 to £500 per annum in the case of employees of trading concerns. These figures are in respect of normal times and it is probable that during 1933 they would have been generally reduced by 10 per cent.

Native wages vary from £24 to £204 per annum in the case of Government employees; and from £15 to £48 per annum in the case of store boys, etc., employed by traders.

The average cost of living for single natives is estimated at £1 *per mensem*, and for married natives £3 *per mensem*. The cost of living of Europeans varies considerably and is in a great measure dependent on the social or official position of the person concerned.

#### **IX.—EDUCATION AND WELFARE INSTITUTIONS.**

Education in Basutoland is mainly in the hands of the three Missions, the Paris Evangelical Mission Society, the Roman Catholic Mission, and the English Church Mission, who receive grants-in-aid from the Government. These mission schools are scattered over the country according to the density of the population, and it is probable that there are very few children who are not within reach of a school.

The educational system of Basutoland is intended primarily to serve the interests of the vast majority of the pupils, many of whom leave school after attending for three or four years only. To this end the education in the lower class is almost entirely in the vernacular so that the child becomes literate in his own language and is not taken out of his environment. The country unfortunately is not well suited to the teaching of indigenous arts and crafts owing to the lack of material, but wherever possible sewing is encouraged amongst the girls and gardening or other manual work amongst the boys.

There are 531 aided elementary schools, teaching mainly through the vernacular, although English is started in the upper classes. Primary intermediate instruction is given in 38 schools, of which three are Government schools, managed by committees, while the rest are under mission control. Finally there are nine institutions which give specialized training, e.g., academic, normal, industrial, or agricultural. Apart from the three intermediate schools, the only other Government school is the Lerotholi Technical School at Maseru which is under its own Director.

The total roll for all schools for the year 1933 was 60,902 pupils, with an average attendance during the year of 45,865 pupils. The estimated expenditure from the Native Education Fund for the year 1933-34 is £45,911.

In addition to the above-mentioned schools there are 211 schools registered by the three Missions, but not drawing grants, with a roll of 11,212 pupils. The majority of these belong to the Roman Catholic Mission and, when the financial position improves, it is hoped that these schools, if eligible, will receive Government aid.

No fees are charged in elementary or intermediate schools nor is attendance compulsory. Some duties and herding interfere with school work and regular attendance, but on the whole Basuto children show wonderful keenness in attending school. A written examination for Standard VI is open to pupils from all parts of the country. Six bursaries are awarded each year, so that children of exceptional ability can continue their education at one of the institutions. University education is provided at the South African Native College at Fort Hare in the Union of South Africa to which the administration contributes £300 per annum besides providing an annual bursary for a promising Mosuto student. Thus it is possible for a child to proceed from his village school to the South African Native College.

Although the Missions are chiefly concerned with mission and educational work, there is no doubt that indirectly they do a great deal to promote public welfare. Each mission station is undoubtedly a centre of civilization and, with its various branches radiating from it, there are few parts of the country which do not come under missionary influence.

Recreation is encouraged in every school but owing to the scattered nature of the population and the domestic work required of the children it is difficult to arrange regular competitions. At certain camps and missions in the lowlands, however, sports meetings have been held and have aroused much enthusiasm. In all the camps sports clubs have been formed, football, tennis and cricket being the popular games.

Pathfinder and Wayfarer bodies have been started in several centres with, as far as it is possible to say in so short a time, every prospect of success.

At most mission centres annual singing competitions are held and are very popular with students, teachers, and the general public alike.

A detailed Annual Report on Education is published separately.

*European Education.*—There are several small schools in the Territory, managed by local committees and supported by the Government, and these provide elementary education for the children in the camps. For education beyond the elementary stage, children are sent to schools in the Union. The Government provides annually one bursary (for children under thirteen years of age) of £25 for two years; and for some time past now, through the generosity of Frasers, Limited, another bursary of £50 per annum for two years (also for children under thirteen years) has been instituted.

## X.—COMMUNICATIONS AND TRANSPORT.

### Railways.

The Territory is linked with the Union of South Africa railway system by a short branch line—one mile of which is in Basutoland—from Maseru to Marseilles on the Bloemfontein-Natal main line. The South African railway system follows closely the boundaries of the Territory and goods are transported by road to the nearest railway station across the border.

### Roads and Bridle Paths.

The greater part of Basutoland is exceptionally mountainous and in this area all transport is effected with the use of pack animals. The Government undertake repairs to a few of the main bridle paths.

On the western side of Basutoland where there is an agricultural strip of country stretching from north to south, a fairly good road system has been developed. The main roads traverse the whole distance of this strip with branches leading west to the principal points of exit. In nearly all cases the roads are gravelled and allow for motor or ox-waggon traffic in all weather. There are, however, a number of unbridged rivers and spruits which during flood periods often delay travelling for some hours.

During 1933 regravelling and reshaping of the roads has been carried out systematically to the extent of the funds available. Practically no construction work has been undertaken, but a number of culverts have been erected and work has been done on improvement to road drainage.

From the main roads a number of feeder roads lead towards the interior. By-roads to trading stations, missions, etc., connect with these feeder roads, traversing still further into the interior, but although several roads now cross the first range of mountains none has yet penetrated to the second range. Feeder roads are maintained by the Government and are still of a disappointingly low standard. During the year under review a few additional culverts have been constructed on them, and when funds are available to extend this practice they should gradually improve.

The by-roads are in many instances unsuitable for any type of traffic except ox-waggons. They are maintained by traders and others to whose station they lead, assisted by annual Government grants on the £ for £ principle.

On the eastern side of Basutoland in the Qacha's Nek district a short system of roads similar to that described above exists, and the standard reached is more or less the same as that obtaining on the western side of the Territory.

During the year unusual difficulties have been experienced in keeping the roads open to traffic. Practically no rain fell during the period January to October when the country was visited by

unprecedented dust storms which repeatedly filled road drains and sometimes culverts with sand.

At the same time the amount of traffic on the roads increased very greatly. Maize had to be transported in exceptional quantities to the trading stations where owing to the failure of crops considerable difficulty was experienced in supplying a sufficient quantity to meet the requirements of the natives.

This volume of traffic, combined with the prevailing drought, caused the road surfaces to break up considerably.

In November and December exceptionally heavy rains seriously damaged many of the spruits and donga crossings, and it will be many months before repairs can be completed.

Towards the end of the year gangs of famine relief workers helped to maintain the roads and were of considerable assistance in helping to keep them open to traffic.

The funds allocated during the last three years for the maintenance of roads, bridges, ponds, etc., of which 98 per cent. is used for roads, are given below :—

	£
1931 ... ..	17,000
1932 ... ..	13,500
1933 ... ..	14,000

The following is a classification of the class and mileage of roads in the Territory :

Concrete, asphaltic, bituminous surface.—Nil.

Water-bound macadam surface tarred.—Nil.

Gravel.—320 miles main road and 62 miles feeder road.

Earth.—40 miles main road, and 70 miles feeder road.

## **XI.—BANKING, CURRENCY, WEIGHTS AND MEASURES.**

There are no agricultural or co-operative banks within the Territory; but the Standard Bank of South Africa, Limited, has a branch office at Maseru.

The only change in connexion with currency in Basutoland during the year was effected by Proclamation No. 2 of 1933, which made notes of the South African Reserve Bank legal tender for all purposes. The issue by the Standard Bank of gold coin was suspended as from the 28th of December, 1932; and as a result of the Reserve Bank having been relieved of its obligation to redeem its notes in gold and the consequential increase in the price of gold, the Administration, in order to protect the natives of the Territory, arranged to buy gold coin at the bank rates of exchange at all district offices. In this manner some £6,000 in gold coin was exchanged, apart from that dealt with at the Maseru branch of the Standard Bank. For the most part a golden sovereign was worth 27s.

During the year the Maseru branch of the Standard Bank exported £4,500 gold and £18,100 silver; and it is estimated that at December, 1933, not more than from £17,000 to £22,000 in notes and £5,000 in coin was in circulation in the Territory.

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

## **XII.—PUBLIC WORKS.**

Owing to the continued financial stringency the activities of the Public Works Department were again curtailed during 1933.

The main work done by the Department during the year was the maintenance of Government buildings and water schemes throughout the Territory. These have all been kept in as good repair as the funds available allowed. This is, of course, additional to the road work dealt with in Chapter X.

## **XIII.—JUSTICE AND POLICE.**

### **Justice.**

The laws in force in Basutoland are the same as were in force in the Cape of Good Hope up to the 18th March, 1884, except where repealed or altered by Proclamation of the High Commissioner, who is empowered to make by Proclamation such laws as may be necessary for the peace, order, and good government of the Territory.

The Basutoland Courts of Law consist of :—

(a) *The Resident Commissioner's Court*, which constitutes the Supreme Court of Basutoland, and from which an appeal lies to the Privy Council. Under Proclamation No. 10 of 1928, as amended, the constitution of the Resident Commissioner's Court was altered, and provision made for the appointment of a judicial officer. The Court is now constituted by the Resident Commissioner or, when deputed by him thereto, the Deputy Resident Commissioner or the Judicial Commissioner sitting alone or together; and there may be associated with the Court not more than two officers of the Administration, appointed by the Resident Commissioner for the purpose by notice in the *Gazette*. The Resident Commissioner when present and, in his absence, the Judicial Commissioner is President of the Court, and the judgment of the Court is the judgment pronounced or approved by the President.

The power conferred on the Resident Commissioner to review and correct the proceedings of Courts or officers may be exercised also by the Judicial Commissioner, and any decision recorded or

action taken by the Judicial Commissioner in the course of such review or correction shall be of the same force and effect as if it had been recorded or taken by the Resident Commissioner.

(b) *Courts of Assistant Commissioners*, who are empowered to impose sentences not exceeding two years' imprisonment with hard labour or fines not exceeding £50, with jurisdiction in civil cases up to £500. These Courts have no jurisdiction, however, to try summarily any person charged with treason, murder, attempt to murder, culpable homicide, rape, attempt to commit rape, or sedition.

These Courts are situated in each of the seven districts and in the sub-district of Butha Buthe. Police Officers have been given minor jurisdiction in the Courts of Assistant Commissioners to try minor offences, with power to impose sentences not exceeding six months' imprisonment with hard labour and fines not exceeding £10. Detached courts are held in the sub-districts of Peka and Mokhotlong presided over by Police officers exercising minor jurisdiction.

(c) *Chiefs' Courts*.—Under Proclamation No. 2B of 1884 the Paramount Chief and other native Chiefs of Basutoland were authorized to continue to exercise jurisdiction according to native law and custom in civil and criminal cases within such limits as may be defined by any rules established by the authority of the Resident Commissioner, subject to a proviso that no suit, action, or proceeding whatsoever to which any European shall be a party, either as plaintiff or complainant, or as defendant, shall be adjudicated upon by any such Chief, save by the consent of all parties concerned. An appeal lies from the decision of any Chief to the Court of the Assistant Commissioner of the district within which such Chief exercises jurisdiction.

The following table shows the number of convictions for various crimes and offences during the last five years :—

<i>Nature of Crime.</i>	1929.	1930.	1931.	1932.	1933.
<b>In Magisterial Courts—</b>					
Offences against the person ...	213	219	190	351	95
Offences against property ...	221	282	299	373	558
Offences against liquor laws ...	57	47	41	20	6
Other crimes ...	1,313	1,968	2,406	2,729	1,778
<b>In Resident Commissioner's Court—</b>					
Murder ...	6	10	11	10	6
Culpable homicide ...	30	23	14	62	68
Attempted murder ...	5	—	3	5	4
Rape ...	5	2	9	6	5
Other offences against the person ...	1	6	9	1	6
Offences against property with violence to the person.	33	52	50	214	94
Other offences against property ...	14	31	17	33	45
Other crimes ...	—	—	1	1	3

**Police.**

*Constitution and Command.*—The Basutoland Mounted Police is maintained under Proclamation No. 12 of 1921. The Force is under the control of the Resident Commissioner of Basutoland, who is also the Commandant, with a Staff Officer who is resident in Maseru.

It is a matter for regret that the continued financial stringency has not permitted the reopening of the Training Depot which was closed down in 1931. It is hoped, however, that when conditions improve, it will be reopened even for a period to allow for refresher courses, in order that the efficiency of the Force may not be permanently impaired.

Finger-print work is carried out by a Warrant Officer attached to the depot. This branch continues to perform valuable service in supplying the Courts with the previous criminal history of accused persons whose finger-prints are sent in for identification. During the year under review 1,550 finger-prints were received and recorded.

*Establishment.*—The establishment of the Force on 31st December, 1933, was as follows:—

<i>Europeans.</i>				<i>Native Police.</i>			
Staff Officer	...	...	1	Sergeant-Major	...	...	1
Inspectors	...	...	5	Sergeants	...	...	14
Sub-Inspectors	...	...	6	Corporals	...	...	15
Warrant Officer	...	...	1	Privates	...	...	260
				Saddlers	...	...	4
			—				—
Total	...	...	13	Total	...	...	294
			—				—

Of the European establishment, one Inspector was acting as an Assistant Commissioner for four months during the year; one Sub-Inspector was seconded for the whole period to the Secretariat and one as the Basutoland Government Representative in Johannesburg. Two Sub-Inspectors and the Chief Constable were placed on famine relief duty from October until the end of the year.

*Distribution and Strength.*—Mounted detachments of the Force are stationed at Maseru and in the various districts of the Territory, under the command of European officers of the establishment who are responsible for the general police routine being carried out within their districts and for the efficiency of their respective detachments. The following table shows the distribution of the strength as at 31st December, 1933:—



Station.	Officers.	Warrant Officers.	Non-Commissioned Officers.	Men.
Butha Buthe ...	1	—	3	25
Leribe ...	1	—	5	26
Teyateyaneng ...	1	—	2	19
Maseru ...	3	—	3	38
Depot ...	1	1	2	1
Mafeteng ...	1	—	4	26
Mohales Hoek ...	1	—	2	27
Quthing ...	1	—	3	37
Qacha's Nek... ..	1	—	4	44
Mokhotlong ...	1	—	2	17
Totals ...	12	1	30	260

The conduct and health of the Police have been uniformly good throughout the year. There was only one dismissal during the year, and four discharges on medical grounds, two deaths and six retirements. The military Long Service and Good Conduct Medal was awarded to six members of the Force in 1933.

*Crime.*—During the year, 856 deportees were accepted from the Union after their claims to Basutoland birth had been established. This is an increase of 161 persons compared with last year, and in most cases their absence from the Territory had been upwards of fifteen years and their records were bad. This influx of criminals into the Territory has already had a marked effect on the increase in crimes of store-breaking and theft, which became quite abnormal in 1933.

The number of cases reported to the Police for investigation during the year amounted to 3,488, of which 2,344 were brought before the Magisterial Courts, 1,126 were not proceeded with for want of evidence or were handed over to the Native Courts, and 18 were outstanding at 31st December, 1933. There was a decrease of 947 in the cases brought before Magisterial Courts. As a result of these investigations 2,996 persons were proceeded against, 44 of this number being females; 2,676 persons were arrested and 320 summoned to attend the Courts. The following table gives comparative statistics for the past three years of the persons dealt with in summary courts :—

	1931.	1932.	1933.
Convicted summarily... ..	2,936	3,473	2,450
Committed for trial ... ..	203	367	319
Discharged :—			
For want of prosecution... ..	10	83	41
On the merits of the case... ..	519	348	186
Total persons proceeded against	3,668	4,271	2,996

There was an increase in convictions of persons for theft crimes of 193 in 1933 as compared with 1932. This, of course, includes convictions in the Superior as well as Magisterial Courts.

*Patrols, etc.*—During 1933, 7,979 patrols were sent out and covered approximately 169,667 miles. The big reduction in patrols and mileage covered is attributed to the reduction in the strength of the Force.

Apart from the ordinary Police routine, members of the Force were called upon to perform extraneous duties in assisting in the collection of hut tax and of wool export duty, in providing prison guards, clerical assistance in various district offices, and services in the Medical and Veterinary Departments.

### Prisons.

There are gaols at the Headquarter Camp of each of the seven districts into which the Territory is divided and in the sub-districts of Butha Buthe, Mokhotlong and Peka.

*Buildings.*—All gaol buildings are of stone with iron roofs and cement floors; the inmates, however, are supplied with bed-boards on which to sleep. The majority of cells are built to contain on the average 8 to 10 prisoners, but there are usually one or two smaller ones for violent or dangerous inmates, or for occasional European convicts. Attached to each prison is an exercise yard and cement baths with water laid on. The cook-house is in the yard, and a daily scale of ration as laid down by statute is provided. As no special accommodation exists in the district gaols for female or European prisoners, they are invariably transferred to Maseru to serve sentence, etc.

*Health.*—The health of the prisoners during 1933 has, on the whole, been good, the daily average on the sick list being 10·6, Thirteen deaths and one execution were recorded during the year. All prisoners are medically examined on admission, and the Medical Officers make regular visits to the gaols, apart from the weekly inspection when they accompany the district administrative officer in charge. Prisoners reporting sick are taken to the Government dispensary, and if necessary are admitted to hospital where they are put into the ordinary public wards and treated on similar lines to other patients.

*Discipline.*—During 1933 there have again been more breaches of prison discipline, and more escapes of prisoners have been reported, than has previously been the case, the numbers for the last three years being 17, 19 and 34 respectively; but on the whole the conduct of the prisoners has been good. Until 1929 the large majority of convicts were stock thieves, persons committed for public violence in connexion with land disputes and, of course, a large percentage of persons convicted for offences against the revenue law. For the most part they were not the habitual criminal

type, and gaol discipline was therefore more or less easy to maintain. Unfortunately since then there has been an influx of the more criminal type owing to the deportations of bad characters from the Union, and this policy has already made itself felt in the gaols throughout the Territory to the detriment of discipline.

*Labour.*—During the year under review the policy commenced in 1931 of utilizing convicts to a greater extent on road construction and maintenance in the vicinity of the various camps has been maintained. But, as a general rule, where possible they are trained to become useful members of society on release, by instruction in such trades as masonry, carpentry, building and other kinds of manual labour.

*Sentences.*—The majority of offenders are given the option of a fine or imprisonment with hard labour, but for the more serious offences sentences of imprisonment only are imposed. Provision has been made under Proclamation No. 55 of 1921 for the punishment of offenders in certain cases under which the Court may in its discretion :—

(a) postpone for a period not exceeding six months the passing of sentence, and release the offender on one or more conditions ; or

(b) pass sentence but order the operation of the sentence to be suspended for a period not exceeding three years on such conditions as the Court may specify in the order ; or

(c) pass sentence of a fine or, in default of payment, imprisonment, but suspend the issue of a warrant for committing the offender to a gaol in default of payment until the expiry of such period not exceeding twelve months as the Court may fix for payment, in instalments or otherwise, of the amount of the fine or until default has been made.

Suspended sentences are invariably awarded in cases of default of payment of tax and similar offences against the revenue laws.

Good conduct remission up to one-fourth of the sentence is allowed on all sentences of imprisonment for six months or more.

*Statistics.*—During the year under review 3,210 persons passed through the various gaols in the Territory, and of these 2,044 were committed to penal imprisonment. The corresponding figures for 1932 were 4,334 and 2,598 respectively.

*Juvenile Offenders.*—It had been the practice for several years to transfer all juvenile prisoners of from 15 to 20 years of age, whose sentences were over three months, to serve their sentences at the Peka gaol in order to prevent contact as far as possible with adult offenders. When the European officer was removed from Peka during 1933, however, the post was practically closed down and all juveniles were transferred to Leribe, where they are kept segregated from adult prisoners so far as possible. The daily average number of juveniles in prison during 1933 was 55.

**XIV.—LEGISLATION.**

The following was the more important legislation issued during 1933 by Proclamation in the *Gazette* :—

(1) No. 1.—Immigration and Prevention of Trespass Proclamation, 1933.

(2) No. 10.—Customs Surtax Cancellation Proclamation, 1933 (Repealing Sections 5 and 6 of Customs Tariff (Amendment) Proclamation, 1932).

(3) No. 15.—Basutoland Donkeys Importation Restriction Proclamation, 1933.

(4) No. 16.—Basutoland Customs (Trade Agreements) Proclamation, 1933 (Amending the Law in view of certain Trade Agreements entered into at Ottawa).

(5) No. 22.—Basutoland Poll Tax Proclamation, 1933 (imposing a Poll Tax on certain adult males in Basutoland).

(6) No. 23.—Basutoland Income Tax (Amendment) Proclamation, 1933 (Further amending the Basutoland Income Tax Proclamation, 1920).

(7) No. 26.—Basutoland Electricity Supply Proclamation, 1933 (making provision for the supply and use of electric power in Basutoland).

(8) No. 34.—Basutoland Customs Tariff and Excise Duties (Amendment) Proclamation, 1933 (Amending further the law relating to Customs and Excise).

(9) No. 54.—Basutoland Postage and Revenue Stamps Proclamation, 1933 (empowering the High Commissioner to authorize the issue of stamps for postage and revenue in Basutoland).

**XV.—PUBLIC FINANCE AND TAXATION.**

**Revenue and Expenditure.**

The following statement shows the revenue and expenditure for the past five financial years :—

Head.	REVENUE.				
	1928-29	1929-30	1930-31	1931-32	1932-33
	£	£	£	£	£
Native Tax ... ..	141,719	136,237	125,665	116,783	121,795
Customs and Excise ... ..	96,072	95,564	77,310	80,842	86,161
Posts and Telegraphs ... ..	9,181	9,377	8,883	9,964	9,172
Licences ... ..	9,206	9,141	8,068	7,821	7,855
Fees of Court of Office ... ..	1,094	1,083	810	1,042	810
Judicial Fines ... ..	2,515	2,039	1,445	976	783
Income Tax ... ..	16,022	10,732	5,929	3,957	4,040
Fees for Services Rendered ... ..	1,296	1,387	1,105	1,165	1,020
Interest ... ..	3,670	5,101	4,033	3,997	2,473
Wool Export Duty ... ..	33,976	32,187	25,436	19,265	678
Miscellaneous ... ..	10,038	8,943	8,654	8,040	22,094
Education Levy ... ..	15,103	14,885	13,963	13,017	13,853
Civil Servants Salary Deductions	—	—	—	—	4,676
<b>Totals ... ..</b>	<b>£339,892</b>	<b>£326,676</b>	<b>£281,801</b>	<b>£266,869</b>	<b>£275,410</b>

Head.	EXPENDITURE.				
	1928-29	1929-30	1930-31	1931-32	1932-33
	£	£	£	£	£
Resident Commissioner ...	13,099	12,724	12,783	12,789	13,280
District Administration ...	14,118	14,926	15,333	15,121	15,596
Police ...	38,357	38,678	37,600	35,455	33,908
Administration of Justice ...	11,764	12,087	13,306	13,255	10,683
Posts and Telegraphs ...	11,568	13,494	12,004	11,027	14,065
Public Works Department ...	5,239	5,276	5,322	5,761	5,166
Public Works Extraordinary ...	2,747	3,597	5,168	345	39
Public Works Recurrent ...	29,502	30,521	29,774	20,516	17,949
Medical ...	25,676	26,832	28,202	25,394	24,507
Education ...	58,596	57,105	53,235	49,734	51,587
Leretholi Technical School ...	6,658	6,674	5,772	5,541	5,195
Agriculture—					
Veterinary ...	39,178	37,104	39,140	23,630	12,799
Agricultural ...		5,911	6,849	5,751	7,184
Allowances to Chiefs ...	12,562	14,260	13,754	11,628	11,472
National Council ...	1,762	1,777	1,634	1,613	1,786
Leper Settlement ...	19,238	20,077	21,501	20,317	19,820
Pensions ...	11,828	14,291	12,726	11,242	11,760
Miscellaneous ...	7,998	8,468	7,225	6,758	6,243
Capital Expenditure ...	6,687	10,060	1,090	4,312	585
Totals ...	£316,577	£333,862	£322,418	£280,189	£263,624

### Debt.

The Basutoland Administration has no Public Debt, but its liabilities in connexion with the "Guardian's Fund" and the "Native Education Fund" were at 31st March, 1933, £11,587 and £7,574 respectively.

### Assets.

	£
The assets at 31st March, 1933, were as follows:—	
Standard Bank of South Africa, Limited:—	
“ Current Account ” ...	32,272
“ Deposit Account ” ...	10,000
Crown Agents for Colonies:—	
“ Current Account ” ...	319
“ Deposit Account ” ...	16,800
Balances with Sub-Accountants ...	5,538
On loan to Swaziland Administration ...	37,000
Advances recoverable ...	8,742
Stores Suspense ...	8,046
Gold Purchase Account ...	52
	<u>£118,769</u>

**Description of Main Heads of Taxation.**

*Native Tax.*—The collection under this head for the year ended 31st March, 1933, was £121,795. Fuller details as regards the method of collection, etc., are given on page 32.

*Customs and Excise.*—Under the Customs Agreement entered into with the Union of South Africa in 1910, the Basutoland Administration receives annually 0·88575 per cent. of the total Customs revenue of the Union, less payments to Northern and Southern Rhodesia and South-West Africa. The amount received for the twelve months ended 31st March, 1933, was £84,503.

In addition to the above, a duty is levied on importations of Union manufactured spirits and beer into Basutoland, and the amount received in this connexion for the above period was £1,658, making the total Customs revenue for the Territory, £86,161. The rates of duty on spirits and beer are governed by Part III of the Schedule to Proclamation No. 64 of 1921.

*Licences.*—Trades and businesses are subject to annual licences in terms of the Schedule to Proclamation No. 28 of 1928, which consolidated and amended the laws relating to the carrying on of businesses in Basutoland. A duty at the rate of  $\frac{1}{4}$  per cent. is charged upon the purchase consideration in the case of the transfer of a General Trader's Licence. Labour Agents' and Motor Vehicle Registration Licences are governed by Proclamations Nos. 27 of 1907, and 7 of 1926, respectively. Assistant Commissioners are responsible for the collection of all licence fees in their districts.

The following table gives the chief classes of licences and the amount collected in respect of each for the past two years :—

	1932.	1933
	£	£
General Traders ... ..	4,788	4,775
Hawkers ... ..	350	349
Labour Agents ... ..	247	294
Labour Runners ... ..	49	51
Commercial Travellers ... ..	433	479
Miscellaneous ... ..	697	709
Motor Registration... ..	1,159	1,148
Motor Drivers ... ..	44	30
Transfer Fees ... ..	54	20
	<hr/>	<hr/>
Totals ... ..	£7,821	£7,855
	<hr/>	<hr/>

*Income Tax.*—The collection of income-tax is governed by the Basutoland Income Tax Proclamation No. 52 of 1920, as amended. The general provisions of the principal Proclamation apply each year to the determination of the taxable amount on which the tax is to

be levied and the collection of the amount payable in respect of that taxable amount, but the actual rates to be levied are fixed by Proclamation each year.

The taxes imposed for the year 1932 were: (i) Normal Tax, (ii) Super Tax; and the rates were fixed as follows:—

(i) Normal Tax:—

(a) In the case of companies, for each pound of the taxable amount, two shillings and sixpence.

(b) In the case of persons other than companies, for each pound of the taxable amount, one shilling and as many two-thousandths of a penny as there are pounds in that amount, subject to a maximum rate of two shillings in every pound.

(ii) Super Tax:—

(a) When the amount subject to super tax does not exceed twenty-four thousand pounds, for each pound of such amount, one shilling and as many five-hundredths of a penny as there are pounds in that amount.

(b) When the amount subject to super tax exceeds twenty-four thousand pounds, for each pound of such amount, five shillings.

The amount collected for the income-tax year ended 30th June, 1932, was as follows:—

	£
Arrear Tax ... ..	270
Current Tax ... ..	3,770
	<hr/>
Total ... ..	4,040
	<hr/>

The following table shows the sources from which taxable incomes were derived and the amount of tax paid from each source, and also compares the collection with the previous year:—

Source.	1931-32.	1932-33.	+ or -	
	£	£	£	
General traders ... ..	650	736	+	86
Civil servants ... ..	1,287	1,477	+	190
Employed persons ... ..	221	525	+	304
Others ... ..	934	436	-	498
Non-residents ... ..	865	617	-	248
	<hr/>	<hr/>		<hr/>
Totals ... ..	£3,957	£3,791	-	£166
	<hr/>	<hr/>		<hr/>

The number of incomes for current tax and the total amounts of taxable incomes in the various categories were :—

<i>Number.</i>	<i>Category.</i>	<i>Taxable Income.</i>
	£	£
58 ...	500 and under ...	23,269
47 ...	501 to 750 ...	28,864
28 ...	751 to 1,000 ...	24,455
16 ...	1,001 to 1,500 ..	19,061
5 ...	1,501 to 2,000 ...	8,359
7 ...	2,001 and over ...	19,222
161		£123,230

*Wool Export Duty.*—The imposition and the collection of the duty on wool and mohair exported from the Territory are governed by the Wool and Mohair Export Duty Proclamation No. 14 of 1923, as amended. This duty was originally imposed to help to defray the expenses of the costly campaign inaugurated to eradicate scab among sheep and goats which was at that time very rife throughout Basutoland.

The duty was suspended as from the 1st April, 1932, and re-imposed as from the 15th March, 1933, at the rate of 2d. for every 12½ lb. in weight. The total receipts to the 31st March amounted to £678.

*Education Levy.*—In accordance with Proclamation No. 13 of 1927, every adult native male domiciled in Basutoland has to pay a levy of three shillings per annum, and the total collected each year is credited to a special fund known as the "Basutoland Native Education Fund", and is devoted solely to purposes of native education. For purposes of convenience this levy is collected in conjunction with the hut tax, and both are embodied in one receipt which is superscribed, "Hut Tax £1 5s. 0d. ; Education Levy, 3s."

#### **Customs Tariff.**

In accordance with the Customs Agreement entered into with the Union Government in 1910, Basutoland maintains a Customs tariff similar to that which exists in the Union of South Africa.

#### **Excise and Stamp Duties.**

Stamp duties are imposed in terms of Proclamation No. 16 of 1907 as amended, and are mostly chargeable in respect of the following instruments, acts, etc., arbitrations and awards, bills of exchange, bonds, courts of law, acts and deeds of donations, leases, transfers, and in respect of duties performed by the Master of Court.



### Hut Tax.

Hut tax is imposed by the Basutoland Native Tax Proclamation, 1911 (as amended). Every adult male native domiciled in Basutoland is liable for the payment of a tax at the rate of twenty-five shillings per annum and in addition, if such native has more than one wife according to native custom, a further sum of twenty-five shillings for every such additional wife. No native, however, is liable to pay in respect of himself and his wives more than three pounds fifteen shillings in any one year. A native inhabitant of the Union who resides in Basutoland for twelve months becomes liable to taxation in respect of that year, unless he is able to prove payment of tax in the country of his permanent residence.

Assistant Commissioners are empowered to exempt from the payment of tax, for any one year or more, any native who is incapacitated by extreme old age, personal infirmity, or other causes from earning a livelihood.

The Assistant Commissioners are in charge of the collection of tax in their districts, which duty they carry out through the Chiefs and Headmen who are nominally responsible to them for the collection in their respective wards. Paid native collectors operate in each district under the supervision of the Assistant Commissioners, and in conjunction with the Chiefs to whose wards they are appointed. To encourage the Chiefs to interest themselves in this very important part of their duties they are paid annual gratuities based on a percentage of the yearly collection in their respective wards. Facilities also exist, and are largely used by both individuals and labour recruiting agencies for the payment of tax at the Government offices situated in each of the camps and at the more important ports of exit. Members of the Basutoland Mounted Police are invariably employed towards the end of each financial year to patrol the districts, accompanied by chiefs' messengers, to give a stimulus to the collection and to bring in defaulters.

An officer of the Administration was stationed temporarily in Johannesburg during the year, with a staff of five native clerks, for the purpose of collecting arrear and current tax from Basutoland natives working on the gold mines along the reef. Upwards of 30,000 Basuto are always employed on the mines; and at the time operations commenced, many natives had been away from Basutoland for four or five years.

This office has now been in operation since April, 1932, and has become increasingly successful. During 1933 the designation of the Officer in Charge was changed to "Basutoland Government Representative", and besides the collection of tax he has taken

over many duties in connexion with the Basuto that were formerly done by the Union Native Affairs Department. His propaganda amongst the mine workers to remit more money to their families during the bad times was met with marked success. The actual amount of tax collected during the year was £24,129.

#### **Poll Tax.**

By Proclamation No. 22 of the 5th May, 1933, a poll tax of £2 per annum was imposed on all adult males in Basutoland who are not liable for Native Tax. This is collected in two half-yearly instalments due on the 1st January and the 1st July. It is estimated that some £2,000 revenue will be collected annually from this tax.

#### **Posts and Telegraphs.**

The new Basutoland issue of postage and revenue stamps came on sale on the 1st December. There are eleven denominations ranged in the following order, the first ten being postage and revenue stamps:—½d., 1d., 2d., 3d., 4d., 6d., 1s., 2s. 6d., 5s., 10s.; and for revenue purposes only £1. The respective colours are green, red, purple, blue, grey, light brown, orange, dark brown, blue-purple, olive and black. One design only is used, which contains a pleasing vignette of His Majesty the King, placed above a scene depicting the Maluti mountains and the Orange River, while in the foreground is a representation of a crocodile—the emblem of the ruling house of Moshesh.

### **XVI.—LABOUR.**

The gold mines play an increasingly large part in the economic position of the Territory, by employing annually large numbers of Basuto. Undoubtedly they have been a very great stand-by during the present depression as providing practically the only well-paid field for labour. It is estimated that there are upwards of 35,000 Basuto on the mines at present and that over one million pounds is annually paid out to Basutoland natives. Many of them remit money through the Native Deposit and Remittance Agency to their families in Basutoland, and a big majority of them defer a portion of their monthly wage in order that they may collect it on their return home.

During 1933, £96,932 was paid out in remittances and £59,250 in deferred pay, the corresponding figures for 1932 being £37,814 and £50,165.

The following table gives the number of passes issued during the year and indicates the purpose for which the natives left the Territory :—

A. <i>Labour: Mines</i> —					
Gold	...	...	...	...	25,731
Coal	...	...	...	...	72
Total Mines					25,803
Agriculture	...	...	...	...	15,237
Miscellaneous	...	...	...	...	10,816
Total Labour					51,856
B. <i>Visiting</i>					
...	...	...	...	...	57,651
Total					109,507

### XVII.—FAMINE RELIEF.

The drought of 1932-33 left Basutoland with only sufficient crops to last through the winter, and it became evident that measures would be required to deal with those members of the population who were unable to support themselves until conditions improved. It was hoped that the planting of autumn wheat in 1933 would materially ease the position, but unfortunately the drought continued through the autumn and winter resulting in the total failure of the wheat crop in the lowlands which would have been harvested during December, 1933, and January, 1934. Serious droughts have been experienced in recent years, the crop failure in 1914 being the best remembered; but nothing approaching the conditions obtaining in the spring of 1933 has been experienced within living memory.

As early as April it was realised that the Administration would have to provide relief to many of the people and certain measures were formulated and steps taken to ensure that everything would be ready when the time came. It was not then anticipated, however, that relief measures would be required on the large scale that eventually became necessary.

It was at first decided that each Assistant Commissioner should be responsible for the relief of famine in his own district, and early in August relief measures were found to be necessary in Maseru district. Able-bodied men were put on to public works such as donga prevention, building dams, repairs to by-roads, etc., and were paid by the issue of maize. Men and women who could not work received rations of maize for themselves and

their families. By the end of August relief had assumed such proportions in the Maseru district that a conference of Assistant Commissioners was called and met in Maseru on the 4th of September to discuss the general position and to endeavour to arrive at some uniformity throughout the Territory. Shortly after this Mafeteng and Teyateyaneng commenced operations, and by the end of September, at which time it is estimated that some 70,000 people were receiving relief, it was decided to call a halt and to form a special Famine Relief Department to deal with the situation. Mr. How, Assistant Commissioner, Quthing, was called upon to undertake this duty as Controller. The Department came into being on the 11th October with a Controller and three Famine Relief Officers. Prior to this, at a meeting of the National Council on 7th October, the gravity of the position was explained to the Chiefs and Councillors who were told to return to their homes and to render every assistance they could to the Administration. The position at the time was exceedingly gloomy. Many people, officials, missionaries and traders were inclined to think that it might be necessary to feed half the population before matters improved. The natives themselves thought that they were going to die—they had been told so in the press—and the assistance given in August had resulted in such a rush of applications many of which were fraudulent, that it was impossible for the district staffs to cope adequately with the situation.

The Famine Department, after consultation, decided that the most effective manner of dealing with the problem would be to make personal inspections of all areas reported to be in distress in order to gather from first-hand impressions whether relief was necessary. To assist them in this work it was decided to attach one Medical Officer to the Department.

By the middle of November it became necessary to deal with cases in most districts and, by the end of that month, the following numbers had been dealt with and were receiving rations from the Government (these numbers exclude those who had received relief prior to the establishment of the Relief Department) :—

Mafeteng	...	...	...	...	...	...	3,234
Quthing	...	...	...	...	...	...	692
Maseru	...	...	...	...	...	...	404
Berea	...	...	...	...	...	...	401
Mohale's Hoek	...	...	...	...	...	...	148
							4,879
							4,879

At this stage it was found that the existing staff could not cope adequately with the inspections they were called upon to undertake, and three further officers were attached to the Department. During November a standing order for two bags of

maize per week was given to each Mission in charge of a European, and this enabled the missionaries to deal with necessitous cases coming to their notice, the number of bags being increased where necessary.

Rains started falling early in November and continued right through the summer and well into the autumn. This relieved the situation considerably. Towards the end of November, in order to maintain the food supply, an issue of seed mealies was made to the nation. Each individual obtaining an issue received 30 lb. on the understanding that he would have to return a like amount on reaping his crop. One would have thought that every endeavour would have been made to sow mealies as soon as the rains started; but the planting was very slow, ploughing operations being hampered by the poor condition of the cattle which had survived the drought. A good percentage of the seed was planted, however, and a fairly good crop is assured for 1934.

Fortunately, the real mountain areas did not suffer from famine to the same extent as the lowland areas and, although complaints were received that the Department was doing nothing in the mountains, frequent reports of Sheep Inspectors, Inspectors of Schools and Supervisors revealed the fact that no relief measures were necessary.

A very encouraging aspect of this period has been the response made by relatives working on the gold mines. During 1933, £159,000 was remitted from the Rand either as deferred pay or native remittances. In addition to this it is known that a large amount was sent down through the post in the form of bank notes, post office orders and money orders. It is impossible to give the exact figure, but it is estimated that quite £100,000 came into the Territory, in this way.

One matter that engaged the attention of the Administration from the first was the necessity of ensuring that a sufficient supply of maize was imported into the Territory for the needs of the Basuto. Early in August 40,000 bags were purchased by the Government on behalf of the traders from the Central Agency for Co-operative Societies, the conditions of the purchase being that they could be supplied at any time up to the end of December, but practically the whole amount had been purchased by the end of October. In the middle of October a meeting of traders was called in Maseru, and on their advice a further 50,000 bags were purchased from the Central Agency. In December the position was so acute that it was decided to import a ship-load of maize from the Argentine. It was not until 30th April, 1934, that it was felt that relief measures could be suspended, and although this does not come within the period of this report, it would be as well to include it. Traders had agreed to handle this grain for famine purposes at 1s. 6d. per bag, and early in February the Argentine maize was available at most stations, and from then on was used in all cases of famine relief. The

cost of Argentine maize to the Department averaged 10s. 6d. per bag against a probable cost of 30s. per bag if the importation had not been made.

Up to the 27th of September when the whole position was reviewed and the Department created, it was estimated that some 70,000 persons had been issued with rations. The following table shows the number of persons dealt with by Famine Officers during the period 11th October, 1933, to 30th April, 1934. To this figure must be added several thousands dealt with by the Missions with their own money and with the 1,482 bags issued to them by the Government:—

<i>District.</i>	<i>Workers.</i>	<i>Non-workers and Dependents.</i>	<i>Total.</i>
Butha Buthe (and part of Leribe)	142	5,441	5,583
Berea ... ..	105	1,115	1,220
Maseru ... ..	540	5,846	6,386
Mafeteng ... ..	1,015	10,079	11,094
Mohale's Hoek.	661	6,776	7,437
Quthing ..	265	5,545	5,810
	2,728	34,802	37,530

All men sufficiently able-bodied were classed as workers and were employed in gangs on various works. They and their families were given a month's ration in advance and the worker was required to perform 26 days works before he was entitled to a further supply. After completing the 26 days it was optional for him to obtain further food and do some more work or to go home. A considerable amount of work was accomplished by relief workers, more especially during December and January when several thousands were employed on the main roads assisting the permanent road parties, which, without this additional labour, would have been in a very bad condition and practically impassable owing to the exceptionally heavy rains.

The following was the expenditure incurred in connexion with Famine Relief:—

	£
From August to 27th September, 1933 ...	12,327
Cost of feeding (which includes cost of transport by traders) from 11th October, 1933, to 30th April, 1934 ... ..	27,627
Cost of organization (including allowances, motor mileage, etc.) ... ..	1,499
For tools, transport, equipment, etc. ... ..	2,418
Total	£43,871



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<b>BRITISH HONDURAS.</b>	<b>NIGERIA.</b>
<b>BRITISH SOLOMON ISLANDS PROTECTORATE.</b>	<b>NORTHERN RHODESIA.</b>
<b>BRUNEI, STATE OF</b>	<b>NYASALAND.</b>
<b>CAYMAN ISLANDS (JAMAICA).</b>	<b>ST. HELENA.</b>
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<b>FALKLAND ISLANDS.</b>	<b>SEYCHELLES.</b>
<b>FEDERATED MALAY STATES.</b>	<b>SIERRA LEONE.</b>
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<b>GOLD COAST.</b>	<b>TRENGGANU.</b>
<b>GRENADA.</b>	<b>TRINIDAD &amp; TOBAGO.</b>
<b>HONG KONG.</b>	<b>TURKS &amp; CAICOS ISLANDS.</b>
<b>JAMAICA.</b>	<b>UGANDA.</b>
<b>JOHORE.</b>	<b>ZANZIBAR PROTECTORATE.</b>

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## MANDATED TERRITORIES

Annual Reports are published on the undermentioned territories administered by H.M. Government under mandate from the League of Nations.

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*Further particulars as to the latest reports and prices obtainable from*

**HIS MAJESTY'S STATIONERY OFFICE**  
at the Addresses on the Title Page of this Report.

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## CROWN AGENTS FOR THE COLONIES.

Publications issued by the Governments of British Colonies, Protectorates, and Mandated Territories, can be obtained from the CROWN AGENTS FOR THE COLONIES, 4, Millbank, Westminster, S.W.1. They include Departmental Reports, Laws, Handbooks, etc.