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Progress of the People of

BASUTOLAND, 1938

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**ANNUAL REPORT ON THE SOCIAL AND ECONOMIC
PROGRESS OF THE PEOPLE OF BASUTOLAND FOR
THE YEAR 1938**

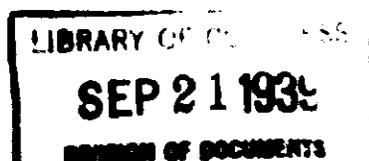
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I.—GEOGRAPHY, CLIMATE AND HISTORY.

Basutoland 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. 11,716 square miles in area, Basutoland lies between 28° 35' and 30° 40' South latitude and between 27° and 29° 30' East longitude.

The altitude varies from 5,000 feet to 11,000 feet above sea-level. The Maluti Mountains, which occupy most of the territory to the east, were in former years reserved for grazing purposes but, owing to the pressure in the lowlands where the bulk of the population is concentrated, this area has become comparatively thickly populated.



The climate is dry and bracing, with extremes of heat and cold both seasonal and diurnal. High altitude, electric tension, and long periods of strong sunshine without clouds or rain necessitate for European residents periodic changes to the coast level where the air is more humid.

The temperature varies from a maximum of 93° F. to a minimum of 11° F. The rainfall is capricious, the average being approximately 30 inches per annum, but it fluctuates much above and below this figure. The rainfall in 1938 recorded at the different stations in the territory varied between 36 and 23 inches.

The Basuto as a nation did not come into prominence until 1818, when Moshesh, a minor chief of the Bakwena 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 sought the protection of the British Government. This was granted and carried into effect by Sir Philip Wodehouse, the Governor of the Cape, by a Proclamation dated the 12th March, 1868.

It is interesting that, although Moshesh asked for British protection, the Basuto were received as British subjects and not as protected subjects by the Proclamation of 1868, part of which reads:—

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

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

The people never took kindly to the Cape Colonial rule, and after various disturbances the Government of the Cape, in 1880, extended to Basutoland the provisions of the Cape Peace Preservation Act of 1878, which included a clause for the general disarmament of the Basuto. They refused to accept the terms

and, after a war lasting nearly a year, an agreement was arrived at under which the Act was repealed and certain fines were paid by the tribe.

Although outwardly peace was restored, there still remained several chiefs who would not submit, 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 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.

II.—GOVERNMENT.

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*. The Financial Secretary prepares the Estimates of Revenue and Expenditure and the Annual Accounts. 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.

For administrative purposes the country is divided into seven districts under District Commissioners: Maseru, Leribe (including the sub-district of Butha Buthe), Teyateyaneng, Mafeteng, Mohale's Hoek, Quthing, and Qacha's Nek (with the sub-district of Mokhotlong). These districts are divided into chiefdoms and sub-chiefdoms presided over by the hereditary chiefs and sub-chiefs allied to the Moshesh family who are responsible to the Paramount Chief in all matters relating to native law and custom.

In 1902 there was established a Basutoland Council in place of the National Pitso which was previously held once every year. Its constitution and functions are defined by Proclamation No. 7 of 31st March, 1910. The Council consists of 100 members, including the Paramount Chief as Chief Councillor with the Resident Commissioner as President. The Resident Commissioner nominates five members and the remaining 94 are nominated by the Paramount Chief and confirmed in their appointments by the Resident Commissioner. The Council exists for the discussion of the domestic affairs of the Territory.

The 1938 Session of the Council took place in November. The Councillors asked many questions concerning the Joint Statement issued by General Hertzog and the Secretary of State for Dominion Affairs regarding the transfer of the government of the High Commission Territories to the Union and the

formation of the Joint Advisory Conference established to study openings for co-operation between the Union Government and the Administrations of the High Commission Territories in matters affecting the development of the Territories and to consider any matters of joint concern.

The details of execution of the various Government schemes for the improvement of the people's health, agriculture and education were discussed and recommendations were made to the Government. The Director of Agriculture and the Principal Medical Officer, as is customary, addressed the Council, outlining the work of their respective departments during the year, and answering questions put to them by the Council.

The Council then debated its own constitution and certain native laws and customs.

III.—POPULATION.

The following are comparative figures for the years 1921 and 1935, and indicate the increase and distribution of the population.

COLONIAL REPORTS—ANNUAL

District.	1921.			1926.			Increase or Decrease.					
	Numerical.			Numerical.			Percentage.					
	Males.	Females.	Persons.	Males.	Females.	Persons.	Males.	Females.	Persons.	Males.	Females.	Persons.
ALL RACES.												
Berea ...	24,273	32,669	56,942	22,657	33,078	55,735	1,616	409	1,207	— 6.66	1.25	— 2.12
Buthe ...	46,626	61,639	108,265	{ 14,535 40,638	20,519	35,104	8,597	16,109	24,706	18.44	26.13	22.82
Leribe ...	30,270	37,492	67,762	30,602	40,699	71,301	332	3,207	3,539	1.10	8.55	5.22
Mafereng ...	44,978	55,278	100,256	47,339	61,812	109,151	2,361	6,534	8,895	5.25	11.82	8.87
Maseru ...	27,360	33,648	61,008	27,823	37,869	65,692	463	4,221	4,684	1.69	12.55	7.68
Mohale's Hoek ...	32,727	33,559	66,286	{ 16,383 20,707	19,871	36,454	4,563	11,884	16,447	13.94	35.41	24.81
Mokhotlong ...	17,601	20,661	38,262	19,331	25,397	44,728	1,730	4,736	6,466	9.83	27.92	16.90
Quthing ...	223,835	274,946	498,781	240,268	322,046	562,311	16,430	47,100	63,530	7.34	17.13	12.74
Total ...	78	54	132	56	38	94	22	16	38	— 28.21	— 29.63	— 28.79
EUROPEANS.												
Berea ...	142	118	260	{ 29 73	21	50	40	16	56	— 28.17	— 13.56	— 21.53
Buthe ...	139	123	262	98	91	189	41	32	73	— 29.50	— 26.02	— 27.86
Mafereng ...	309	303	612	304	270	583	5	24	29	— 1.62	— 7.92	— 4.74
Maseru ...	88	71	159	71	79	150	17	8	9	— 19.32	+ 11.27	— 5.66
Mohale's Hoek ...	42	21	63	{ 17 45	9	26	+ 20	+ 25	+ 45	+ 47.62	+ 119.05	+ 71.43
Mokhotlong ...	68	47	115	57	49	106	— 11	2	9	— 16.18	+ 4.26	— 7.83
Quthing ...	866	737	1,603	750	684	1,434	— 116	— 53	— 169	— 13.40	— 7.19	— 10.54
Total ...	866	737	1,603	750	684	1,434	— 116	— 53	— 169	— 13.40	— 7.19	— 10.54

NATIVES (BANTU).

Berea ...	24,133	32,541	56,674	31	32,991	55,522	1,602	450	1,152	6.64	1.38	2.03
Butsha Buthe ...	46,357	61,437	107,794	{ 17,167	20,402	34,869	8,501	15,950	24,451	18.34	25.96	22.68
Leribe ...	30,016	37,263	67,270	{ 40,391	56,985	97,376	378	3,227	3,585	1.26	8.61	5.33
Maleteng ...	44,550	54,828	99,378	{ 30,394	40,470	70,864	2,322	6,537	8,859	5.21	11.92	8.91
Maseru ...	27,132	33,436	60,568	{ 46,872	61,365	108,237	496	4,245	4,741	1.83	12.70	7.83
Mohale's Hoek ...	32,668	33,525	66,193	{ 27,628	31,681	65,309	4,512	11,839	16,351	13.81	35.31	24.70
Mokhotlong ...	17,486	20,565	38,051	{ 16,552	19,860	36,412	1,756	4,745	6,501	10.04	23.07	17.08
Quthing ...	222,342	273,595	495,937	{ 20,628	25,504	46,132	16,363	46,973	63,336	7.36	17.17	12.77
Total ...				{ 19,242	25,310	44,552						

BASUTOLAND, 1928

COLOURED (OTHER THAN BANTU).*

Berea ...	62	74	136	70	49	119	8	25	17	12.90	33.78	12.90
Butsha Buthe ...	127	84	211	{ 89	96	185	136	175	311	107.19	202.33	147.39
Leribe ...	115	106	221	{ 174	163	337	5	32	27	4.35	30.19	12.22
Maleteng ...	119	147	266	{ 110	138	248	44	21	65	36.97	14.29	24.44
Maseru ...	140	141	281	{ 124	109	331	16	32	48	11.43	22.65	17.08
Mohale's Hoek ...	17	13	30	{ 14	2	16	31	20	51	182.36	153.85	170.01
Mokhotlong ...	47	49	96	{ 34	31	65	15	11	26	31.91	22.45	27.08
Quthing ...	627	614	1,241	{ 32	38	70		180	363	29.17	29.31	29.25
Total ...				810	794	1,604	183					

* Asiatic included with Coloured.

The following table enumerates the native (Bantu) population, and absentees stated to be absent at labour centres:—

District.	Population Enumerated.			Absentees at Labour Centres.			Total Population.		
	Males.	Females.	Persons.	Males.	Females.	Persons.	Males.	Females.	Persons.
1. Berea ...	22,531	32,991	55,522	8,953	1,865	10,818	31,484	34,856	66,340
2. Butba Buthe ...	14,467	20,402	34,869	6,180	2,267	8,447	20,647	22,669	43,316
3. Leribe ...	40,391	56,953	97,376	13,715	2,375	16,090	54,106	59,360	113,466
4. Mafeteng ...	30,394	40,470	70,864	9,746	2,454	12,200	40,140	42,924	83,064
5. Maseru ...	46,872	61,365	108,237	16,771	6,808	23,579	63,643	68,173	131,816
6. Moshale's Hoek ...	27,628	37,681	65,309	7,028	916	7,944	34,656	38,597	73,253
7. Mokhotlong ...	16,552	19,860	36,412	2,519	490	3,009	19,071	20,350	39,421
8. Jacobs's Nek ...	20,628	25,504	46,132	6,674	2,784	9,458	27,302	28,288	55,590
9. Quthing ...	19,242	25,310	44,552	7,018	2,710	9,728	26,260	28,020	54,280
Total ...	238,705	320,568	559,273	78,604	22,669	101,273	317,309	343,237	660,546

The following is a comparative statement of the density of the population (other than European) in 1911, 1921 and 1936:—

	1911.	1921.	1936.
Number of persons per square mile ...	34·41	42·44	47·99
Number of acres per head of population	18·60	15·08	13·33
Number of occupied huts per square mile.	10·86	16·99	20·42
Number of persons to each hut... ..	3·61	2·84	2·35

There is no compulsory registration of births or deaths, and figures for the number of marriages according to Native custom are not available. Marriages according to Christian rites numbered 1,289 during 1938, compared with 1,345 in 1937.

IV.—HEALTH.

The medical staff of the Territory consists of a Principal Medical Officer, nine Medical Officers, one Assistant Medical Officer, and one District Surgeon. A Medical Officer is stationed at each district headquarters and an Assistant Medical Officer or a District Surgeon at the two sub-district headquarters. There are also a Medical Superintendent and a Medical Officer at the Leper Settlement.

The untimely death of the African Assistant Medical Officer at Mokhotlong, Dr. Motebang, in June, 1938, has been a great loss to the Territory. As no other qualified African doctor could be secured to fill the vacancy a temporary European Medical Officer has been posted to carry on the work. It is hoped in due course to obtain the services of another African doctor for this station.

There are five Governmental general hospitals staffed by qualified European nurses with Native subordinate nursing staff and three smaller cottage hospitals entirely staffed by Native nurses of whom three are trained and certificated. When the Quthing hospital is completed in March, 1939, there will be accommodation for 240 Native and 13 European patients in Government hospitals. At each of the district and sub-district headquarters daily dispensary clinics are conducted by the Medical Officer in charge. The medicines prescribed by the Medical Officers are dispensed by trained African dispensers.

Hospital services in the Territory have been very appreciably augmented by the establishment of three Medical Missions, to which reference was made in the report for 1937. These hospitals are situated at Morija, Roma and Ntaote and beds are available for 26, 28 and 16 patients respectively.

As a result of efforts by Government and Missions the accommodation available for Native patients will have been increased from 140 beds in 1935 to 310 beds in April, 1939, which is

approximately one bed per 1,900 of the Native population as compared with one bed per 4,000 of the population in 1935.

The following were the major developments accomplished during 1938:—

(a) Extension of Mafeteng hospital from 22 to 42 beds completed and functioning.

(b) Maternity block at Maseru hospital (16 beds) completed and functioning.

(c) Extension to Quthing hospital from 12 to 26 beds will be ready to function in March, 1939. This includes isolation rooms, new operating theatre and laundry.

(d) Rest-houses each consisting of five rooms to shelter out-patients coming from long distances completed at Leribe and Qacha's Nek and nearing completion at Mafeteng and Maseru.

(e) Protection of Native village water supplies. This important public health measure of protecting village springs from pollution and at the same time increasing the water available for household purposes by preventing seepage was continued in 1938. A total of 200 springs were dealt with in Butha Buthe, Leribe, Teyateyaneng, Maseru and Mafeteng districts. The average cost per spring is under 40s. Government provides the material and skilled labour and the village residents the unskilled labour. The results have been so gratifying that dozens of applications are now being received from chiefs and headmen of villages neighbouring those where the work has been completed. The Government intends to continue dealing with 200 to 250 springs per annum.

(f) Smallpox Vaccination Campaign. Early in 1938 a smallpox epidemic occurred on the Witwatersrand in the Transvaal whence large numbers of Basuto return after periods of work and as a very large proportion of the Basuto were unvaccinated Government began a vaccination campaign throughout the Territory. By the end of the year approximately 376,000 vaccinations had been carried out.

(g) The erection of manure " Baber " fly traps which was commenced in Maseru in 1937 is being continued. Ten additional " traps " were erected in 1938.

(h) The installation of water-borne sewage throughout the Maseru Hospital was completed in 1938.

Government Hospitals and Dispensaries.

Four thousand, four hundred and thirty-four patients were treated in Government hospitals, as compared with 3,644 in 1937; and 2,593 operations (907 major) were performed. The

increased number of in-patients was due to the larger number of beds available. For some years hospitals have been at saturation point, so the increased number of in-patients in 1938 is not due to more illness but simply that patients who previously had to be turned away could be treated in hospitals. The maternity block at the Maseru Hospital commenced to function on 1st April, 1938. At first patients were disinclined to make use of it as they thought that only difficult labours were suitable cases for a hospital; gradually this misapprehension is disappearing and increasing numbers now ask that beds be reserved for their confinements and to have the benefit of the ante-natal clinic which is part of the organization. In the nine months of the year (April to December, 1938) 169 patients were admitted; of this number 82 had deliveries; the remainder suffered from complications of pregnancy or untoward results of confinements that had taken place at the patients' homes. The attendances at the ante-natal clinic averaged 35 a week.

The following table gives a summary of the work carried out at the Government hospitals and dispensaries in each district:—

District.	In-patients treated in hospital.	Out-patients treated at dispensaries (including those receiving injections for syphilis).			
		First attendances.	Subsequent attendances.	Injections for syphilis.	Total.
Maseru... ..	1,249	13,884	9,588	1,509	24,981
Leribe	758	12,064	6,282	700	19,046
Mafeteng	848	10,073	4,565	577	15,215
Mohale's Hoek	484	7,086	1,118	1,570	9,774
Qacha's Nek ...	614	7,364	2,040	465	9,869
Quthing	274	5,120	3,245	232	8,597
Teyateyaneng...	116	10,154	3,333	493	13,980
Mokhotlong ...	91	3,056	1,500	502	5,058
Butha Buthe ...	—	715	—	—	715
Totals	4,434	69,516	31,671	6,048	107,235

The following table indicates the work that was carried out by the three Medical Missions:—

Mission.	Hospital in-patients.	Dispensary attendances.
Roma Mission	480	8,975
Morija Mission	143	3,980
Paray Mission (Ntaote)	177	5,337
Totals	800	18,292

Public Health.

(a) *Epidemic and general diseases.*—There were no major epidemics during the year. Typhus Fever (11 cases) occurred in two outbreaks which were traced to infection from outside the Territory. Enteric Fever (164 cases) continues to occur seasonally after the onset of summer rains. The protection from pollution of village springs (see (e) above) will help materially to reduce the incidence. Tuberculosis (710 cases) shows an appreciable reduction from 1937 when there were 812 cases (423 pulmonary). Pellagra (400 cases) is seen in increasingly large numbers attending the dispensaries. Apart from these frank cases a much greater number during spring and early summer have a sub-pellagroid condition which does not appear to cause the individual much inconvenience except a feeling of being slightly below par; these people improve very quickly when summer crops are ready for consumption. The impression among all medical men in the Territory is that this disease is associated with the eating of milled white maize from which the husk has been removed. Venereal Diseases occurred in much the same number as in 1937: Syphilis primary, 481, secondary 4,834, tertiary 1,456, hereditary 1,266, gonorrhoea 1,788 cases.

(b) *Food supplies.*—The crops of maize, millet and wheat in 1938 were good and where these were insufficient for the needs of certain localities money earned by labourers on the gold-mines enabled the people to augment the shortage.

The campaign initiated in 1935 for destroying field rodents (gerbilles) by means of poisoned wheat, which is prepared by Government and distributed free of charge in large quantities, continues. At a cost of less than £500 per annum many thousands of bags of grain are saved annually from the ravages of these rodents.

Increasingly large quantities of peas and beans are being grown and consumed by the Basuto, thus providing proteins which are generally very scarce in the diet of the people. The production of green vegetables by peasants throughout the Territory is expanding and is bound to have a beneficial result on the health of the people.

(c) *Water supplies.*—Most of the villages in the Territory have their own springs from which households obtain their domestic supplies of water. Wells and bore-holes are not used by the natives in Basutoland. A very large number of the springs are a mere trickle yielding not more than 100 gallons of water in the 24 hours, sometimes less, the water being tediously drawn from a small cup scooped out of the earth. The water is invariably infected from surface pollution and much of it is lost by seepage. To provide water adequate in quantity and free

from pollution the Government, as explained above, is undertaking the protection of village springs. The benefits to be expected need no comment.

Leper Settlement.

The Leper Settlement, opened in 1914 at Botsabelo, four miles from Maseru, is actually part of the Medical Department though it has a separate departmental vote. It is staffed by a Medical Superintendent, a Medical Officer, a Matron and two European staff nurses.

The number of leper patients on 31st December, 1938, was 704, as compared with 669 in 1937. The following comparative tables show fluctuations of patient population at the Settlement:—

<i>Additions.</i>			1937.	1938.
New cases admitted	...	...	104	110
Recurrent cases re-admitted	...	...	25	18
Deserters re-admitted	...	...	27	22
Total additions	...	...	156	150
<i>Losses.</i>			1937.	1938.
Discharge of arrested cases	...	...	71	36
Deaths	...	...	59	56
Desertions	...	...	41	23
Total losses	...	...	171	115

It will be seen in the above tables that the increase in population is owing to the smaller number of " losses " rather than to an increase in the number of new cases admitted.

The increase of new additions is no doubt due to (a) the appointment of two new Leprosy Inspectors who are doing excellent work, (b) increased interest and sense of responsibility created among the older Leprosy Inspectors and Chiefs as a result of regional leprosy surveys carried out in parts of the Qacha's Nek, Quthing and Mafeteng districts by the Medical Officer of the Leper Settlement.

The marked reduction in " losses " is accounted for by fewer discharges of arrested cases which is difficult to explain, but for some reason a considerable number of neural type cases instead of improving as in past years have taken on the cutaneous (nodular) type of disease which is less amenable to treatment and much more infectious. This has been specially noticeable among a large proportion of patients who within a few months of their admission in 1938 changed from the neural to the nodular type.

To keep closer touch with discharged patients and to allow more frequent examinations of families and villages in which leprosy is known to have existed, the number of African Leprosy Inspectors has been increased from six to eight.

The Leper Settlement has been provided with a motor-van to facilitate the transport of lepers from remote districts and to convey discharged cases, a number of whom are mutilated, to points on main roads near their homes.

Regional surveys were made by the Medical Officer of the Settlement in parts of the Qacha's Nek and Quthing districts and in part of the Mafeteng district towards the end of 1937 and early in 1938. The former area, which has been recognized as the most heavily infected part of Basutoland, is in remote mountainous regions and the latter is in the plains. In the former out of 13,187 persons examined 42 showed signs of active leprosy, most of them very early cases of a mild type, and in the Mafeteng district out of 14,555 persons examined five were found to have the disease in a very early and mild form. The marked difference in the incidence of the areas surveyed is due to the difficulty experienced by inspectors in carrying out sufficiently frequent inspections in the highlands and the difficulty of transporting patients to the Settlement compared with the lowlands where travelling facilities are easy. These surveys show that, provided sufficiently close touch is maintained by the inspectors and patients can be promptly transported to the asylum, the policy of institutional segregation will gradually remove the foci of infection and the expectation is justified that eventually leprosy in Basutoland will be reduced to a negligible figure, if not eradicated.

The marked reduction in the number of deserters is most satisfactory. The patients are happy and contented and those who desert generally do so because of some important family matter which they wish to attend to personally. An important factor in maintaining the contentment of patients is that every effort is made to employ as many of them as can perform manual work on agricultural work or in the compounds and by instructing them to weave woollen articles. Each compound has a "loud speaker" for the relaying of wireless or gramophone programmes and every fortnight the patients are given a cinema show. There are schools for leper children in which they are taught to play games and occupy themselves in useful pursuits such as carpentry, knitting, weaving, etc. It is generally recognized in leper institutions that employment and relief of boredom are important adjuncts in the treatment of the disease.

V.—HOUSING.

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

The Basuto live in villages under tribal authority and their huts are, on the whole, healthy, if primitive. These huts are built of sods or stone, with a mud floor and thatched roof; and the average number of persons to each hut occupied was 2·35 in 1936 compared with 2·84 in 1921.

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.—NATURAL RESOURCES.

Development.

Extent of Cultivation.—It is estimated that approximately 10 per cent. of the total area of the Territory is under cultivation. The figures are:—

	<i>Acres.</i>
Total area of territory	7,498,240
Estimated area under cultivation	750,000

It does not follow that the whole of this cultivated acreage is under the plough in any one year; but in a good season it can be assumed that practically all the arable land available is ploughed and sown. There has been a tendency to plough up more land in the mountain districts for the production of wheat. Many lands which had been abandoned in the lowlands are now coming under cultivation again after being reclaimed by anti-soil erosion works.

In the lowland regions the area devoted to grazing is relatively small; the main pasture lands are in the mountains where whole valleys are utilized solely for this purpose. The following extract from the Ecological Survey Report* is interesting in this connection:—

“ . . . little use of the mountains proper was made by the Basuto until towards the end of the last century when settlement, starting in the Orange River valley, began to make rapid strides. Then gradually, with the saturation of the lowland grazing, outposts were established in the mountains by the bigger stock owners.”

Forestry.—With the exception of the seven wooded valleys which are under complete protection, the willow trees which

* Published 1938—obtainable from the Crown Agents for the Colonies, London.

grow along the banks of the rivers, and poplar trees in plantations and those grown as anti-soil erosion measures, the territory is practically devoid of trees. Steps have been and are being taken to increase considerably the number of trees in the territory.

For several years past, fruit trees have been issued to those natives who have laid out well-terraced gardens and who have followed the advice of the Government in vegetable growing. These issues have been much appreciated and the majority of the trees have been well tended and have made excellent growth. During 1938, 1,890 peach and apricot trees, raised in the seed multiplication plots, were issued.

Mineral Development.—No mineral development has so far taken place in the territory. A preliminary geological survey of the whole country is at present being carried out by an officer seconded from Tanganyika Territory.

Possibilities of Development.—In the lowland areas any further increase in cultivation, at any rate of an extensive nature, is impossible. Much greater use could, however, be made of the land already under cultivation by the adoption of more intensive methods and the application of scientific principles. To attain this is one of the main objects of the Government's agricultural policy.

In the mountains it is possible to extend the arable areas, particularly by the cultivation of more wheat, peas, beans and vegetables.

Soil Conservation.—Soil conservation was started on an extensive scale early in 1937 as a result of a loan of £160,233 from the Colonial Development Fund for the purpose. All phases of the work were greatly intensified during the year. Terrace construction was undertaken in all lowland districts and additional power plant was procured.

The following table shows the progress that has been made to date:—

<i>Measure.</i>	<i>Previous to 1938.</i>	<i>During 1938.</i>	<i>Total to end of 1938.</i>
Area reclaimed, in acres ...	8,310	19,240	27,556
Length of terrace constructed, in yards ...	858,831	2,078,746	2,937,577*
Number of dams constructed ...	29	20	49
Number of trees planted...	43,296	128,662	171,958
Area fenced, in acres ...	267‡	386	653‡

* *Note.*—This does not include the many thousands of yards of partially finished work cut by plant but still at the end of 1938 requiring manual work to complete it.

In cultivated lands over 626,000 yards of terrace bank, representing an area of approximately 500 acres, were sown with lucerne during the year, and 60,000 yards of bank were planted with the local thatching grass (*Hyparrhenia*). In addition to affording the necessary vegetative cover to terraces, the lucerne is of value not only as feed for stock but also as spinach for the people, and thatching grass is greatly in demand for building purposes. *Cynodon dactylon*, kikuyu and numerous other varieties of grasses palatable to stock were sown or planted on terraces in pasture areas.

Many more dams were constructed this year owing to the importance of dams in soil conservation work, not only to slow up and retain surface run-off, but also to reduce trampling of pasture by providing numerous convenient watering places for stock.

The extensive planting of trees now being undertaken will appreciably relieve the acute shortage of firewood in the territory and will result in manure being used as fertiliser instead of fuel. Peach and apricot trees are also being planted in order that the diet of the people may be supplemented by fresh and dried fruit.

The establishment of vegetative cover in dongas, improvement of pastures and increased crop yields clearly demonstrate the beneficial results of the soil conservation measures carried out.

Research and Experimental Work.

The Ecological Survey.—As a result of the Ecological Survey of Basutoland the following suggestions have received and are receiving attention:—

(a) Grazing experiments, on the lines laid down in the report, have been started at Maseru by the fencing of enclosures. A range of grazing experiments will also be started in the mountain districts during the coming season.

(b) An organized system of grazing for the entire Territory is under consideration.

After a survey of the main bridle-paths in the mountain area in 1937, much useful work has been carried out on the construction of these paths throughout the Territory. The paths have been well laid-out and constructed, and are a great help to the mountain native when transporting his produce to the lowlands for sale.

Maseru Experimental Station.—During 1938 the following experimental work was carried out at this station which has now been in existence since 1935:—

(a) The testing of strong, high-gluten content wheats for resistance to disease and general suitability for growth in Basutoland.

(b) The testing of varieties of maize and sorghum, primarily for early maturity and yield.

(c) The testing of a great variety of grasses, particularly stoloniferous varieties, for use in anti-soil erosion work.

(d) The production of fruit trees for use in the vegetable and horticulture schemes.

(e) The production of *Robinia pseudacacia* and other trees which coppice rapidly, for planting in badly eroded watershed and other areas to consolidate anti-soil erosion measures.

At the various Government stations smaller experimental or multiplication plots have been fenced in and large quantities of *Robinia pseudacacia* and fruit trees are being raised for distribution. Further tests of different varieties of cereals which have been grown at the Maseru Experimental Station and give promise of being a useful introduction to Basutoland agriculture are also being carried out in these plots before the cereals, etc., are issued to the native farmers.

Winter Cereal Experimental Work.—Weather conditions were again very unfavourable to the cultivation of wheat due to drought and a severe attack of the wheat louse (*Toxoptera graminum*). The majority of the dry land plots and all the latter plantings under irrigation were a complete failure.

Of the imported Canadian varieties "Reliance", "Red Bobs", "Ceres", "Marquis" and "Reward" have again shown great promise, producing good yields which have every appearance of excellent quality. Of the local wheats, "Bird-proof" and "Lalkasawali" were the outstanding varieties. The successful Canadian wheats will now be tried out under field conditions.

Summer Cereal Experimental Work.—Although the spring rains were later than usual, the season thereafter was very favourable to the growth of summer cereals and results were good, particularly from the Sorghum trials. The maize results were adversely affected by the mealie stalk borer. A further six early maturing varieties of sorghum were introduced from Swaziland for trial. Of all the introductions "Swaziland Strain 2" has given the most promising results.

Of the various varieties of maize so far tested Boesman and Mazena Bread Mealies have been found most suitable for late planting, and North American White Flint, Anveldt, Wisconsin and Synthetic have proved the most useful varieties for early planting.

Grass Experimental Work.—Research was considerably extended during the season. The more promising varieties such as *Digitaria scalarum*, *Paspalum notatum*, *Poa inermis* and *Agrostis tenuis* have been planted out to test their relative usefulness for grassing contour banks, etc., but it is still too early to draw conclusions about the relative value of the varieties being tested or whether any of these will give success similar to that already secured by the use of kikuyu and *Cynodon dactylon*.

Principal Crops.

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

In the mountains the most reliable crops are wheat, peas and barley, all sown in early spring; maize and sorghum flourish better in the comparatively warm lowlands, and only a relatively small proportion of these crops is produced in the highlands. Other lowland products are autumn-sown wheat and spring-sown beans, vegetables and fruit.

The approximate acreage of the principal crops sown during the present season and the yield secured are given in the following table. The figures for 1937 are also given for comparison.

<i>Crop.</i>	<i>Acreage sown.</i>	<i>Yield in bags of 200 lb.</i>	<i>Remarks.</i>
Maize	375,000	873,750	The yield and quality of the maize crop was bad compared with that of the previous year in the lowlands, due to an adverse season. Crops in the foothills were good.
Wheat	264,375	257,812	The wheat crop in the lowlands was a failure. Excellent crops were, however, harvested in the mountain and semi-mountain districts.
Sorghum	93,750	197,812	Owing to the late spring rains, planting was delayed and a lot of grain did not mature before the frosts.
Peas, beans, barley, and other crops.	46,875	109,218	The crop of beans was, on the whole, poor. Excellent crops of peas and barley were harvested in the mountain districts.

1937.

Maize	374,912	1,135,983
Wheat	234,313	363,645
Sorghum	93,728	297,117
Peas, beans, barley, and other crops.	46,864	148,558

Vegetable Production.—The development of vegetable production continues to make rapid progress. The Basuto are now realising that by using the denuded areas around their villages, which previously only produced weeds, they can produce a large amount of palatable and healthful food from comparatively waste land.

The necessity for the establishment of terraced vegetable gardens in order to improve the diet of the people and as a direct anti-erosion measure is being kept constantly before the people by means of propaganda.

At the end of last season there were 1,774 vegetable gardens which had been laid out and planted under the supervision of the Agricultural Department, and during 1938 this figure has been increased to 2,927, an increase of 1,153. The Basuto are also profiting by the ocular demonstration afforded by these gardens, and it is estimated that at the present time there are about 1,000 additional vegetable gardens. Many of these gardens are laid out on the same lines as those belonging to natives who have worked under the direct guidance of an Agricultural Demonstrator.

The past season was a successful one for vegetable production. Sales were organized at a number of centres so that the surplus vegetables could be disposed of. Good prices were obtained from other Natives and Europeans. It is certain that the constant advice of the Department to grow vegetables, chiefly for home consumption and not entirely for sale, is being carried into effect.

Pasture.—Undoubtedly, since the great drought of 1933, an extraordinary improvement in the pastures, especially in the mountains, has taken place. Previously large tracts of the best grazing had been rendered almost useless by the spread of Bitter Karroo Bush (*Chrysocoma tenuifolium*).

The general improvement has been caused by:—

- (1) Under-stocking due to the great depletion of stock caused by the drought and subsequent sales and deaths due, among small stock, to internal parasites.
- (2) The drought was followed by five years of exceptional summer rainfall which was responsible for an outstanding growth of grass.
- (3) Judicious spring burning.

Through these causes the Bitter Karroo bush has been considerably reduced and much of the country which was formerly almost useless for grazing has now reverted to good Rooi grass (*Themeda triandra*) grazing. In order to prevent the Bitter Karroo bush from again spreading systems of grazing for the mountain districts are now being considered.

Organization.

Land Tenure.—With the exception of the Government Reserves and land provided for the various Missions, all land in Basutoland is held by the people under the communal system. In actual practice there is a difference in the application of the system to grazing land and to cultivated land. All grazing land, including the grazing on cultivated land after the crops are removed, is strictly communal. The arable or cultivated land, while remaining the property of the nation, is granted to family heads under the ancient and well known "three field" system. In Basutoland there is no recognized acreage laid down for the size of these fields, which are estimated to average two acres.

The Producer.—In Basutoland the family is the production group, the family being taken to include the father, wife and all unmarried children. However, such groups are not highly organized or rigidly defined, and many exceptions occur. But as a general rule the individual as such has no place in the economy. The most striking exceptions are those cases—recently becoming more numerous—of native-owned stores, small craftsmanship enterprises and transport concerns.

Associations.—At the present time there are in the territory 101 farmers' associations with a membership of 2,657—an increase of 42 since 1937. They are not co-operative societies in the true sense as there is usually no joint financial liability. The main objects for which the associations were founded are to stimulate interest in good agricultural methods, to introduce better quality seed and stock and to organize co-operative buying and selling. Demonstrations and shows are found very useful means to these ends.

The majority of the associations are doing good work for the advancement of Basuto agriculture and the Government gives them every encouragement. They tender for Government supplies of fodder and maize and in 1938 the Peka Association obtained the local contract for the supply of maize. The associations themselves organize the agricultural shows and in 1938 held them at Leribe, Peka, Teyateyaneng and Masite. Grants-in-aid were given by the Government.

Demonstration Work.

At present there are 26 Native Agricultural Demonstrators employed in the territory. These men work under the supervision of the Agricultural Officers in the lowlands and the Assistant Agricultural and Livestock Officers in the mountains. The agricultural demonstration plots worked by these men were in most districts outstanding and a slow but sure improvement in the general agricultural methods practised by the Basuto, due to the lessons learned through demonstration work, can be seen.

The campaign for the laying out of properly terraced gardens and the growing of vegetables and fruit trees is in the hands of the Agricultural Demonstrators and is taking up an increasing amount of their time.

During the season the Agricultural Officers and Demonstrators gave 746 lectures which were attended by 25,904 people and were responsible for working the following number of field demonstration plots:—

Wheat...	...	...	...	...	...	149
Maize ...	...	...	...	...	...	252
Sorghum	...	...	...	...	...	17
Potatoes	...	...	...	...	...	4
Peas, beans, and other crops	...	...	...	...	...	16

Animal Husbandry.

The year has been a successful one. The livestock improvement schemes were continued and the work was facilitated by favourable weather conditions throughout the year. Although the rainfall was less than in 1937 it was more evenly spread over the year.

Small Stock.—The territory continues to enjoy freedom from scab. The incidence of "ked" is engaging the attention of the Government and sheep owners are being advised to dip their sheep. Dipping will be free at the existing dipping-tanks.

Monthly dosing for internal parasitism was continued throughout the year and 11,518,613 doses were administered for the eradication of vermes having the gastro-intestinal tract as their domicile. Many small stock were also dosed for "Liver Fluke" but happily the incidence of this disease is localised in certain upland marshy areas.

Stock-owners realize the advantages of these precautions and the results are excellent, particularly in the improved quality of the wool produced. Another beneficial result is the increase in the small stock population, particularly the sheep.

Owing to the increased number of dosing sites and the suspension of dosing operations for short periods before and after lambing, no reports of post-dosing mortality were recorded.

All stock are dosed by the owners themselves, on specified dates and at specified centres, under the supervision of officers of the Veterinary Department. The Government provides the dosing remedy and the sheep-farmer pays for it by purchasing coupons which are exchanged for the dosing remedy at the dosing centre.

Improvement of Wool, etc.—As a result of the compulsory dosing scheme, the elimination of rams carrying coarse, hairy wool, and the introduction of selected merino rams, the production of better wool is gradually being established. During 1938 21,535 undesirable rams and ram lambs were emasculated. The number of undesirable rams and ram lambs emasculated by officers of the department during the last four years totals 51,342. During 1938 the Government imported 485 selected merino rams from prominent breeders in the Union for re-sale to native flock owners. The total number of high-class rams imported by Government is 1,748.

During the year the Government agreed to the policy of free dipping of sheep, by voluntary request, for "ked", and also all small stock destined for export. The Union Government has now waived the condition that all small stock exported via Qacha's Nek, Bushman's Nek, Ficksburg Bridge, Maseru and Van Rooyen's Gate must be dipped twice in an approved dip. The procedure now adopted at these ports of entry into the Union is a table inspection by an authorized officer.

Wool Classing.—The quality of the wool produced in Basutoland has improved considerably. In 1937 the Government began a wool-classing scheme and employed eight stationary and sixteen portable shearing outfits. During 1938 the portable shearing outfits were increased to twenty-three. The services of a temporary European wool-classing expert were secured to help with heavy work in the Qacha's Nek district: otherwise all the supervisory work was done by officers of the European field staff assisted by trained members of the Native Veterinary staff. It is hoped in time to train the Native farmer to class his own wool.

During the year 49,629 sheep were shorn under official supervision yielding 250,645 lb. of classed wool. The main object of the scheme is to establish definite lines, for the classed product, on the market and already considerable headway has been made. Unfortunately owing to a continuance of downward fluctuations in prices, due to the unsettled state of international affairs, the position has been made difficult for buyers and disappointing for producers. Nevertheless, in spite of this, most of the traders in the territory were willing to pay higher prices for classed wool offered to them than for unclassified. In response to trade requests, wool-classing demonstrations were held at Mafeteng, Maseru and Leribe. These demonstrations were well attended.

Census.—A small stock census was taken during the year. The following table shows comparative figures for the last eight years:—

Year.	Sheep.	Goats.	Decrease.		Increase.	
			Sheep.	Goats.	Sheep.	Goats.
1931 ...	2,828,700	1,005,822				
1932 ...	1,949,322	723,447	879,478	282,375		
1933 ...	1,884,597	669,195	64,725	54,252		
1934 ...	1,469,199	530,921	415,398	138,274		
1935 ...	1,285,596	432,230	183,603	98,771		
1936 ...	1,264,344	410,620	21,252	21,610		
1937 ...	1,283,394	411,931			19,050	1,321
1938 ..	1,470,361	489,574			186,967	77,643

The above table shows that since the inauguration of the dosing scheme in 1936 the small stock population has increased considerably because compulsory monthly dosing for internal parasites has stemmed the mortality.

Figures for exports of wool and mohair are given in Chapter VII.

Cattle.

Anthrax.—As a result of the measures taken during the past few years the incidence of anthrax in the Territory has materially decreased. All cattle entering the Territory are inoculated at the ports of entry. During the year certain ports of entry were proclaimed and no cattle may enter the Territory except by way of these ports of entry. This measure has assisted officers of the department considerably and affords no small measure of protection from the introduction of anthrax from outside sources.

The following table shows comparative figures for the last five years:—

Year.	Census.	Decrease.	Increase.	Imports.	Exports.
1934 ...	400,000	N.B.—No census was taken in 1934. The figure given is estimated.			
1935 ...	352,331	47,669	—	2,866	6,503
1936 ...	414,872	—	62,541	6,995	9,913
1937 ...	418,921	—	4,049	11,746	8,477
1938 ...	434,990	—	16,069	12,073	5,544

Cattle Improvement—The policy of emasculating, with the owners' consent, inferior bulls was pursued and as a result 2,531 animals were castrated by officers of the Agricultural Department. This figure does not include the numbers emasculated by the owners themselves of which no records are available. The introduction of "scrub" bulls is still prohibited.

The scheme for improving the cattle in the Territory by maintaining Government-owned bulls of good breed and quality in camps for serving the people's cows was continued. There are in the Territory eight bull camps housing 24 bulls and in the 1937-8 season 571 selected cows were placed in the camps and of them 438 were served.

In order to make it possible for people living at considerable distances from the bull camps to have their cows served by a Government bull, a scheme was introduced under which bulls were loaned to approved cattle breeders in various parts of the country. These breeders become caretakers of the bulls loaned to them and are allowed to charge a service fee of 1s. per cow to reimburse them for the cost of maintaining the bull. No caretaker or patron of the stud may own a scrub bull. By this means it is hoped to eliminate many undesirable bulls in the Territory. The loaning of the bulls should make the improvement in the people's cattle quicker and more widespread than it would have been had all the bulls been kept within the camps. During 1938, 44 bulls of the Afrikander and Sussex breeds were introduced and of these 41 were loaned to approved breeders.

Cattle Import Trade.—As will be seen from the import figures, cattle importations are increasing annually. During the year a standard was set for the type of cattle introduced by Basutoland traders, livestock dealers and Union farmers for bartering purposes. The cattle now introduced for this purpose are of uniform type and confined to certain breeds and grades thereof. The declaration of certain ports of entry through which cattle may only be introduced and of fixed days and hours for cattle inspection by officers of the Agricultural Department has enabled a very close check to be kept.

Cattle Export Trade.—There is practically no export from the Territory of cattle for slaughter but quite an extensive trade is carried on in trek oxen. Traders, livestock dealers and farmers introduce young cattle and acquire trek oxen by barter on the basis of two for one ox. The oxen thus acquired are exported to the Union where the Basuto trek ox is held in high esteem.

Equines.

Horses and Mules.—In pursuance of the scheme for the improvement of equines in Basutoland, 13 thoroughbred stallions and 13 Catalonian "Jacks" were introduced during the year. There were at one period of the year 35 stallions and 20 donkey "Jacks" doing service under the scheme. Of the stallions three were subsequently sold to the Native custodians.

The present distribution of the stallions and Jacks is given in the following table:—

District	Stallions	Jacks
Maseru (including 2 at Central Stud) ...	5	1
Mafeteng	7	7
Mohale's Hoek	8	7
Quthing	4	1
Qacha's Nek	3	2
Mokhotlong	2	2
Butha Buthe	1	—
Leribe	2	—
Totals	32	20

The object of the scheme is twofold: (a) To rehabilitate the once famous Basuto pony, and (b) to breed pack mules. It is estimated (final figures are not yet available) that over 600 mares were served by these stallions and "Jacks" during the spring and early summer. The service fee of 10s. is collected by custodians of loaned stallions and Jacks to reimburse them for the care and management of their charges. Everywhere, except at the central stud at Maseru, only native-owned mares are accepted for service. Concurrent with this improvement scheme is the emasculation, with the owners' consent, of undesirable stallions, and 2,120 were emasculated by officers of the Veterinary Division.

The mule population has shown a slight increase over the previous year. This essential industry is receiving the attention of the Government and, as a result, it is hoped that in years to come the mule population will materially increase.

Donkeys.—The donkey population is steadily increasing annually. Although the country carries 25,314 donkeys, traders and others have been unable to acquire donkeys in Basutoland for transport purposes. The great majority of donkeys are owned by Natives and in recent years their value for transport has been realised to such an extent that owners who are prepared to sell are asking prohibitive prices for them, forcing traders and others to buy in the Union.

The following are the census figures for Equines for 1935-6-7-8:—

	Horses.	Mules.	Donkeys.
1935	79,701	986	18,911
1936	84,650	1,275	22,361
1937	85,017	1,068	22,766
1938	87,788	1,076	25,314

VII.—COMMERCE.

The most important factor characterizing the external trade of Basutoland is the excess of imports over exports of goods. The monetary value of this adverse balance amounted in 1938

to nearly £350,000. The same figures for 1935, 1936 and 1937 are, respectively, £257,186, £409,932 and £392,107. This continued adverse balance is rendered possible by the existence of an export of labour to the mines and farms in the Union resulting in an inflow of cash to Basutoland.

Practically the whole of the retail trade is in the hands of Europeans, although during the past few years the number of native-owned stores has increased. Little bartering is carried on between the natives themselves.

The most important exports of the Territory are wool, wheat, mohair and cattle: in 1938 the values exported bore the following proportions to total exports:—

Wool	31 per cent.
Wheat	38 per cent.
Mohair	10 per cent.
Cattle	5 per cent.

During 1938 prices of wheat and cattle rose. Prices of wool and mohair fell considerably but their fall has been partially stayed by the classing scheme.

TABLE (1)

Value in £'s of total imports and total exports for the years 1920 and 1928 and the years 1934-8.

				<i>Imports.</i>	<i>Exports.</i>
1920	...	...	...	1,780,986	937,038
1928	...	...	...	921,573	1,013,392
1934	...	...	...	566,767	284,522
1935	...	...	...	588,331	331,145
1936	...	...	...	712,125	302,193
1937	...	...	...	760,736	368,629
1938	...	...	...	749,126	401,512

TABLE (2)

Values and quantities of principal imports for the years 1937-8.

	1937.		1938.	
	<i>Quantity.</i>	<i>Value.</i>	<i>Quantity.</i>	<i>Value.</i>
<i>Merchandise</i>		£ 683,578		£ 678,260
<i>Livestock—</i>	<i>No.</i>		<i>No.</i>	
Horses, Mules, etc. ...	1,806	6,514	2,704	10,677
Cattle	4,999	14,357	6,715	24,376
Sheep and Goats ...	629	554	2,303	1,239
<i>Grain—</i>	<i>Bags.</i>		<i>Bags.</i>	
Wheat and wheat meal	6,378	9,282	8,087	12,852
Maize and maize meal	55,515	37,049	33,017	18,988
Kaffir corn	10,663	8,651	2,222	1,820
<i>Other produce</i>		751		914
Totals		760,736		749,126

TABLE (3)

Values and quantities of principal domestic exports for the years 1937-8.

	1937.		1938.	
	Quantity.	Value.	Quantity.	Value.
<i>Livestock—</i>	No.	£	No.	£
Horses, Mules, etc. ...	102	575	109	730
Cattle ...	4,954	25,885	3,243	21,358
Sheep and Goats ...	—	—	563	340
<i>Grain—</i>	Bags.		Bags.	
Wheat and wheat meal ...	171,441	132,386	152,776	155,007
Maize and maize meal. . .	4,858	1,864	26,196	11,514
Kaffir corn ...	2,518	1,215	52,770	35,614
Barley ...	750	287	2,080	1,019
Beans and peas... ..	1,752	1,092	4,761	3,082
Oats ...	—	—	1,909	1,341
<i>Wool and Mohair—</i>	lb.		lb.	
Wool ...	4,662,779	142,899	6,461,852	125,241
Mohair ...	782,221	57,615	870,651	47,584
<i>Hides and Skins—</i>	lb.		lb.	
Hides ...	132,483	3,300	84,590	1,450
Skins ...	62,823	1,253	40,171	1,001
<i>Miscellaneous</i> ...	—	258	—	1,431
Totals ...		368,629		401,512

Note: A bag = 200 lbs.

TABLE (4)

The following comparative table for 1937 and 1938 indicates the country of origin of motor vehicles registered in the Territory.

Country of Origin.	New Registrations.		Total Registrations.	
	1937.	1938.	1937.	1938.
Great Britain ...	9	15	27	30
Canada ...	165	260	493	531
United States of America ...				
Germany ...	—	—	1	—
Italy ...	—	—	—	—
France ...	1	—	2	—
	175	275	523	561

Private Motor Vehicles and Taxis.

Great Britain ...	9	15	27	30
Canada ...	165	260	493	531
United States of America ...				
Germany ...	—	—	1	—
Italy ...	—	—	—	—
France ...	1	—	2	—
	175	275	523	561

TABLE (4)—*contd.*

Country of Origin.	New Registrations.		Total Registrations.	
	1937.	1938.	1937.	1938.
<i>Commercial Vehicles.</i>				
Great Britain	2	5	12	12
Canada	—	—	—	—
United States of America	49	60	141	148
Germany	—	1	1	1
	51	66	154	161
<i>Motor Cycles.</i>				
Great Britain	5	4	14	12
United States of America	—	—	2	3
Germany	—	1	—	1
	5	5	16	16

Observations.

Total imports and exports for the year 1928 have been included as the comparison between the figures for that year and those for 1938 is interesting. 1928 was the last year in which exports were greater than imports. However, in 1920 the total value of imports was £1,180,986 and exports amounted only to £937,038.

Merchandise.—From 1931 there was a continuous increase in the amount of merchandise imported until this year when the total was just less than that of 1937, though the figure for 1937 was still below the 1928 total. The figures for 1920, 1928, 1931, 1937 and 1938 are £1,091,000, £881,767, £389,237, £683,578 and £678,260 respectively.

Wool.—Wool is one of the two most important articles of export. From 1928 the amount dropped from 12,000,000 lb. to 4,500,000 lb. in 1937. But in 1938 it increased to 6,461,852 lb.

Maize, Sorghum and Wheat.—The two main foodstuffs of the Basuto are maize and sorghum in that order, then wheat and peas third and fourth. The climate and soil of the mountains are favourable to the growth of strong wheat, and for each bag of wheat the native can usually obtain about 1½ bags of maize in exchange from a trader. Some two-thirds of the total wheat crop is usually available for export. Most of the maize and

sorghum is consumed locally or stored if the crop has been good. Ordinarily more maize, sorghum and peas are imported than exported.

Cattle.—Trek oxen from Basutoland have a good market in the Union of South Africa.

Imports.—All the figures for imports given in the tables and elsewhere relate only to imports made by private individuals. In addition to these, account must be taken of imports made by Government. The estimate for this year places the figure at £56,000; this, however, must be regarded as only approximate.

Apart from foods, the chief articles bought by the natives are clothing and agricultural implements. The clothing comes largely from the Union of South Africa, the implements chiefly from Canada but some from Germany. Motor cars are being bought in increasing numbers by chiefs and native traders; the small European population also owns a considerable number.

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

There is very little tourist traffic in Basutoland.

VIII.—LABOUR.

The following table shows the number of passes issued during the past four years to enable natives to leave the territory to take up or seek employment in the Union of South Africa.

	1935.	1936.	1937.	1938.
Mines—				
Gold	29,502	34,877	30,460	47,029
Coal	472	627	1,428	2,546
Diamonds	83	229	847	30
Manganese	—	305	265	—
Other Mines	—	—	130	628
Total Mines	30,057	36,038	33,130	50,233
Agricultural	5,584	6,964	3,782	3,872
Miscellaneous Labour	9,852	13,878	14,811*	13,859*
Totals	45,493	56,880	51,723	67,964

	1937.	1938.
* Includes Railway Construction	88	94
Roads	84	146
Other Public Works	206	349

The gold mines on the Witwatersrand continue to affect to a substantial degree the economic position of the territory, employing annually large numbers of Basuto. At the close of the year 1938, 47,470 Basuto were employed in these mines.

In addition to the Basuto employed in the gold mines, there is always a fairly large number engaged in other occupations in the industrial areas of the Union. The following numbers were so employed on the 31st December, 1938: gold 47,470; coal, 2,402; diamonds, 886; other employment, 8,934: total, 59,692.

Many of the Basuto on the Witwatersrand remit money to their families in Basutoland through the Native Recruiting Corporation, Limited, and the Native Deposit and Remittance Agency, and a large percentage of the natives recruited for the mines defer a portion of their earnings for payment to them on their return to Basutoland. Many of them also make remittances through the post, and it is estimated that an amount at least equal to the amount remitted through other channels is remitted in this way, though statistics cannot be obtained. During the year, £106,993 was remitted by Basuto to their families through the Native Recruiting Corporation, and £111,697 was paid out as deferred wages, whilst a sum of over £7,600 was paid out through the Native Deposit and Remittance Agency and through other channels.

Nearly all Basuto who work in the Union do so under contracts for periods of several months. Most then return home, sometimes permanently, sometimes only for a month or so; very few stay on the mines permanently. The demand for Basuto labour on the mines almost always exceeds the supply, since most Basuto, though ready to work awhile for a supply of ready money, prefer an easy, if poor, life under the sun of their own country to a well paid life spent beneath the earth and in a mine compound.

During the year 1932 an office was opened temporarily in Johannesburg for collecting tax from Basutoland natives employed on the Witwatersrand. At the beginning of 1933 the Agency was re-opened and it has been maintained ever since. The Agency at first dealt only with the collection of revenue, but it soon began dealing with the domestic affairs of the Basuto on the Witwatersrand, encouraging them to save money, giving them home news, counteracting as far as possible the temptations of their environment, repatriating those who are indigent and, generally, giving advice and assistance to them whenever required.

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

The amount of Basutoland tax collected at the Agency during the years 1933-4 to 1937-8 was: 1933-4, £26,500; 1934-5, £33,146; 1935-6, £34,303; 1936-7, £34,477; 1937-8, £38,634.

It will be noticed* that the amount collected during the financial year 1937-8 bears a proportion of 22·75 per cent. to the total tax collected for the whole Territory.

The Government protects labourers by stopping recruitment for any mine or other concern where the conditions of work are not good. All labourers recruited by agents in Basutoland for work outside the Territory have to be attested before a European official and the contract must be according to Government regulations.

In the Territory itself there is no great demand for industrial labour. A small number of natives find employment with transport concerns and as shop and warehouse assistants, and there is always a certain demand by Government for labourers on road making and anti-soil erosion work and the like. Otherwise each man works on his own or his family's lands.

Labour Legislation.

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 1937 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 shall be owned by that child's parents.

There was no labour legislation in 1938.

IX.—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 £1,000 per annum in the case of Government servants and from £120 to £600 per annum in the case of employees of trading concerns.

Native wages vary from £24 to £250 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.

Natives proceeding to the gold mines in the Union of South Africa receive, on an average, a wage of £3 for every 30 shifts worked, with free food and housing.

The average cost of living for single natives is estimated at £1 per mensem, and for married natives £3 per mensem. The

* See Revenue statement on page 46.

cost of living of Europeans varies considerably and is in a great measure dependent on the social or official position of the person concerned.

X.—EDUCATION AND WELFARE INSTITUTIONS.

The work of education in Basutoland is considerably affected by the nature of the country. This consists mainly of an unbroken mountain area bordered on the north and west by a narrow strip of lower and less broken countryside. In the mountain area the population is somewhat sparse, though steadily increasing. It has pushed its way up the river valleys, and its settlements are often isolated and difficult of access as well as being subject to very rigorous winter conditions. In the lowlands on the other hand, the population is much denser and conditions generally are easier.

There is a remarkable eagerness for education amongst the people, indicated by the fact that approximately two-thirds of the children of school-going age are on the school rolls, and that, in spite of the various difficulties of distance, of home or herding duties, and of a highland winter, making on occasions paths or streams impassable, the average attendance is 75 per cent. of the total enrolment.

This eagerness for education is altogether admirable, but somewhat embarrassing to the administration in a small country, the financial resources of which are limited, and inevitably one of the major concerns of the Education Department is to insure the utmost value for expenditure, which amounted to 21 per cent. of the total expenditure of the country in 1937/8.

The main end of education policy in Basutoland has been to offer to as many as possible the opportunity of learning to read and write and make simple calculations. It is recognised that at the present time the greater number of pupils will attend school for three or four years only, and, in order to achieve this end, education in the lower classes is practically all in the Native language. It may be accepted that to the boys and girls of today in Basutoland, education is not a foreign or strange thing but a normal and essential part of their environment.

Of elementary vernacular schools there are 527 which are aided from public funds and 280 which the Missions maintain without aid. On a higher educational level there are 53 schools giving instruction up to Standard VI and introducing more English into both the curriculum and the teaching medium. Of these five are purely Government schools managed by local committees.

Education of a higher standard and of vocational character is provided in one Government and twelve Mission institutions. The former is a Trades School for boys; of the latter, three train teachers to the standard of the Native Primary Lower and Higher Certificates of the Cape Province Education Department, five train girls as infant school teachers, three are schools of domestic science for girls, and one offers industrial training for boys. Ordinary education up to the level of the Junior Certificate can be obtained in two of these Mission institutions but beyond that it has been necessary in the past for students to proceed to colleges outside the Territory, more especially the South African Native College at Fort Hare, which has been supported by the Basutoland Administration from the beginning and to which two Government bursaries are available annually.

However, a Government High School is being erected and will be opened in February 1939 at the beginning of the school year. This will be a boarding school in the hands of a mixed European and African staff which will take students up to Matriculation. In consequence it will be for post-matriculation work only that Basuto students will henceforth find it necessary to go outside the Territory.

In 1938 the enrolment in all schools in the Territory was: Government schools 650, Government-aided Mission schools 68,934, unaided Mission schools 13,224—making a total of 82,808. Included in this figure are 566 pupils who are in training institutions or craft schools.

The establishment of the Education Department consists at present of a Director, three European Inspectors and five Native Supervisors. Administrative expenses are met from the general revenue but the grants-in-aid to Missions, the cost of the Government intermediate schools, of bursaries and certain other charges are taken from the Basutoland Education Fund. This fund receives a quarter of the Native Tax payments together with a special Education Levy of 3s. per tax-payer. It is estimated that £63,431 will be spent from this fund in 1938/39.

Education is free in all the elementary and intermediate schools and attendance is not compulsory. There are the familiar difficulties of herding for the boys and home duties for the girls to make attendance irregular, but on the whole the eagerness to secure education is very remarkable.

The Government offers a number of bursaries for the most promising candidates at three stages in the educational ladder, namely, at the Standard VI, Junior Certificate and Matriculation examinations, when twelve, six and two bursaries are offered respectively.

Most of the vocational education is not in indigenous but in European crafts, e.g., carpentry, saddlery, laundry, cooking, etc. In many of these the problem is often to find scope for their exercise in the life of the community which can only support a very few craftsmen. In the domestic crafts of the girls there is of course ample scope and a steady raising of the standard of homes and home crafts is noticeable. But it will take some time for the ordinary life of the Basutoland countryside, which has a communal basis, to develop to the point of absorbing more than a very few skilled artisans. However, real progress here is evident and every year a few more tradesmen such as carpenters, blacksmiths, cobblers are to be found doing reasonably well at their trades.

Indigenous crafts have not a very great range, perhaps in the main through the lack of the necessary materials such as wood, osiers, etc. But an investigation conducted early in 1935 on behalf of the Government by Mr. H. V. Meyerowitz revealed how important in the life of the countryside is the pottery of the women, the grass and other weaving of both men and women, and how skilful in the clay modelling of animals etc. are some of the children. These crafts are receiving attention in the handwork of some of the schools and the possibilities of development are being considered.

The main occupations of the people of the Territory are Agriculture and Animal Husbandry, and at every stage of the educational programme efforts are made to provide practical instruction in the principles of these subjects. The schools have their gardens and provide special opportunities for instruction by the Agricultural Demonstrators; the Training Institutions stress gardening and the elements of agriculture in the preparation of teachers; the Government Technical School has a special Farmers' Course. The new High School will offer Agricultural Science as one of its most important subjects for Matriculation. In addition boys who show promise and interest are encouraged to enrol in one or other of the Native Agricultural Schools in the Union of South Africa, and a trading firm in the country gives an annual bursary for this purpose.

Social welfare activities are mainly in the hands of the Churches, and much good work is being done, and some valuable community service is rendered by the students in the Institutions under the aegis of the Students' Christian Movement or the Pathfinder (Scout) or Wayfarer (Guide) organisations. Useful training in homemaking, needlework etc. for girls who have ceased to attend the ordinary classes is given in many of the Roman Catholic day schools.

Recreative activities are noticeably on the increase, chiefly in the form of organised school games. Inter-school competitions in games, athletics, drill and singing, are frequent and popular.

The Wayfarer-Guide and Pathfinder-Boy Scout Movements are developing well and cannot fail to exert a profound and beneficial influence on the life of the people.

European Education.—There are six small schools in the Territory managed by local committees, charging modest fees, and aided by the Government. These provide elementary education for the children of Europeans. For education beyond Standard VI children are sent to schools in the Union of South Africa, and two bursaries are awarded annually on the result of a special examination. Of these the one is the "Fraser" scholarship of £50 per annum for two years, given by a prominent trading concern of that name; the other, of £25 per annum for a similar period, is the "Queen Victoria Diamond Jubilee Scholarship".

XI.—COMMUNICATIONS AND TRANSPORT.

Railways.

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

During the year the Road Motor Transport Department of the South African Railways have continued their regular services between Fouriesburg and Butha Buthe, Zastron and Quthing, Zastron and Mohale's Hoek.

Roads.

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

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

From the main roads a number of feeder roads lead towards the interior. By-roads to trading centres and missions start from these feeder roads and penetrate still further into the interior. Although several roads now cross the first range of mountains,

none has yet reached the second range. Feeder roads are maintained by the Government and during this year a certain amount of gravelling has been carried out and particular care taken to improve drainage at the same time.

The by-roads are in some instances unsuitable for any type of traffic except ox-waggon. They are maintained by traders and others to whose stations they lead, and annual Government grants are made towards their upkeep.

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

During the year a causeway was constructed over the Qalo River in the Butha Buthe district. A commencement was made with the building of a causeway over the Pitsaneng stream in the Maseru district and of a low-level bridge near Mafeteng. Other construction work undertaken includes two donga crossings in north Basutoland and a road deviation on the banks of the Orange River in the Qacha's Nek district.

The task of reclaiming dongas alongside and parallel to the roads has been continued, and a number of concrete pipe culverts have been installed. These are necessary to deal with flood water held back by the contour furrows which are an important part of the anti-soil erosion work now in progress.

The funds allocated are tabulated below:—

			<i>Construction Work.</i>	<i>Maintenance.</i>
			£	£
1937	...	...	3,450	12,400
1938	...	...	3,000	12,700

The following is a classification of the roads in the Territory:—

Gravel.—320 miles main road and 72 miles feeder road.

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

In addition there are approximately 280 miles of by-road which are chiefly earth roads.

Bridle-Paths.

The year 1938 has seen the commencement of the construction and realignment of the main bridle-path routes of the Territory. Approval for the expenditure of £15,500 spread over a period of three years was received in the latter part of 1937.

The work was started in December, 1937, in the Qacha's Nek district. This was followed by the establishment of working parties in January, 1938, in the north and centre of Basutoland, and towards the end of the year in the Mohale's Hoek and Quthing districts in the south.

It is estimated that there are 1,680 miles of paths which have been scheduled as main paths but it is necessary to explain shortly the nature of the work that is being undertaken. The main paths in Basutoland over this total mileage run for considerable distances through valleys and undulating hill country, but there are very many narrow precipitous gorges in the bottom of which rivers flow and many steep mountain ranges over which the paths climb through narrow passes. The main obstacles to transport in the mountains are the passes and river gorges and very heavy construction work is required to grade out the path to the maximum grade stipulated, namely 8°. The progress of the construction work should therefore be measured not only in terms of the total mileage covered but also by the number of passes and river gorges that have been completed.

During 1938 a total of 170 miles of path was constructed. This included, however, the construction of Moteng and the western side of the Ramatseliso Passes in North Basutoland, the pass from Meeni's up Thaba Putsoa named Makheka's Pass in Maseru district; also exceptionally heavy construction work in the Taoslike and Melikane gorges in the Qacha's Nek district, and on the Ribaneng gorge in Mafeteng district. The Makhaleng River gorge has been twice crossed by the path parties. The expenditure on bridle-path reconstruction during 1938 is estimated to be £5,600.

As in the past three years, grants have been made to all Districts to enable the worst sections of the existing bridle-paths to be repaired. The expenditure on this work for the year 1937 was £980 and the estimated expenditure for 1938 is £1,000.

XII.—PUBLIC WORKS.

During the year the usual maintenance work has been carried out on Government buildings throughout the country. In addition the following construction works have been or are being carried out:—

Two houses for European officers have been constructed at Mafeteng and one at Qacha's Nek. Plans and tenders have been received for three houses for officers in Maseru.

The accommodation for patients at Quthing Hospital has been doubled, a new operating theatre provided, and bath-rooms, isolation wards and a laundry constructed. Other work for the Medical Department has included rooms for out-patients at the dispensaries at Maseru and Mafeteng; leper huts at Maseru, Leribe and Quthing; and a leper office at Qacha's Nek. A start has been made at the mountain station of Mokhotlong with hospital wards for patients. When completed these will greatly increase the accommodation for patients.

Native quarters for Government servants and police have been constructed at Teyateyaneng, Qacha's Nek, Mohale's Hoek and Mokhotlong, and cottages for visiting Chiefs at Leribe and Teyateyaneng.

A start has been made on the construction of new Government offices at Mokhotlong, and extensions to the Government offices at Leribe will allow the Post Office section to be enlarged.

During the year the main buildings for the Maseru High School were let out to contract and the school will open early in 1939. The buildings comprise school building, boys' boarding-house, Principal's house, Vice-Principal's house, and two Native teachers' houses. The Intermediate School at Mohale's Hoek has been completed.

Additional Native teachers' houses have been built at Leribe, Matsieng and Mohale's Hoek Intermediate Schools.

A number of smaller buildings including storerooms, rondavels, etc., have also been constructed.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

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

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 Commissioner. 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 is of the same force and effect as if it had been recorded or taken by the Resident Commissioner.

(b) *Courts of District 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 to try, as Courts of first instance, any person charged with treason, murder, attempt to murder, culpable homicide, rape, attempt to commit rape, or sedition.

(c) *Courts of Assistant District Commissioners*, with jurisdiction varying from sentences not exceeding six months and/or a fine of £10, to sentences not exceeding one year and/or a fine of £25, with civil jurisdiction in certain cases up to £250.

(d) *Chiefs' Courts*.—Under Proclamation No. 2B of 1884, the Paramount Chief and other Native Chiefs of Basutoland were authorised 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 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 a decision of any Chief to the Court of the Paramount Chief and from that Court to the Court of the District Commissioner of the District within which the action arose.

Towards the end of 1938, Proclamations establishing a High Court, Subordinate Courts and Native Courts were published to take effect from the 1st January, 1939. Details of these Courts will appear in the Report for 1939.

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

<i>Nature of Crime.</i>	1934.	1935.	1936.	1937.	1938.
In Magisterial Courts—					
Offences against the person...	147	137	171	406	239
Offences against property ...	594	338	366	380	213
Offences against liquor laws	12	19	20	33	36
Other crimes	1,327	1,356	2,047	1,276	1,085
In Resident Commissioner's Court—					
Murder	11	2	12	10	7
Culpable homicide	145*	124*	67*	7	25
Attempted murder	3	3	3	1	2
Rape	1	7	3	3	4
Other offences against the person	7	3	15	—	1
Offences against property with violence to the person	3	—	10	—	1
Other offences against property	62	32	34	13	7
Public violence	—	—	—	—	29
Other crimes	2	1	1	—	1
	<u>2,314</u>	<u>2,022</u>	<u>2,749</u>	<u>2,129</u>	<u>1,650</u>

* Includes cases of public violence resulting in culpable homicide.

Police.

Administration.—The Resident Commissioner is Commandant of the Basutoland Mounted Police, but the departmental head is the Commissioner of Police and Prisons.

Each Police Division is in charge of a Superintendent of Police stationed at Divisional headquarters and responsible to the Commissioner of Police and Prisons for all police and prison work in the Division.

An Assistant Superintendent is stationed at each of the stations contained within a Police Division with the exception of Divisional headquarters. He is responsible to the Superintendent for all the police and prison work of his sub-division.

All non-commissioned ranks are recruited from among the natives of the territory.

The following table shows the establishment and the actual strength of the Force as on the 31st December, 1938:—

<i>Europeans.—</i>	<i>Establishment.</i>	<i>Strength.</i>
Commissioner	1	1
Superintendents	4	5
Assistant Superintendents ...	8	7
	—	—
	13	13
	—	—
<i>Native Ranks.—</i>		
Sergeant-Major	1	1
Senior Sergeants	4	4
Sergeants	10	10
Corporals	15	15
Privates	260	259
	—	—
	290	289
	—	—

Depot.—The Police Training Depot is under the supervision of a senior officer and the detail work is carried out by the Native Sergeant-Major and a Native Drill Instructor.

Seventeen recruits underwent a six months' training course, three privates were sent in from the Divisions for refresher courses, and the four senior sergeants were given a special course when they were promoted.

Fingerprint Bureau.—During the year 1,747 "slips" were received for examination—an increase of 391 on last year's figures. Five hundred and thirty of these were in connection with deportations from the Union of South Africa.

Co-operation is maintained with the South African Police, and the Bureau is in constant touch with the Fingerprint Office in Pretoria.

Health.—The health of the Police during the year has been good. The death of one private is recorded with regret.

Conduct.—The conduct of members of the force has been satisfactory.

Work of the Police.—In 1938 10,433 patrols were sent out, involving 12,407 men. The patrols covered 198,841 miles and the men covered 277,129 miles. The main object is the prevention of stock theft and the punishment of the thieves. Three hundred and six cases were dealt with and of these 200 were sent to Native Courts. Stock theft is the most serious crime in the Territory and progress towards its suppression is satisfactory.

Prisons.

Administration.—The prisons are controlled by the Commissioner of Police and Prisons, acting through the Superintendents and Assistant Superintendents in each Division or Sub-Division. Each prison itself is in charge of a gaoler, subordinate to the local Police officer. In most cases the gaolers are native officials. The prisons at Maseru and Leribe, however, are in charge of European gaolers. The subjoined table shows the strength of the prison staff as on the 31st December, 1938:—

Gaol.	European Gaolers.	Native Staff.				Total
		Warders Grade 2.	Warders Grade 3.	Warders Grade 4.	Female Warders	
Leribe ...	1	—	1	10	—	12
Butha Buthe ...	—	1	—	4	—	5
Maseru ...	1	—	1	15	3	20
Teyateyaneng ...	—	1	—	4	—	5
Mafeteng ...	—	—	1	5	—	6
Mohale's Hoek...	—	—	1	5	—	6
Quthing ...	—	—	1	3	—	4
Qacha's Nek ...	—	—	1	4	—	5
Mokhotlong ...	—	—	1	3	—	4
Total ...	2	2	7	53	3	67

Buildings.—All gaol buildings are of stone with iron roofs and cement floors; the inmates are supplied with bed-boards on which to sleep. The majority of cells are built to contain eight to ten 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.

Health.—The daily average of prisoners on the sick list during 1938 was 8.67. This standard of health is good. There were six deaths recorded during the year.

All prisoners are medically examined on admission and regular visits of inspection are made to the gaols by the Medical Officer of the station. Prisoners reporting sick are taken to the Government dispensary for examination and, if necessary, are admitted to hospital where they receive the same treatment as other patients.

Discipline.—During the year conduct was satisfactory. Two prisoners escaped but both were recaptured.

Labour.—The policy commenced in 1931 of utilizing convicts to a greater extent on road construction and maintenance in the vicinity of the various Government stations has been maintained. Where possible, convicts 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 paying a fine in lieu of imprisonment with hard labour. Provision was made by Proclamation No. 55 of 1921 for the punishment of offenders in certain cases, by 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 committing the offender to a gaol in default of payment until the expiry of such a 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.

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

Leave on Licence.—In 1938, six prisoners were released on licence. Of these, one was recommitted to prison for failing to observe the conditions of release.

Religious facilities.—No resident chaplains are attached to the gaols but visits of ministers of religion are permitted. Voluntary services are held by the clerical and lay staffs of various denominations.

Statistics.—During 1938, 2,241 persons were admitted to prison in the Territory, of which 1,384 were committed to penal imprisonment. The corresponding figures for 1937 were 2,650

and 1,672 respectively. The daily average of adults confined was 374·4 compared with 432·8 for the previous year.

All juvenile prisoners are transferred to Leribe where they are kept segregated from adult prisoners so far as possible. The daily average number of juveniles in prison during the year was 12·3 a decrease of two compared with 1937.

XIV.—LEGISLATION.

The following is the legislation for the year 1938 which has been proclaimed in the Gazette:—

- (1) No. 2.—Basutoland Medical, Dental and Pharmacy (Further Amendment) Proclamation, 1938. Empowering the Resident Commissioner to licence under certain conditions persons as medical practitioners.
- (2) No. 3.—Basutoland Further Appropriation (1936–7) Proclamation, 1938. Making further provision from the public funds to meet additional expenditure for the year ended 31st March, 1937.
- (3) No. 8.—Basutoland Aliens (Amendment) Proclamation, 1938. Making regulations for appeals against removal orders made by the Resident Commissioner.
- (4) No. 13.—Basutoland Public Service (Amendment) Proclamation, 1938. Probationary period for appointments to pensionable office to be two years.
- (5) No. 19.—Basutoland Pensions (Amendment) Proclamation, 1938. Promulgating certain amended regulations.
- (6) No. 27.—Basutoland Appropriation (1938–9) Proclamation, 1938. Providing out of the public funds for the services of the year ending 31st March, 1939.
- (7) No. 28.—Basutoland Administration of Estates (Amendment) Proclamation, 1938. Providing for the rate of interest on and the investment of money held by the Master.
- (8) No. 30.—Basutoland Aliens (Further Amendment) Proclamation, 1938. Making it an offence for an alien to be found in the Territory without a permit.
- (9) No. 32.—Basutoland Auctioneer's Licence and Auction Dues (Amendment) Proclamation, 1938. Empowering the Resident Commissioner to waive auction dues under certain circumstances.
- (10) No. 33.—Basutoland Marriage (Amendment) Proclamation, 1938. Enabling a widow to marry her deceased husband's brother under certain circumstances.
- (11) No. 36.—Basutoland Anthrax (Amendment) Proclamation, 1938. Empowering the High Commissioner to proclaim Ports of Entry for animals, and the Principal Veterinary Officer to arrange inspections, etc.
- (12) No. 37.—Basutoland Income Tax Proclamation, 1938. Fixing the normal rates of income tax and super tax for the year ended 30th June, 1938.

- (13) No. 40.—Basutoland Preservation of Natural and Historical Monuments, Relics, Antiques, Fauna and Flora Proclamation, 1938. Empowering the Resident Commissioner to proclaim any such object for its preservation.
- (14) No. 44.—Basutoland Sedition Proclamation, 1938. Providing generally for the suppression of sedition.
- (15) No. 47.—Basutoland Poll Tax (Amendment) Proclamation, 1938. Defining "ordinary residence."
- (16) No. 54.—Basutoland Sedition (Amendment) Proclamation, 1938. Clarifying the meaning of "seditious intention" in the main law.
- (17) No. 57.—Basutoland High Court Proclamation, 1938. Establishing a High Court for Basutoland to replace the Resident Commissioner's Court.
- (18) No. 58.—Basutoland Subordinate Courts Proclamation, 1938. Consolidating the law relative to Subordinate Courts and to the jurisdiction, powers and duties of officers presiding over such Courts.
- (19) No. 59.—Basutoland Criminal Procedure and Evidence Proclamation, 1938. Consolidating and amending the law relating to procedure and evidence in criminal cases.
- (20) No. 60.—Basutoland Criminal Liability of Intoxicated Persons Proclamation, 1938.
- (21) No. 61.—Basutoland Native Administration Proclamation, 1938. Providing for the recognition of the Paramount Chief and of Native Chiefs, Sub-Chiefs, and Headmen, and defining their powers and functions.
- (22) No. 62.—Basutoland Native Courts Proclamation, 1938. Making better provision for the recognition, constitution, powers and jurisdiction of Native Courts and generally for the administration of justice in cases cognisable by Native Courts.
- (23) No. 69.—Basutoland Public Holidays Proclamation, 1938. Consolidating and amending the law relating to Public Holidays.

XV.—BANKING, CURRENCY AND 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 currency is provided for under Proclamation No. 2 of 1933 and is the same as in the Union of South Africa.

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

XVI.—PUBLIC FINANCE AND TAXATION.

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

Revenue.					
<i>Head.</i>	1933-4.	1934-5.	1935-6.	1936-7.	1937-8.
	£	£	£	£	£
Native Tax	90,017	129,313	140,910	153,238	170,117
Customs and Excise	90,040	104,442	111,633	121,604	127,775
Posts and Telegraphs	12,906	11,437	14,188	15,008	24,504
Licences	8,466	8,614	9,181	9,634	10,444
Fees of Court or Office	773	361	346	401	391
Judicial Fines	423	739	431	815	800
Income Tax	4,116	5,608	4,036	5,306	9,749
Poll Tax	1,265	1,345	1,334	1,346	1,354
Fees for Services Rendered	1,023	1,016	1,270	1,216	1,498
Interest	1,963	1,408	1,303	1,680	3,110
Wool and Mohair Export Duty	8,107	6,786	7,375	8,078	6,908
Miscellaneous	12,155	12,422	11,294	14,113	15,564
Education Levy	10,339	14,767	16,240	17,777	19,793
Civil Servants Salary Deductions.	4,550	2,689	2,148	—	—
	246,143	300,947	321,689	350,216	392,007
Colonial Development Fund	—	1,543	207	18,688	26,000
Totals	£246,143	£302,490	£321,896	£368,904	£418,917
Expenditure.					
<i>Head.</i>	1933-4.	1934-5.	1935-6.	1936-7.	1937-8.
	£	£	£	£	£
Resident Commissioner	13,163	13,018	13,603	13,918	15,457
District Administration	16,157	16,874	17,318	18,453	21,501
Police	33,386	34,188	33,604	32,801	—
Police and Prisons	—	—	—	—	44,602
Posts and Telegraphs	10,949	10,599	11,990	12,397	13,601
Administration of Justice	13,923	13,676	13,250	13,691	—
Judicial and Legal... ..	—	—	—	—	2,702
Public Works Department	5,308	5,476	5,621	5,374	5,129
Public Works Recurrent... ..	20,644	25,493	28,338	21,483	24,392
Public Works Extraordinary.	1,031	6,426	5,119	10,487	18,550
Medical	25,712	26,605	29,314	29,614	30,078
Education	39,352	53,358	57,860	62,055	68,814
Lerotholi Technical School	5,515	6,504	6,205	5,948	7,120
Agriculture—					
Veterinary	12,598	12,944	12,295	10,330	19,364
Agricultural	7,351	8,665	9,495	7,089	9,388
Allowances to Chiefs	11,145	9,413	11,207	12,093	13,617
Basutoland Council	735	1,697	1,715	1,719	1,755
Leper Settlement	19,670	19,138	18,200	17,933	17,484
Pensions	14,562	13,962	16,862	15,349	15,186
Miscellaneous	40,911	15,399	6,476	6,114	8,144
Census	—	—	196	3,464	855
	292,112	293,435	298,668	309,212	337,739
Colonial Development Fund	—	1,543	207	18,668	*26,910
Totals	£292,112	£294,978	£298,875	£327,880	£364,649

* Includes expenditure on ecological survey, livestock improvement, wool-classing measures, and the Anti-soil Erosion Campaign.

Liabilities and Assets.

The surplus balance at the 31st March, 1938, amounted to £159,077. £35,000 of the surplus balance is on loan to the Swaziland Government at 3½ per cent. per annum. This loan is repayable by 1943.

The detailed statement of Liabilities and Assets at the 31st March, 1938, is as follows:—

<i>Liabilities.</i>				£	<i>Assets.</i>				£
Guardians' Fund Deposit Account				7,326	On deposit with the Crown Agents for the Colonies. London				140,000
Sub-Accountants' Suspense Account				5,795	Crown Agents, London, Current Account ...				145
Stores Imprest Account ...				13,486	Standard Bank of South Africa Ltd., Current Account				30,618
Basutoland Wool and Mohair Fund				2,406	Balances in hands of Sub-Accountants				11,262
Basutoland Education Fund				34,066	Advances Recoverable ...				7,853
Bechuanaland Protectorate and Swaziland Tax Account				3,860	On loan to Swaziland Administration				35,000
Deposits				2,898	Stores Suspense				5,905
Colonial Development Fund				2,680	South African Railways ...				811
Balance of Assets over Liabilities				159,077					
				231,594					231,594

The Wool and Mohair Fund was established under Proclamation No. 39 of 1931 with funds received from the Union Government under Notice No. 1493 dated the 15th August, 1930, in respect of wool and mohair exported from Basutoland together with amounts recovered from persons to whom livestock or other articles have been supplied from moneys provided by the Fund. The proceeds of this fund are devoted to the promotion of the future production of wool and mohair. The purchase of high-class merino rams for re-sale to natives described in a previous chapter is financed from this fund.

Estimated Financial Position at the 31st March, 1939.—The latest estimate is that there will be a surplus of revenue over expenditure for the financial year 1938-9 of £15,000, and that the surplus balance on the 31st March, 1939, will amount to £174,077.

Description of Main Heads of Taxation.**NATIVE TAX.**

The rate of tax is 25s. for every adult male native domiciled in Basutoland, and in addition 25s. for each wife after the first, but no native is liable for more than £3 15s. in any one year for himself and his wives.

The collection was £16,880 more than in 1936-7 and was made up of £55,981 Arrear, £113,481 Current (1937-8) and £655 Advance (1938-9) Tax. The total collected during the year was £170,117.

CUSTOMS AND EXCISE.

£125,830 13s. 10d. was received from the Union Government under the Customs Agreement and represents .88575 per cent. of the gross Customs revenue of the Union of South Africa for the twelve months ended the 31st March, 1938. Local collections on Union manufactured spirits and beer amount to £1,944 4s. 1d.

LICENCES.

There was no change in the rates paid for the various classes of licences during the year under review.

INCOME TAX.

The rates fixed for the tax-year ended the 30th June, 1937, were the same as those for the previous year and were:—

(1) 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.

(2) 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 following abatements were deducted from the taxable income of any person, other than a company, for the purpose of determining the taxable amount:—

Abatements:—

(a) Primary £400.

(b) Life insurance and similar allowances. A deduction not exceeding £50 is made in respect of premiums paid during the period of assessment on policies under which the taxpayer, his wife or minor children are insured against death, accident or sickness.

(c) A deduction not exceeding £10 is allowed for fees or subscriptions paid during the period of assessment to any friendly or benefit society.

(d) £100 for each unmarried child or step-child who was alive during any portion of the year of assessment and was or would have been under the age of 21 years on the last day of the year of assessment.

(e) A sum of £30 for each dependant of the taxpayer.

(f) A deduction of 20 per cent. is made from the Normal tax payable.

The total of the abatements and allowances is reduced.

(1) In the case of every such taxpayer (i) who during any portion of the period in respect of which the assessment is made was married; or (ii) who during the whole or any portion of the period in respect of which the assessment was made was divorced, but maintained during any portion of that period a child of his own or a step-child who was or would have been had he lived under the age of 21 years on the last day of the year of assessment in respect of which, or portion of which, the assessment is made, the reduction shall be by one pound for every completed ten pounds by which the taxable income of such person exceeds six hundred pounds or when the period assessed is less than twelve months, by which it exceeds so much of six hundred pounds as is proportionate to the period assessed: Provided that for the purpose of this paragraph any person who was a widower or widow during the whole or any portion of the period in respect of which the assessment is made shall be assessed as though he had been married throughout that period and any person who has been separated under a judicial order or written agreement throughout that period shall be assessed as though he had been divorced throughout that period.

(2) In the case of all other persons to whom paragraph (1) of this sub-section does not apply, the reduction shall be by one pound for every completed pound by which the taxable income of any such person exceeds three hundred pounds or, when the period assessed is less than twelve months by which it exceeds so much of three hundred pounds as is proportionate to the period assessed. In the case of persons other than companies the assessment is subject to a rebate of 20 per cent.

Companies.—In the case of companies an abatement of £300, which is subject to reductions in accordance with paragraph (2) above.

Super Tax is payable (other than by a public company) on a taxable income exceeding in the aggregate £2,500 in any year of assessment. The taxable income of any person determined for normal tax purposes is the amount upon which the super tax is assessed.

There is an abatement of £2,500 and this is diminished by £1 for every £1 by which the income, subject to super tax, exceeds £2,500.

Dividends accruing to non-residents are exempt from super tax provided such dividends are not paid or payable within the territory.

The sources from which taxable incomes were derived and the amount of tax paid for the tax years 1936-7 and 1937-8 are as follows:—

Source.	1936-7.	1937-8.
General Traders	£ 3,778	£ 8,368
Civil Servants	717	803
Employed persons	90	163
Others	502	225
Non-residents	219	100
	<u>5,306</u>	<u>9,740</u>

The numbers of incomes assessed for current tax and the total amount of taxable incomes in the categories shown are:—

Numbers.	Categories.	Total of Taxable Incomes.
13	500 and under	£ 9,238
36	501-750	2,936
30	751-1,000	22,409
25	1,001-1,500	37,612
5	1,501-2,000	16,832
6	Over 2,000	78,908
<u>115</u>		<u>£187,025</u>

STAMP DUTIES AND FEES ON DOCUMENTS PAYABLE BY MEANS OF STAMPS.

The duties and fees payable are specified in the Schedule to Proclamation No. 16 of 1907 as amended and are classified under the following heads:—

Arbitrations and Awards.

Bonds.

Courts of Law (District Commissioners' Courts).

Civil Cases (Resident Commissioner's Court).

Acts or Deeds of Donations.

Leases.

Master's Office:

(a) Insolvency;

(b) Orphan Chamber.

Office Fees and Transfers and Miscellaneous.

Estate Duty is payable in terms of the Basutoland Death Duties Proclamation of 1935 at $\frac{1}{2}$ per cent. upon the first £2,000 and up to 17 per cent. on £75,000 and over, and the rates of Succession Duty vary from 2 to 10 per cent.

WOOL AND MOHAIR EXPORT DUTY.

This duty remained at $\frac{1}{2}$ d. per lb. for the period 1st April, 1937, to 31st March, 1938.

POLL TAX.

The rate is fixed at £2 per annum payable half-yearly on the 1st January, and the 1st July, by all adult males domiciled in Basutoland who are not liable to pay Native Tax. In the case of failure to pay any one instalment of the tax within the period provided, a further sum of 2s. for each month or part of a month is payable.

Posts and Telegraphs.

The revenue amounted to £24,504 7s. 6d. during the financial year ended 31st March, 1938, and the expenditure to £13,600 9s. 7d.

During the financial year 1937-8, postal and money orders to the value of £26,417 15s. 3d. were issued and £41,148 5s. 8d. paid

The Union Post Office Savings Bank system is in operation in Basutoland, and the following deposits and withdrawals at post offices in the territory were made during the financial year 1937-8:—

Deposits	...	...	...	£	36,740
Withdrawals	...	...	...		31,770

Basutoland has its own postage and revenue stamps. The King George VI issue was placed on sale on 1st April, 1938. There are twelve denominations ranged in the following order, the first eleven being postage and revenue stamps: $\frac{1}{2}$ d., 1d., 1 $\frac{1}{2}$ d., 2d., 3d., 4d., 6d., 1s., 2s., 6d., 5s., 10s., and, for revenue purposes only, £1. The respective colours are green, red, light blue, purple, blue, grey, light brown, orange, dark brown, blue purple, olive and black. One design only is used, which contains a 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.

Johannesburg Agency.

The Report on the Financial and Economic Position of Basutoland dated January, 1935* (page 58), recommended the permanent establishment of this Agency, and all three High Commission Territories now participate and contribute towards the cost of maintenance.

Revenue is collected from the Basuto, Bechuana and Swazis working in the Transvaal industrial and mining areas, and the functions of the Agency are now extended to general welfare work. (A fuller report of the work of this Agency will be found under Chapter VIII, Labour.)

The total revenue collections for 1938 compared with 1937 are:—

	1937.	1938.
	£	£
Basutoland	40,955†	45,978†
Bechuanaland Protectorate	4,483	7,944
Swaziland	9,475	10,934
	<u>54,913</u>	<u>64,856</u>

The collections on behalf of the Bechuanaland Protectorate Administration commenced in May, 1934, and in June, 1934, for Swaziland.

* Cmd. 4057.

† Including Education Levy.

APPENDIX I.

REVIEW OF PROGRESS IN BASUTOLAND, 1935-1938.

The report of the Commission appointed by the Secretary of State for Dominion Affairs to inquire into the financial and economic position of Basutoland was completed in January, 1935, and was presented to Parliament by Command of His Majesty in May, 1935 (Cmd. 4907). The searching enquiry carried out by Sir Alan Pim with the assistance of Mr. S. Milligan into the conditions obtaining in Basutoland at the time of the visit revealed the precarious financial position of the Territory, the decline of its economic resources and the alarming increase of soil erosion in recent years. Radical changes and developments were recommended, covering nearly every aspect of administrative and departmental activity and providing the foundation for the regeneration and rehabilitation of the country. The report was welcomed by His Majesty's Government and by the local Administration and a carefully considered long-range policy was adopted to implement and supplement the recommendations of the Commission.

The results of this policy are now evident and a brief review of the progress made since the publication of the Report seems opportune.

(i) The Financial Position.

In his summary of the position as regards Revenue and Expenditure (paragraphs 231 and 232) Sir Alan Pim found that the revised estimates for the financial year 1934-5 anticipated a deficit of £23,000 on the year's working, reducing the opening balance for the 1935-6 to approximately £9,844. The Estimates for 1935-6, which were then in draft form, provided for a deficit of £3,980, reducing the accumulated surplus balance to less than £6,000. The Education Fund, financed by a contribution of one-quarter of the Native Tax and a special levy of 3s. per taxpayer, was exhausted. There was a deficit of £4,021 at the end of 1933-4 and it was estimated (paragraph 181 of the report) that the adverse balance would be increased to £6,000 by the 31st March, 1935. The deficit was regarded as a debt by the Fund to the general account for the Territory.

On the 31st of March, 1935, the accumulated surplus balance of the general account carried forward to 1938-9 amounted to £159,077 and the reserve of the Education Fund was £34,060. Taken together, these reserves are the largest yet established in Basutoland and their accumulation has been coincident with a policy of vigorous development and expansion of social services.

As shown in the table below, revenue has steadily increased from £246,143 in 1933-4 to £392,007 in 1937-8, the principal increases being under Native Tax, Customs and Excise, Income Tax and Education Levy.

Schedule of Revenue, 1933-34 to 1937-38.

Head of Revenue.	1933-34. 1934-35. 1935-36. 1936-37. 1937-38.				
	£	£	£	£	£
Native Tax	90,017	129,313	140,910	153,238	170,117
Customs and Excise	90,040	104,442	111,633	121,604	127,775
Posts and Telegraphs	12,906	11,437	14,188	15,008	*24,504
Licences	8,466	8,614	9,181	9,634	10,444
Fees of Court, etc.	773	361	346	401	391
Fines	423	739	431	815	800
Income Tax	4,116	5,608	4,036	5,306	9,749
Poll Tax	1,265	1,345	1,334	1,346	1,354
Fees for Services Rendered	1,023	1,016	1,270	1,216	1,498
Interest	1,963	1,408	1,303	1,680	3,110
Wool and Mohair Export Duty	8,107	6,786	7,375	8,078	6,908
Miscellaneous	12,155	12,422	11,294	14,113	15,564
Education Levy	10,339	14,767	16,240	17,777	19,793
Civil Servants' Salary Deductions	4,550	2,689	2,148	—	—
Totals	£246,143	300,947	321,689	350,216	392,007

*Sale of Coronation Stamps.

In paragraphs 90 and 91 of his report Sir Alan Pim commented on the methods of Native Tax collection and the state of the tax registers. The improvement which has taken place is, in a large measure, due to closer co-operation between the Chiefs and the Government as a result of the policy of identifying the Chiefs with the collection of tax. Other factors are the personal attention given by District Officers to the checking of tax registers and to the proper recording of exemptions. This is particularly noticeable since 1937 when the Administrative Staff was brought up to its present strength, so enabling District Officers to spend more time travelling in their districts.

Prior to 1936-37 the best collection of Native Tax was made in 1928-29 when £141,719 was realised. During that year (1928-29) the total revenue was £339,892—a record which was not passed until 1936-37. Customs and Excise provided £96,072 of this sum while the Wool Export Duty contributed £33,976.

In accordance with the recommendations of the Commission the fees for Motor Licences were increased by 50 per cent. as from the 1st of January, 1936, and increases were made in the rates of Succession Duties and Fees of Court or Office. The increase of revenue from these sources was estimated at £850.

Provision has been made under the Basutoland Native Trading Proclamation, 1936, for the issue of minor trading licences to natives at the special rates of £5 in townships and

£2 10s. od. elsewhere. These licences do not permit trading in wool, mohair or livestock and should a native wish to engage in this business, which is of a speculative nature, he is required to be in possession of a full Trader's Licence.

In his report (paragraph 98) Sir Alan Pim referred to the credit system of trade as a snare to the native. Legislation was introduced in 1936 providing that no debt for money lent or goods supplied by a non-native to a native shall be recoverable in any Court unless the transaction is approved in writing by an Administrative Officer or the native holds a general permit from an Administrative Officer to contract debts without his approval in each individual transaction. No difficulties have arisen in connection with the working of this proclamation.

Prominence has been given to the improvement in the revenues of the country because the Commission recognized that "Increased resources must be looked for in a reorganization of the system of collection of the Native Tax and in increasing the resources of the people in meeting it, by improvements in the system of cultivation and in the quality of the stock and by organizing the classing of wool and mohair so as to obtain better prices". The table on page 54 shows the improvement effected in tax collection and later on in this memorandum the measures taken to increase the resources of the people will be described. Details will be given of the generous assistance provided by the Colonial Development Fund for this purpose, but it is necessary to note the increased financial resources of Basutoland which have enabled the country to bear a large share of the cost of reorganization and development.

A table of expenditure for the past five years is given. Special comment is not necessary here but the Schedule will be useful for reference when details of development and reorganization are described later in this memorandum.

Schedule of Expenditure, 1933-34 to 1937-38.

Head of Expenditure.	1933-34.	1934-35.	1935-36.	1936-37.	1937-38*
	£	£	£	£	£
Resident Commissioner ...	13,163	13,018	13,603	13,918	15,457
District Administration ...	16,157	16,874	17,318	18,453	21,501
Police	33,386	34,188	33,604	32,801	—
Police and Prisons ...	—	—	—	—	44,602
Posts and Telegraphs ...	10,949	10,599	11,990	12,397	13,601
Administration of Justice*	13,923	13,676	13,250	13,691	—
Judicial and Legal ...	—	—	—	—	2,702
Public Works Department ...	5,308	5,476	5,621	5,374	5,129
Public Works Recurrent ...	20,644	25,493	28,338	21,483	24,392
Public Works Extraordinary ...	1,031	6,426	5,119	10,487	18,550
Medical	25,712	26,605	29,314	29,614	30,078
Education	39,352	53,358	57,860	62,055	68,814
Lerotholi Technical School ...	5,515	6,504	6,205	5,948	7,120

*Including Prisons.

Schedule of Expenditure, 1933-34 to 1937-38—contd.

<i>Head of Expenditure.</i>	<i>1933-34.</i>	<i>1934-35.</i>	<i>1935-36.</i>	<i>1936-37.</i>	<i>1937-38.</i>
Agricultural and Veterinary Department :—					
(1) Agricultural Division ...	7,351	12,944	9,495	7,089	9,388
(2) Veterinary Division ...	12,598	8,665	12,295	18,330	19,364
Allowances to Chiefs, etc. ...	11,145	9,413	11,207	12,993	13,617
Basutoland Council ...	735	1,697	1,715	1,719	1,755
Leper Settlement ...	19,670	19,138	18,200	17,933	17,484
Pensions ...	14,562	13,962	16,862	15,349	15,186
Miscellaneous ...	40,911	15,399	6,476	6,114	8,144
Census ...	—	—	196	3,464	855
Totals ...	£292,112	293,435	298,668	309,212	337,739

(ii) Administration.

The Commission found an Administrative Establishment comprising seven Assistant Commissioners, one Deputy Assistant Commissioner, ten Police Officers and ten European Clerks. The recognised line of promotion was from Clerk to Police Officer and from Police Officer to Assistant Commissioner and, as the Commission pointed out, this system was not in the best interests of the Service. Officers performing purely clerical duties almost entirely of a routine nature were promoted to be senior Police Officers without any of the training required for that work, and their subsequent experience as Police Officers was not a suitable training for Administrative appointments.

The reorganization of the Administrative and Police services on separate lines was accomplished on the 1st of January, 1937. At the same time the staff of the Government Secretary, a Chief Clerk and two Clerks, was replaced by a First Assistant Secretary and two Assistant Secretaries, these posts being filled by officers seconded from the District Administration.

The establishment for the District Administration was fixed at eight District Commissioners and fifteen Assistant District Commissioners and Cadets. To attract suitable entrants and to provide reasonable prospects of advancement the salary scale of District Commissioners was raised to £700 × £30—£900 and that for Assistant District Commissioners and Cadets on probation was fixed at £340 for two years, then £360 × £20—£500 × £25—£600 with an efficiency bar at £500. Leave passages to and from the United Kingdom are now provided for District Officers and their wives and, with due allowance for climatic conditions, these scales are comparable with those in force in East Africa. The vacancies in the cadre of Assistant District Commissioners were filled by the promotion of those serving officers who were suitable for inclusion in the Administrative Service and by new appointments by the Secretary of State from officers selected for the Unified Colonial Administrative

Service. Arrangements have since been made for all newly appointed Cadets to take the usual course of training at Oxford or Cambridge.

Two of the Assistant District Commissioners included in the establishment of fifteen are for employment out of Basutoland, one as Private Secretary to the High Commissioner and the other in charge of the Johannesburg Agency.

The reorganization of the Police as a completely self-contained department, providing a satisfactory career for suitable officers, followed generally the lines recommended by Sir Alan Pim. It was considered desirable, however, that the junior officers should be regarded as being of commissioned rank, the Native ranks continuing to provide the non-commissioned officers of the force. To conform with the nomenclature in force in most Colonial dependencies the titles of Inspector and Sub-Inspector were changed to Superintendent and Assistant Superintendent. Control of the Prisons was transferred from the District Commissioners to the new Department the District Commissioners being appointed as Visiting Justices. The Head of the Department was styled Commissioner of Police and Prisons. The European establishment and salary scales were fixed as follows:—

Commissioner of Police and Prisons	...	...	...	...	£750
Four Superintendents	...	...	...	...	£400—£20—£600
Eight Assistant Superintendents	...	...	...	...	£240—£10—£360
One Head Gaoler	...	...	...	...	£300—£15—£360
Two Gaolers	...	...	...	...	£240—£15—£300

The system of accounting in the Stores Department has been simplified, and increasing supplies of local produce are purchased for fodder and rations, preference being given to such locally produced crops. Purchases by officials of supplies from the Government store have been discontinued except in the case of fodder, petrol and oil for officers in receipt of horse or motor transport allowances, and it was found possible to reduce the Stores Imprest by £5,000 in 1938-9. The increased work thrown upon the Stores Department by the Anti-erosion Works and the general development schemes undertaken since 1935 has been done with the same staff as in 1933-4. This has been possible by the reorganization described above.

Sir Alan Pim referred to the Government Agency at Johannesburg as an excellent feature and recorded that regarded merely as a revenue collecting Agency it had fully justified its existence but that its general welfare activities were of even greater importance. It was then still treated as being in the experimental stage but in January, 1936, it was established on permanent lines as an Agency for the three High Commission Territories. The staff was then an Assistant District Commissioner and Clerk with eight Native tax collectors, but with

the demands made upon the Agency by the increasing mining activity on the Rand it has been necessary to increase the staff of Administrative Officers to three, Bechuanaland and Swaziland each providing one. The cost of the Agency is shared between the three Administrations in the following proportion:—

Basutoland	...	...	...	...	7 ^s	per cent.
Bechuanaland	...	...	...	...	15	"
Swaziland	...	...	...	...	10	"

The annual collections of Basutoland tax and education levy through the Agency for the past five years were as follows:—

					£	s.	d.
1933-34	...	...	...	...	32,556	7	0
1934-35	...	...	...	...	38,066	12	0
1935-36	...	...	...	...	39,833	0	0
1936-37	...	...	...	...	40,954	12	0
1937-38	...	...	...	...	45,977	18	0

Perhaps the greatest service rendered by the Agency is in keeping the mine workers in touch with their homes and in tracing missing relatives, but working in close association with the Union Native Affairs Department and with the Chamber of Mines much has been done to improve the conditions under which natives from the territories are employed, and to adjust differences between the natives and their employers as they arise. Up to the end of 1938 the Agency dealt with no less than 5,269 applications for assistance, return of relatives, repatriations and similar matters, most of which were brought to a successful conclusion.

Possibly the most important change which has taken place has been in the relations of Government and the Native Administration of Basutoland. Sir Alan Pim found that "The Government and the Native organization still work practically independently of each other, and no attempt has been made to combine them into a real system of government or to make such modifications in the Native system as would render it capable of dealing with the changing condition of modern times and with the effects of the introduction of a money economy and of contact with European institutions. . . . In some ways the dual institutions seem to have become even more aloof from one another of recent years."

Earlier in his report Sir Alan Pim said: "When the Territory was first taken over in 1868 and afterwards resumed in 1884 the British Government was practically a border Administration and could not take any effective action in internal affairs. There was then and there is now no rule either direct or indirect by the British Government. The Nation is ruled by its Chiefs and the Government can merely proffer advice; this is not asked for nor welcomed when it is a question of how the rule should be administered, but is clamoured for when a

difficult position arises. The Basuto receive protection without control and not only the Chiefs or the National Council, but the mass of the people consider their obligations are fulfilled by paying taxes. Apart from this they are obsessed by the idea of their complete independence, except those who have suffered under the oppression of their Chiefs."

The Native Courts were the subject of severe criticism and attention was drawn to delays, denial of justice and the lack of control or organization.

The Native Administration has for the past three and a half years been associated through the Paramount Chief and Chiefs with every development which has taken place. A feeling of trust and mutual confidence has been established and whenever necessary strong concerted action has been taken by the Paramount Chief and the Government to prevent abuses and oppression and to ensure justice. In the words of the Paramount Chief "The Resident Commissioner and the Paramount Chief are now one—there are not two Governments but one Government". This has been an important factor in the measures which have been undertaken for the rehabilitation of the country. Instead of meeting with suspicion and obstruction the anti-erosion, livestock improvement and similar schemes have been welcomed and supported by the Basuto and their success has been assured.

The final stage was reached at the end of 1938 when a Native Administration Proclamation and a Native Courts Proclamation on the lines of similar legislation in Nigeria, Tanganyika and Northern Rhodesia were enacted with the full agreement of the Paramount Chief and his advisers. The Paramount Chief took the greatest interest in the drafting of these proclamations and made many valuable suggestions which were adopted in the text.

(iii) Administration of Justice.

As mentioned by Sir Alan Pim the High Court of the Territory was the Court of the Resident Commissioner. It is not necessary to comment upon the undesirability of the executive head of the Administration combining his duties with those of a Judge, but sufficient to note that this arrangement came to an end on the 31st December, 1938, when a separate High Court was established for each of the three High Commission Territories. Proclamations constituting the Courts of Administrative Officers as Courts subordinate to the High Court and defining their jurisdiction and procedure, were enacted at the same time. District Commissioners and Assistant District Commissioners in charge of districts or sub-districts are appointed to hold Subordinate Courts of the first class, Assistant District Commissioners to hold Subordinate Courts of the second class, and Cadets to hold Subordinate Courts of the third class.

The enactment of the Native Courts Proclamation has been recorded in a previous paragraph. It provides for the establishment of Native Courts by Government, with appropriate jurisdiction in civil and criminal matters, their supervision and control by Administrative Officers, for the review of cases and the hearing of appeals.

(iv) Medical and Public Health.

After reviewing the earlier medical work and organization in Basutoland and paying a tribute to the competence and devotion to duty of the medical staff Sir Alan Pin summarized the primary medical need of Basutoland as "the wider extension of medical and public health services." "This," he said, "would include the construction of new hospitals and improvement of some of the existing hospitals, the construction and maintenance of out-dispensaries and the training of the staff required for them, the commencement of a real attack on venereal disease, the extension of maternity and child welfare work, and, in the lowlands at any rate a small public health organization directed more especially to the protection and improvement of village water supplies and to general health propaganda including such matters as precautions against typhus."

One of the first steps towards the fulfilment of this not inconsiderable programme was the appointment in 1936 of an additional Medical Officer who was posted to Maseru to relieve the Principal Medical Officer of much of the clinical work he had previously undertaken and so give him time for administration and organization.

The improvement in the financial position of Basutoland allowed an early start to be made in increasing the accommodation for Natives in the Government Hospitals, and in pursuance of a five years' plan the following additions have been made or provided for:—

(a) *Qacha's Nek Hospital* (1936-7).—The accommodation for Native patients has been increased from 12 to 32 beds, including the construction of two isolation wards of two beds each. A new operating theatre, laundry, sanitation and electric light were provided. The enlargement and rebuilding of this hospital were carried out at a cost of £2,151.

(b) *Mokhotlong Cottage Hospital* (1936-7).—As a temporary measure to provide sorely-needed accommodation for Native patients at this isolated outstation in the eastern mountains certain existing buildings were converted and equipped to provide eight beds including two in a new hut for isolation purposes. The District Surgeon (a Mosuto),

who was then in receipt of a retaining fee from Government, was appointed to be a full-time Medical Officer. The cost of converting the buildings and equipping the cottage hospital was £400. The estimates for the current year (1938-9) provide for new wards to increase the accommodation to 20 beds at an extra cost of £1,000.

(c) *Mafeteng Hospital (1937-8)*.—New wards have been constructed to increase the accommodation for Native patients from 22 to 42 beds. Wide verandas have been provided for convalescents which will hold eight additional beds in an emergency. The cost of enlarging this hospital was £1,870.

(d) *Maseru Hospital Maternity Block (1937-8)*.—This extension of the Maseru Hospital contains 16 beds, a labour ward and the usual offices. It was erected at a cost of £1,250 from a grant made by the Johannesburg Chamber of Mines.

(e) *Quthing Hospital (1938)*.—This hospital has been rebuilt and enlarged to accommodate 26 beds instead of 12, including two isolation wards of two beds each. A new operating theatre, laundry and improved sanitation have been provided. Total cost £1,460.

(f) *Leribe Hospital (1939-40)*.—Provision has been made in the draft estimates to increase the number of beds from 26 to 46. The new wards will have wide verandas which, as in the case of the Mafeteng Hospital, will hold eight additional beds in an emergency. The cost of enlarging this hospital is estimated at £1,700.

(g) *Teyateyaneng Hospital*.—This new hospital will be commenced in 1939. It will contain 24 beds for Native patients only and will cost £5,100 spread over two years.

As a result of re-arrangements and adjustments of existing accommodation and the extensions and alterations which have taken place the number of beds available for Native patients has been increased from 140 in 1935 to 240 at the present time. When the extensions to the Mokhotlong and Leribe Hospitals are completed and the Teyateyaneng Hospital is opened 296 beds will have been provided for Natives in Government Hospitals.

A new factor is introduced by the interest of Missions in medical work. In the last two years three Mission hospitals have been opened:—

(a) *Roma Mission Hospital (1937)*.—Erected at the headquarters of the Roman Catholic Mission and providing 28 beds.

(b) *The Scott Hospital, Morija Mission (1938).*—Built and equipped by the benefaction of a local resident at the headquarters of the Paris Evangelical Mission to provide 26 beds.

(c) *The Pary Mission Hospital (1938).*—Built by the Roman Catholic Mission at Ntaote's village in the centre of the mountain area. This hospital provides 16 beds and is subsidised by the Basutoland Government to the extent of £200 per annum.

These three Mission hospitals have provided an additional 70 beds, making a total of 310 beds for Native patients; one for every 1,900 of the population as compared with one for every 4,000 at the time of the Commission's report.

In 1936 a dispensary was opened at Morija staffed by a Native dispenser and visited weekly by the Medical Officer, Maseru. It was discontinued in June, 1938, when the Scott Hospital was opened and is being moved to Matsieng, the headquarters of the Paramount Chief, as soon as a suitable building can be provided.

Four trained Native nurses were appointed in 1937 and 1938. Three are stationed at the Maseru, Qacha's Nek and Mokhotlong Hospitals and one at the Leper Settlement. Ten probationer Native nurses are in training at the Maseru Hospital. Five of these have completed two years' training in general nursing and five one year's training. In their third and fourth years they will be trained in Midwifery and Child Welfare and will then be available for employment in Government Hospitals or village work. Accommodation for these probationers was provided at a cost of £750 from a grant from the Johannesburg Chamber of Mines. Consideration is now being given to the training of male subordinate medical staff to assist in the further development of out-dispensaries.

As stated above a Maternity Hospital and Child Welfare Clinic was erected and equipped at the Maseru Hospital. It was opened in April 1938 and by the 31st of December, 169 in-patients were treated. Of these there were 82 deliveries, the remaining cases being complications of pregnancy or labour. The Sister in Charge conducts a weekly ante-natal and post-natal clinic with an average attendance of 35 patients. African women are notoriously conservative in matters of this kind, therefore the institution may be said to have made an exceptionally good start. Now that the initial apprehension has diminished, attendances and admissions will increase rapidly.

The number of admissions of in-patients at Government Hospitals increased from 3,117 in 1934 to 4,434 in 1938. Out-patient attendances increased during the same period from

64,352 to 101,187. Operations have increased from 1,728 (411 major) in 1934 to 2,593 (907 major) in 1938. 6,048 injections for syphilis were given at Government Dispensaries in 1938.

Shelters for out-patients coming from a distance for treatment have been erected at the Qacha's Nek, Leribe, Mafeteng and Maseru Hospitals. These rest-houses, which consist of five rooms each and cost approximately £250 each to build, are a great convenience to natives who would otherwise either have to travel long distances daily or hire accommodation in nearby villages. It is proposed to provide similar shelters at the other Government Hospitals in the near future.

A real attack on venereal disease has been launched, assisted by wide propaganda including the distribution of pamphlets in Sesuto. Treatment is given free of charge at all Government stations and the Mission hospitals are supplied with drugs, etc., for similar free treatment. Treatment by injection is rapidly becoming popular among the people and at Maseru alone 1,500 injections were administered in 1938.

The incidence of Typhus Fever has been reduced from 1,491 cases reported in 1934 to two isolated outbreaks involving 11 people in 1938. Deverminising plant and bathing accommodation have been maintained at all Government stations and are extensively used by natives. In addition a portable plant has been devised and used most successfully in dealing with outbreaks in outlying areas.

In 1935 owing to a dense invasion of the lowlands by rats and other rodents a European officer trained in anti-plague measures was appointed with a Native staff. Not only was there the threat of plague but the rodents were destroying the ripening crops of the natives. An extensive campaign was carried out by the combined efforts of the Administration, the Medical and Agricultural Departments, and the Chiefs and people. A heavily infested area 150 miles long and from six to ten miles wide was practically cleared of rodents and an outbreak of plague (16 cases) which actually occurred in a village in the Mafeteng district in 1936 was promptly arrested. Since then to keep down the rodents in the fields and villages a regular distribution is made of poisoned wheat to be placed in the rat holes. Many thousands of bags of grain are now saved yearly from destruction, and no further cases of human plague have occurred.

In 1937-8 steps were first taken to safeguard village water supplies by preventing surface pollution and seepage. The method employed is to construct a small cement chamber over and around the "eye" of the spring and to lead the water by an iron pipe to a cement or concrete container from which a pure supply of water for drinking and domestic

purposes can be drawn. The average cost for each spring works out at about £2 and over 200 village water supplies have already been protected. This work is greatly appreciated by the villagers and is regarded as one of the most important public health measures yet instituted in Basutoland. Five hundred pounds per annum will be voted regularly until the work is completed.

Owing to an epidemic of smallpox in the Union of South Africa it was considered necessary to vaccinate the people of Basutoland. It was estimated that at least 200,000 had not been previously vaccinated and many others had probably lost immunity. From April to December, 1938, 376,000 persons have been vaccinated or re-vaccinated at a cost of £1,840.

Improvements in the sanitation of most of the Government stations have been effected, including the installation of a water-borne sewage scheme at the Maseru Hospital (which cost £1,406). The menace from house-flies at Maseru has been considerably reduced by the construction of "Baber" Fly Traps at suitable centres.

While the general nutrition of the Basuto has improved very appreciably the fact that cases of pellagra and scurvy were increasing was brought to notice. The evidence was that though the diet of the people was not deficient in quantity it was lacking in proteins and vitamins. Government has made and is making strenuous efforts to persuade the Basuto to alter an almost entirely maize diet to a more varied one. It was realised that Africans are conservative in matters of diet and propaganda through pamphlets, the press and the schools has been employed successfully.

The measures taken to increase the production of vegetables and fruit and to improve meat and milk supplies are described below under the headings "Agriculture" and "Live Stock and Animal Husbandry."

Recurrent expenditure on Medical and Sanitary services increased from £25,712 in 1933-4 to £30,078 in 1937-8. The revised Estimate for 1938-9 is £36,088 and the draft Estimates for 1939-40 provide for £34,138.

(v) Leper Settlement.

For a variety of reasons but principally because of the attitude of the Basuto and South Africa generally to lepers and leprosy it was not possible to carry out the recommendation of the Commission that most of the patients suffering from the neural type of leprosy should be discharged from the Botsabelo Settlement and that no new patients suffering from this type of the disease should be admitted. Recently, for

some unaccountable reason, a considerable number of neural cases at the Settlement have become cutaneous and therefore highly infectious. Had these cases been under village or domiciliary segregation they would have been foci of acute infection.

Surveys in accordance with the recommendations contained in the report of the Commission have been made in the highlands of the Qacha's Nek and Quthing districts and in the lowlands in the Mafeteng district, and indicate that there are few cases of long-standing leprosy in the country. Most of the cases brought to light by the surveys were of the early neural type and of less than twelve months duration. The incidence revealed by the surveys is two per mille in the highlands and .2 per mille in the lowlands.

To increase the efficiency of the inspectorate system two more Native Leper Inspectors have been appointed, making a total of eight. The post of one European Staff Nurse at the Settlement has been abolished and another European Nurse who is retiring is being replaced by two trained African Nurses.

Expenditure on leprosy and the Leper Settlement has been reduced from £19,760 to £17,484 in 1937-38.

(vi) Native Education.

As pointed out by Sir Alan Pim in paragraph 181 of his report the main problem of Basutoland Native Education was one of finance. The position has steadily improved since that time and the deficit of £4,021 in the Education Fund's reserve balance has been converted to a surplus of £34,066 on the 31st of March, 1938.

Education Fund: Revenue and Expenditure, 1933-34 to 1937-38.

Year.	Revenue	Expenditure.	Accumulated Balance.
	(25 per cent. of Native Tax plus a levy of 3s. per taxpayer).		
	£	£	£
1933-34 ...	34,163	45,758	Dr. 4,021
1934-35 ...	47,110	40,062	Cr. 3,048
1935-36 ...	51,493	40,533	14,008
1936-37 ...	56,172	47,088	23,092
1937-38 ...	62,424	51,450	34,066

With the expansion of the revenue of the Education Fund consequent upon the improvement in tax collections (the Fund is financed by a contribution of one quarter of the Native Tax plus a special Education Levy of 3s. per taxpayer) the preparation of the Estimates for 1937-38 was a convenient time to consider the education policy of the country. A remarkable measure of success had been achieved in regard to elementary education

and 70 per cent. of the children of school-going age were actually attending school. For any higher education, however, children were compelled to go outside Basutoland, to Fort Hare or to High Schools in the Cape or Natal at considerable expense to their parents. At this time, too, the South African Native College at Fort Hare, for which bursaries were available from the Basutoland Education Fund, came to a decision not to admit any students who had not matriculated. The significance of this was that Basuto students who wanted to go beyond the Junior Certificate to Matriculation and to higher education levels could not do so in their own country except by private study which was generally impossible. An important storey in the educational structure was entirely lacking or as a member of the Basutoland Council put it " We had a building without a roof ". It was recalled that when the proposal for the Education Levy was before the Basutoland Council a promise was given that " Ultimately the Government will start, as soon as funds permit, an Institution of its own for vocational training ".

The necessity for a high school which could take students up to matriculation was obvious and it was felt that such a school would also fill a very urgent need by providing a place where the sons of Chiefs could receive suitable education in their own country side by side with their own people and avoiding the danger that they might grow up out of touch and out of sympathy with Basutoland and the Basuto.

The proposal received the support of the High Commissioner, was endorsed by the Advisory Committee on Education in the Colonies and approved by the Secretary of State. The High School which is being built and equipped at an initial capital cost of £10,200 will open early in 1939 with a full roll of students.

Two new Government Intermediate Schools have been built at a cost of £4,150 at Leribe and Mohale's Hoek bringing the number of these institutions from three to five. The Maseru Intermediate School has been considerably enlarged in buildings and staff, and additional teachers' quarters have been erected at three schools.

The grants in aid to Missions for elementary education and training institutions have been increased from £38,482 in 1934-35 to £48,710 in 1938-39 and the 10 per cent. cut in teachers' salaries was restored by the Missions in 1936. The number of teachers with higher qualifications employed by Missions is increasing and the total number of schools has increased from 849 in 1934 to 873 in 1938. During the same period Mission Intermediate Schools increased in number from 37 to 45. Grants in aid have been made to selected schools belonging to Missionary Societies not hitherto assisted where such schools are doing sound educational work and do not overlap with other aided schools.

The total enrolment of pupils has increased from 74,353 in 1934 to 82,808 in 1938. The average attendance has increased from 49,861 in 1934 to 61,424 in 1938 or from 66 per cent. to 75 per cent. Enrolments in Standard Six have almost doubled in the period, and the results in the Education Department's Standard Six examination have shown a steadily rising percentage of passes.

The number of post-Junior Certificate bursaries has been considerably increased. In 1934 one was awarded annually, now eight are available every year, six tenable for two years on the result of the Junior Certificate examination and two tenable for three years on the result of the Senior Certificate examination. The number available on the result of the Standard Six examination has been doubled from six to twelve annually and a new annual bursary to one of the Agricultural Schools in the Union has been established by the generosity of a Maseru firm of merchants.

Expenditure on direction and inspection is met from general revenue and is not charged against the Education Fund. The staff of the Department has been increased by the appointment of a third European Inspector, a fifth Native Supervisor and a permanent Native Clerk. Regulations regarding the constitution and functions of school committees have been promulgated and committees of parents have been formed in certain areas for Mission schools on the lines of the Government Intermediate Schools Committees. The Board of Advice on Education has been strengthened by the inclusion of the Government Secretary and the Director of Agriculture.

Much has been done by the Department of Education to secure better adapted education. The Elementary Vernacular Syllabus has been completely revised and the Intermediate Syllabus is in process of revision to bring them both in line with the principles laid down in the Colonial Office Memorandum on the Education of African Communities. To meet the distinctive needs of girl pupils in the intermediate standards a special housecraft intermediate course has been introduced. The department has defined and standardised a course for the training of girls as Kindergarten teachers and in 1939 five centres will be giving this training. A new two-year course for Elementary Vernacular Teachers (men) has been devised and established having a strong emphasis on the equipment of these teachers for community service and influence. The practical and manual side of the training given to students at the Teachers' Training Institutions has been adapted to meet local needs.

Regulations for Boarding Establishments connected with schools have been drawn up and brought into force with the willing co-operation of the Missions concerned.

The various series of Sesuto Readers in use are being completely rewritten on up to date lines. A quarterly Magazine for teachers has been issued by the Department and is proving very useful.

There is a steady increase in the number of school gardens and the Education Department is co-operating with the Medical and Agricultural Departments in their efforts to improve and vary the diet of the Basuto by the greater use of milk, vegetables and fruit.

The enlarged activities and carefully planned innovations described above are contributing to the wider spread of sound education and making the educational system more effective for real progress throughout the Territory.

The Lerotholi Technical School was dealt with under a separate heading in the report of the Commission as it was not then under the Education Department. It has now been brought under the control of the Director of Education who was Director of the Lerotholi Technical School from 1931 to 1935, and the Principal of the School works under his guidance and supervision. This administrative change has strengthened the work of the School and enlarged its influence. A special evening class for apprentices in their last year has been started, designed to help them in such matters as costing, quoting prices, managing a business, dealing with employers or customers and keeping accounts. An increasing number of craftsmen trained in the School have been setting up their own businesses in Basutoland.

The Agricultural Course of the School has been improved under the advice of the Director of Agriculture and two out of the three winners of the new Annual Agricultural Bursary previously referred to have been boys from the School.

The Lerotholi Technical School is financed from the general revenues of the Territory and not from the Native Education Fund. Expenditure has increased from £5,515 in 1933-4 to £7,120 in 1937-8 but the net cost to Government has only increased by £100 as the revenue from the work turned out by the School has risen from £2,935 to £4,440 in the same period. The enrolment of apprentices is at its maximum and a good many applicants have to be refused.

(vii) Soil Conservation.

Soil erosion was no new phenomenon in the lowlands of Basutoland, but it had assumed threatening proportions at the time of the Commission's visit. The main cause was the rapid run-off of storm-waters from the lower slopes of the hills, and from roads and paths, resulting in the loss of thousands of tons of good soil by surface wash from the hill-sides and fields and causing deep "dongas" or gullies which menaced ten per cent. of the arable land. Even worse than the actual loss of soil was

the effect on the surrounding arable and grass areas by the drying out of all moisture from the soil and sub-soil by seepage into the dongas, most of which were from ten to fifteen feet deep, some as deep as twenty feet and others forty to fifty feet deep.

The Commission regarded the removal of the threat of erosion as the first essential preliminary condition to the development of the economic resources of the country, and recommended the financing of an extensive scheme for dealing with erosion in the lowlands. An application for funds met with favourable consideration by the Colonial Development Advisory Committee and a loan of £160,233 was granted from the Colonial Development Fund and became available on the 1st of October, 1936.

Meanwhile, active steps were being taken to prepare the way and to educate Native opinion to accept the anti-erosion scheme which would involve the disturbance of agricultural routine by the cutting of contour banks through cultivated fields and pasture and an alteration in the method of cultivation so that all the ploughing is done on the contour, parallel to the contour banks. A strong lead was given by the Paramount Chief who requested that anti-erosion work and any other development scheme should be started at his own headquarters as an example to his people. Demonstration work was started on a small scale in 1935 at Matsieng (the Paramount Chief's headquarters) and on the Government reserve at Maseru. Large-scale works commenced early in 1937 after the necessary staff had been engaged and provision made for their housing and the requisite tools and equipment purchased. The conservation works consist of contour banks of earth, stone and wire weirs, earth dams and other incidental works according to local requirements. The contour banks are about fifteen inches in height above the original ground level and twelve feet wide at the base, with shallow furrows on their lower and upper sides, three feet and two feet wide respectively. As the name implies, they are built along the contour and their function is to catch and hold the water running down from above, thus checking its speed and therefore its eroding influence and causing a large proportion of it to be absorbed into the land. The banks are constructed on a slight grade (usually 1 in 300 in the most suitable) so that the water collecting in the furrows above them flows slowly to a gap in the bank or to one end where it is made to overflow, if possible into an existing stream bed or on to a rocky place where its eroding effect will be negligible. The vertical drop between the contour banks is varied to suit different conditions of soil, type of catchment and slope and also varies between cultivated land and pasture. It ranges from $4\frac{1}{2}$ feet to as much as $17\frac{1}{2}$ feet.

When surplus water cannot be discharged into a stream or on to rocks the overflow is led on to pasture lands where the grass offers the best protection to the soil. Should the over-flow be

taken by a donga, and no rocky place be available for the water to run over, a "grass inlet" is made to prevent the spreading of the gully. This consists of a turfed grass slope from 1 in 3 to 1 in 7 in grade down which the water flows into the main channel.

Stone and wire weirs are occasionally used to divert some of the flood water in dongas and turn it on to adjacent pasture, or other land which is thus materially benefited. Excess flood water which passes the weir is held up lower down in the gully by contour banks and small earth dams.

Earth dams are constructed as an integral part of the contour system in certain areas at the junction of watercourses and are a very important factor in slowing up and retaining surface waters.

Other incidental works include the strengthening of dam banks and contour banks by planting with grass, aloes or, where the banks run through cultivated land, lucerne and fruit trees. They also include the planting of trees to hasten the silting up of dongas and to protect badly eroded watershed areas, and the fencing of plantations and dam banks to protect them from damage from stock.

Up to the end of 1938 a total of 27,556 acres had been terrace-banked, and the land below these terrace-banked areas was also reclaimed. The total length of terrace bank (contour banks) constructed is 2,937,577 yards. Forty-nine dams have been constructed and 171,958 fruit and forest trees have been planted.

The results of these works are already spectacular and greatly appreciated by the Basuto. Persuasion and argument are no longer necessary. The sight of once bare slopes now carrying a luxuriant growth of grass, old dongas silting up and grassing over and new ones checked in their infancy, springs flowing with increased strength and dams everywhere for thirsty cattle, have convinced the most sceptical.

A large scale rotational or deferred grazing experiment was commenced at Maseru in 1935 and the indications are that a three piece system for village grazing areas will give good results. More stock can be carried on the same area and the pastures rehabilitated.

Most of the stock in Basutoland was and is depastured in the mountain areas and although soil erosion was not present to the same alarming extent as in the lowlands, the encroachment of bitter Karroo bush following the drought years of 1932 and 1933 was becoming a source of anxiety. Field erosion was also occurring to some extent on the cultivated slopes and along the course of the rough bridle paths. The Commission advocated the appointment of an ecologist to study the position in the

highlands at an estimated cost of £3,000 and subsequently a grant of £3,070 was made from the Colonial Development Fund to cover the cost of an Ecological Survey. The principal objects of the survey were (a) to ascertain the best system of pasture management and livestock distribution in order to preserve the pastures in the interests of the livestock and to prevent erosion and (b) to work out a practical system for application to the cultivated fields on the mountain slopes to prevent their destruction by erosion.

The survey was completed in 1937 and the report published in 1938. The first set of accurate, simple and well-designed pasture and grazing experiments recommended by the Survey to ascertain the stock-carrying capacity of the mountain area and the best method for checking the encroachment of the Karoo bush have been laid down. A simple form of rotational grazing and pasture management was advocated for village areas and for the larger "cattle-post" areas. Recommendations for cultivation in the mountain valleys and slopes included the best type of crops (peas, wheat, etc.) to provide cover for the soil, the introduction of the "strip" method of cultivation and correct ploughing of the land along the contours instead of up and down the slopes. Action has been taken with a view to gradually introducing the measures recommended and the construction of a system of properly graded and drained bridle-paths is now being undertaken by the Public Works Department. Particular attention is being paid to drainage so as to prevent erosion from taking place.

(viii) **Agriculture.**

A long-range agricultural scheme was prepared with the principal objects of (a) the improvement and maintenance of the health of the people by the use of more vegetables, fruit and animal products and (b) bringing about an improvement in crop production and so increasing the purchasing power of the people to enable them to secure more than the bare necessities of life. The last object could only be attained by the selection and exploitation of those branches of farming which are well suited to Basutoland and likely to give the best monetary returns to the producer over a period of years.

The first part of this programme, the provision of a more varied diet, is being partly carried out by the establishment of terraced vegetable and fruit gardens by the villagers. During 1935 a number of demonstration gardens were established, each terraced as a direct anti-erosion measure and provided with a small dam or other water supply and a manure-pit where compost can be made. These small, well-worked gardens produce an abundance of vegetables and fruit to replace or supplement the

standard crops of maize or millet as articles of food and, from the first, were very popular. In 1936-7 the number of gardens had increased to 837 and by the end of 1938 to 3,000. This number includes only those gardens which are properly terraced and provided with watering facilities and compost pits. Annual competitions are held for the best gardens and arouse great interest. It is hoped in a few years to increase the number of standard gardens to 20,000 when they will have become established as part of the normal agricultural practice of the Basuto. The scheme has been financed throughout from Basutoland Revenue.

Crop improvement in the long range scheme included the adoption of better cultural methods, the fertilizing or manuring of crops, the use of better seed and the production of reliable seed in Basutoland, and lastly a greater variety of crops for reasons of human health, soil fertility, and the prevention of erosion.

To find the most suitable crop varieties for Basutoland an experimental station was started in 1935 at Maseru. Seed multiplication plots were started at seven of the Government stations in 1937 for the further testing of selected varieties under field conditions and for the multiplication of seeds and plants required for promoting crop improvement or for use in connection with the anti-erosion works. The results secured at the Maseru station, particularly with regard to strong wheats, early maturing Kaffir Corn (sorghum), grasses and trees, have been of very great value to the Territory. The money for this work has been provided from general revenue.

Native crop production figures indicate that the amount of land brought under cultivation is steadily increasing and that the production per acre is improving but it is too early to say definitely whether the increase per acre is permanent or due to seasonal variation. A clearer picture will be available in a few years and in considering the statistics of production given below it must be remembered that 1937 was an exceptionally good season, 1936 and 1938 were about equal to one another in rainfall and distribution of rain, and were below the average.

Statistics of Agricultural Production, 1934-8.

<i>Crop.</i>	<i>(in bags of 200 lb.)</i>				
	<i>1934.</i>	<i>1935.</i>	<i>1936.</i>	<i>1937.</i>	<i>1938.</i>
Maize	405,974	513,663	491,114	1,135,983	873,750
Sorghum	202,987	194,498	184,179	297,117	197,812
Wheat	152,240	259,331	245,572	383,645	257,812
Peas, Beans and other Crops ...	50,746	54,833	61,393	148,558	109,218
Total—Bags ...	<u>811,947</u>	<u>1,032,325</u>	<u>982,258</u>	<u>1,965,303</u>	<u>1,438,592</u>

The Native Agricultural Associations which increased from 59 in 1935 to 101 in 1938 are a great aid to organised crop and garden crop cultivation. During 1938, 746 lectures and demonstrations were given by members of the Agricultural staff and the total attendances were 26,000. Forty-one tons of superphosphate were used by natives as a fertiliser in addition to kraal manure, ash and compost.

The statistical return given above clearly shows the increase in crops other than the standard crops. The largest increase has been in the production of peas. Peas and wheat are crops of relatively high food and cash value, and are specially good anti-erosion crops owing to the cover provided for the soil during the rains. The production of these crops is therefore encouraged in every way.

For the first time in the history of the country, field crop competitions were held in 1938. Two hundred and forty-two fields were entered for the competitions and the crops and seeds produced were excellent. Tillage and cultivation were generally good throughout. Good entries were also obtained for the various agricultural shows held throughout the country in 1938.

Produce markets have been established in five centres since the end of 1936 and are well patronised. The produce brought in finds a ready sale to natives and, to a lesser extent, Europeans.

(ix) **Live Stock and Animal Husbandry.**

With the same main objects in view and linked up with the main policy of agricultural improvement it was desired to improve the cattle of the country for beef, draught and milking purposes, to restore the horse-breeding industry and to breed mules for transport purposes, and to improve the class of sheep, the quality and marketing of wool.

Assistance for the live-stock improvement scheme was provided from the Colonial Development Fund to the extent of a grant of £640 for the fencing of bull-camps. A sum of £2,390 was offered, to include the purchase of stud bulls and horses, but the improvement of the financial position made it possible for the Basutoland Government to meet these expenses from ordinary revenue. The object of the bull-camps was to provide enclosed areas to which native cows could be brought for service by the imported Government stud bulls. The fencing of the bull-camps was completed in 1937 and in the same year, but late in the breeding season, 21 Afrikaner and four Sussex stud bulls were purchased by Government and placed at stud in the camps. Although the season was far advanced 438 cows were served. Early in 1938 a further 38

Afrikaner and six Sussex bulls were purchased to supplement the work of the bull-camps and were placed at stud on loan to cattle owning natives. Steps were taken to prevent the importation of undesirable breeding stock and, during 1937 and 1938, 4,300 undesirable bulls were emasculated by the Agricultural and Veterinary staff and many more were castrated by the natives themselves.

Anthrax has been almost eradicated as a result of universal inoculation in 1936 and 1937, and inoculations are now confined to the few areas which remain infected.

The cattle census figures show that in spite of good years, with no epidemics, good calving seasons and good grazing and the fact that imports are almost double the exports, the cattle population is not increasing rapidly. This indicates that the people are consuming more meat to the advantage of their health and is an important contribution to the over-stocking and erosion problem.

Cattle Census Returns.

<i>Year.</i>					<i>No. of Cattle.</i>
1935	...	...	...	...	352,331
1936	...	...	...	...	414,872
1937	...	...	...	...	418,921
1938	...	...	...	...	434,990

As a result of the drought and depression years from 1932 to 1934 the country is considerably under-stocked at present, and the time is therefore favourable to improving the quality of the flocks and herds during the building-up period. An indirect result of this improvement in cattle and sheep is that stock owners are assured of the same return from a smaller number of high class animals as from a large number of inferior stock, and the denudation caused by trampling and over-grazing is avoided.

Stock theft was such a menace to the stock owner at the time of the Commission's visit that it was considered by Sir Alan Pira to be the second immediately urgent problem standing in the way of economic development. The serious character of the position left no room for doubt, and the stock-owners were desperate.

Energetic measures have been undertaken during the past three years and, as a result, this form of crime has become rare. The large organizations of stock thieves and receivers have been broken up and dispersed. The attitude of the villagers towards stock thieves has undergone a change and they are no longer terrorized and dominated by them. This was achieved by the action of the Chiefs themselves headed by the Paramount Chief, and by strong and frequent patrols consisting of police and Chiefs' representatives who periodically traverse even

the most isolated parts of the mountain area and keep a close check on the movements of the thieves, most of whom are now known to the authorities. The villagers are no longer afraid to give evidence against the thieves, because of the protection afforded by the patrols in their midst, and the stamping out of the nests of criminals which flourished on this crime. The co-operation between the Chiefs and the police has perhaps been the chief factor in checking stock theft, but the change in public opinion towards the thieves has had a marked effect. Stock thieves now bring certain trouble to their villages and are not popular heroes, with meat to give away, as in the past.

During the year 1936 an enquiry was made by the Department into the origin and history of the Basuto pony. The causes of the decline of the once famous Basuto pony were apparent, and with the knowledge gained a horse improvement scheme was launched in 1937.

A number of well-bred stallions of various types were introduced and placed at stud at all the horse breeding centres of the country and steps were taken to emasculate weedy and otherwise undesirable stallions. Small fees are charged to the owners of mares sent to stud but the horse-breeders maintaining the Government stallions are allowed free service. Registers are kept of the progeny of these stallions and the best of them will be retained in the country as breeding stock.

All funds for this purpose have been provided from ordinary revenue and the scheme includes the provision of Catalonian Donkey Jacks for mule breeding. In 1937, 19 horse stallions (2 Arabs, 1 Percheron and 16 thoroughbreds) and 5 Catalonian Donkey Jacks were introduced into Basutoland. During 1938 13 thoroughbred stallions and 13 Catalonian Donkey Jacks were purchased. Two stallions previously imported stand at stud at the central stud stables at Maseru. The 50 sires imported in 1937 and 1938 are standing to stud, as described in the preceding paragraph, with leading breeders throughout the country and in 1939 it will be possible to give the first breeding results. The sires are being very well cared for by their custodians and there is no doubt that in the course of time the Basuto pony will recover its former fame.

The Veterinary Department, at the request of native owners, castrated 626 equines in 1937 and 2,120 in 1938.

The census figures show a steady increase in equines:—

Year.		Horses.	Asses.	Mules.
1935	... ..	75,701	18,911	986
1936	... ..	84,650	22,361	1,275
1937	... ..	85,017	22,766	1,068
1938	... ..	87,788	25,314	1,076

It is proposed to restrict the number of asses to 30,000 owing to the manner in which they destroy pasture and so assist

erosion. If their numbers increased too greatly it would mean the displacement of more valuable stock in the shape of horses, mules and cattle.

The number of sheep and goats decreased from 3,834,522 in 1931 to 2,000,120 in 1934. The decrease continued and the census figures showed 1,717,826 in 1935, and 1,674,964 in 1936. The rate of decrease was arrested in 1936, and 1937 showed a small increase to 1,695,325. The figures for sheep only are:—

<i>Year.</i>				<i>Number of Sheep.</i>
1931	...	...	...	2,828,700
1934	...	...	...	1,469,199
1935	...	...	...	1,285,596
1936	...	...	...	1,264,349
1937	...	...	...	1,283,394
1938	...	...	...	1,470,361

The fifty per cent. decrease from 1931 to 1934 could be accounted for by deaths during the drought years of 1932 and 1933 and by reductions by flock owners owing to the small price of wool, but the subsequent decrease was found to be due to intestinal parasites. Compulsory dosing was introduced on the 1st of April, 1936, and in that year the tide was turned and the rate of decrease was arrested. In 1937 for the first time for six years there was an increase.

There is no doubt that the introduction of this compulsory monthly dosing scheme has saved the sheep industry from extinction. In 1938, 11,518,613 doses were administered and the ravages of internal parasites have been overcome.

The country has been free from scab for some years and with the elimination of internal parasites the way is clear for the improvement of the merino sheep and wool industry. In 1935 there were approximately 19,000 half-bred or "bastard" rams in the Territory which were destroying its most valuable industry, namely, Merino Wool. These rams were emasculated and their progeny dealt with in the same manner, with the result that in 1936 only 20 "bastard" rams were discovered. From 1935 onwards a number of high class Merino rams have been imported annually and resold to native flock owners at cost price. The total number so imported to the end of 1938 was 1,748. The lambs from these rams are a vast improvement on the original stock, and the scheme will be continued until all the sheep in Basutoland are high class Merino stock. This trading scheme is being financed by Basutoland's share of the wool-levy instituted by the Union Government and collected at the coastal ports.

During 1935 and 1936 many wool classing experiments and demonstrations were carried out to test the attitude of the natives

and the trading community towards a project to class wool in a suitable manner to meet the requirements of the world's markets. The results were encouraging and a grant of £2,800 was provided from the Colonial Development Fund for wool classing sheds and equipment. Eight sheds were erected in suitable centres in 1937 and eight sets of portable equipment were secured for demonstrations at outlying villages. Additional sums were provided from Basutoland revenue to augment the number of portable sheds and to pay for the additional native staff required annually for training as wool classers.

In 1937 the wool from 49,629 sheep shorn at the sheds and portable outfits was classed. The total weight of wool handled was 250,645 lbs. As the shearing season extends roughly from October to March, 1938 figures are not yet available (February, 1939).

The results achieved in this new undertaking by a limited staff are far beyond expectation and the sorted wool earns a premium of from $\frac{1}{4}$ d. per lb. to the advantage of the sheep-owners.

When the quality of Basutoland wool has been stabilised by the elimination of hairy sheep and the general adoption of wool sorting and classing the recommendation in paragraph 281 of the Commission's report that a sample of 200 bales should be sent annually direct to London and Bradford to stimulate demand for Basutoland wool will be carried out by Government. It is felt that a year or two's delay will be to the advantage of the wool industry.

To supplement the milk supplies of villages, particularly when the cattle are grazing in the mountain areas, Government is encouraging the breeding of Milch goats. The Swiss type has been selected as the most suitable, and a stud is now being purchased.

Another innovation is the introduction of public auction sales of cattle and other livestock with a view to giving the native producer the best prices for his products. Permanent sale pens have been erected in 1938 from general revenue and the first organised sales will be held early in 1939.

It will be seen from the foregoing that the two main requirements to improve and vary the diet of the Basuto and to improve their spending power and standard of living have been steadily kept in sight in the execution of the long range agricultural and animal husbandry plan laid down in 1935 and that a considerable measure of success has been achieved. The full results will not be seen for some years but there is no doubt that the resources of the people have been greatly improved on the lines recommended by Sir Alan Pim (quoted on page 5 of this memorandum) and that they will continue to improve.

(x) Public Works.

The recommendations of the Commission were necessarily limited by the financial position of the Territory which was then in a critical condition.

The roads were described as being "on the whole of a fairly good South African standard" although "even the main and secondary roads were still very deficient in bridges and permanent river crossings". Since 1935 the roads have been adequately maintained and improvements have been made to many of the secondary roads which run towards the interior of the country. Government has also opened a new section of about 13 miles of mountain motor road from White Hill to Sekake's in the Qacha's Nek district. Since 1935 the policy has been more and more to reduce the difference between the standard of main and "feeder" roads by improving the latter. As a result the 22 miles of mountain road to Sehlabathebe is now open to motor transport in all reasonable weather conditions. An appreciable improvement to the feeder roads on the western side of the country has also taken place. The average expenditure on maintenance of roads during the past three years has been £13,000.

The old system whereby all expenditure on roads and bridges was loosely charged to "Maintenance" was discontinued in 1935. It was found impossible to check maintenance costs if the cost of such construction works as cement drifts and low level bridges were included. Such improvements are now provided for in the Estimates under the Schedules of Extraordinary Expenditure.

Two border bridges at Caledon Poort and Makhaleng have been completed and opened for traffic. The work was carried out by the Union Government's Public Works Department at a cost of £19,000 of which Basutoland paid one half.

Ten reinforced concrete low-level bridges and causeways have been constructed since 1936 on the Basutoland road system. Six major donga crossings have been built and many smaller ones have been permanently strengthened.

Road-side erosion first received the attention of the Public Works Department in 1933 but since 1935 the majority of the road-side dongas have been stopped or reclaimed. In areas where contour work has not yet been done as part of the general anti-erosion scheme the dongas are dammed and the road drains are carried across the dongas to the non-eroded ground beyond. All such work is done in the closest association with the anti-soil erosion officers.

Sir Alan Pim's recommendation that regular allotments should be made to District Officers to enable them to maintain the more

difficult sections of the existing bridle paths was put into effect in 1936 when £1,000 was allocated for this purpose. Since then annual grants of £1,000 were made and a great improvement effected, particularly in the Qacha's Nek district and sub-district.

But it was obvious that the most urgent need of Basutoland transport was the construction of an adequate system of bridle paths or pack trails to connect the mountain areas with existing roads. The mountain areas comprise three-quarters of the whole territory and the almost total absence of any reasonable means of communication to or within these areas was a grave and serious handicap to any form of administration or development. In the greater part of the year it was almost impossible to evacuate any produce, and revenue suffered accordingly. The state of the existing trails and the suffering of the pack animals using them was vividly described in the report of the Commission.

So, in 1937 an officer of the Public Works Department carried out a comprehensive reconnaissance survey of the main bridle paths of the territory. He estimated that an expenditure of £15,500 would be required to construct 1,670 miles of properly graded paths over a period of approximately three years. The necessary funds were provided from Basutoland revenue and construction commenced early in January, 1938. Very good progress has been made in this work which is considered by many to be the most important development work yet undertaken in Basutoland. The worst passes have already been surmounted at a grade of 8° or 1 in 7 and the nightmare struggles of pack animals over boulder strewn mountains are already a thing of the past.

The reorganization of the Administrative and Police services as separate units required the building of additional office accommodation in several Government stations. There were also insistent demands for more adequate post office accommodation in many parts of the country. At Qacha's Nek a modern Post Office building was provided at a cost of £1,000. A large office for the Native staff forms part of this building and a rearrangement of the accommodation at the central Government Office has resulted in the Administrative, Police and Post Office staffs being suitably housed.

At Teyateyaneng it is proposed to construct separate offices for the Police, thereby providing increased accommodation for the Post Office.

At Maseru many new public buildings have been constructed, chiefly for the Medical and Agricultural Departments. These are described in detail later in this section.

At Mohale's Hoek a new Police Office has been provided for in the 1939-40 Estimates.

New Government Offices are being built at the Mokhotlong sub-station.

Since 1935 it has been necessary to provide increased office and housing accommodation for the Agricultural Department in consequence of its expansion and of the extra staff required for the anti-erosion works. These include a new office building in Maseru costing £575, a Veterinary Clinic, Stud Stables and Government Pack-horse Stables at Maseru costing £1,200. These were a charge against Basutoland revenue. In addition accommodation has been provided for the anti-erosion staff at a cost of £9,100 from the grant for Anti-erosion work. Two new houses were built and five houses were purchased which required considerable additions and repairs.

In addition the following quarters have been constructed or are under construction for European officials: Quarters for the Assistant District Commissioner at the mountain sub-station of Mokhotlong; quarters for the Assistant Superintendent of Police, Butha Buthe; a new house for the Postmaster at Butha Buthe; three new quarters for Government officials at Maseru and two new quarters, one at Mafeteng and the other at Qacha's Nek. Two houses have been purchased, one at Maseru and the other at Mohale's Hoek.

On the subject of the housing of Native staff the Commission's report (page 132) stated "the Native quarters at Mokhotlong are very bad, those at Mafeteng inadequate and there are none at Mohale's Hoek." It had been represented to the Commission that "more accommodation should be provided generally" and the Commission reported that "it is undoubtedly true that the standards of accommodation of 30 years ago no longer satisfy the Native officials with their generally higher standard of living". Sir Alan Pim realised that with the exception of Mokhotlong, which was urgent, nothing could be done until the arrival of better times.

A considerable building programme of Native staff quarters has been carried on in the past four years. At Mokhotlong 14 two-roomed Native quarters and two three-roomed quarters have been built. At Mohale's Hoek eight cottages each containing two living rooms and a kitchen have been provided. At Qacha's Nek six two-roomed cottages and a larger house for the police sergeant have been constructed, and at Teyateyaneng four three-roomed cottages are being built. A total sum of £3,000 has been expended on the housing of Native staff and it is intended to continue with this work by the allocation of substantial sums annually.

The conditions at the Border Police Posts in the mountainous districts of Qacha's Nek and Quthing (not visited by the Commission) were very bad. Accommodation for the men and stabling for their horses were quite inadequate. Considerable

improvements including new stables have been made and the detachments at these isolated posts have now adequate accommodation. New buildings for two border police posts in the lowlands consisting of quarters, offices and stables were constructed in 1937 at a cost of £500.

In addition to the above, two comfortable cottages for senior Native officials at Leribe have been purchased and a group of cottages and rondavels at Quthing were purchased in 1938 for the Native staff.

Most of the work carried out for the Medical Department has already been described in another section of this memorandum but it is summarized below to complete the Public Works picture.

The Qacha's Nek Hospital was practically rebuilt in 1936 when the ward accommodation was doubled, a modern operation theatre provided, together with an isolation block, laundry, store rooms and an electric light installation. Cost £2,151.

The Native ward accommodation at the Mafeteng Hospital was doubled in 1937-8 and roomy verandahs for convalescent patients were added at an inclusive cost of £1,870.

The Quthing Hospital has been enlarged, ward accommodation doubled and a new operating theatre, isolation wards and laundry provided. Cost £1,460.

A Cottage Hospital was provided at Mokhotlong three years ago by converting existing buildings. A more comprehensive scheme is being carried out in 1938-9 at a cost of £1,000.

A Maternity Hospital has been constructed in the grounds of the Maseru General Hospital at a cost of £1,250.

During 1939 the accommodation of the Leribe Hospital will be doubled and a start made with the construction of a new hospital at Teyateyaneng.

Dispensary shelters consisting each of five or six rooms have been built at Qacha's Nek, Mafeteng, Leribe and Maseru at a cost of £1,000.

Huts for the temporary accommodation of lepers have been constructed near the hospitals at Leribe, Quthing, Mokhotlong and Maseru.

Quarters for Native Nurses have been provided at Maseru (for probationers) and at Qacha's Nek and Leribe.

The Maseru Hospital has had a water-borne sewage system installed at a cost of £1,050. A system for the Mafeteng Hospital costing £450 is being constructed.

Each year a number of Baber fly-traps are being erected at police stables and other centres in Maseru. The expenditure to date is approximately £250.

An important scheme was launched in 1937 to enclose and protect village springs from contamination throughout the Territory.

As stated elsewhere in this memorandum when discussing progress with regard to Education, extensive building operations for a High School were put in hand early in 1938. The buildings approaching completion include the main school building; the boys' boarding-house with three large dormitories, dining-room, kitchen, sick-room, etc.; the Headmaster's house, the Assistant Master's house and two Native teachers' houses. The cost of these buildings including all equipment and an electric light installation is £10,500.

During the present year it is proposed to add a library, museum, a European house for the Matron and two more Native teachers' houses.

New Government Intermediate Schools and Native teachers' houses were built at Leribe in 1936 and at Mohale's Hoek in 1938 at a cost of £2,000 and £2,200 respectively.

The Maseru Intermediate School was enlarged in 1937 at a cost of about £800. Additional houses for Native teachers are being built at the Leribe, Matsieng and Mohale's Hoek Intermediate Schools.

Various other small buildings have been erected from time to time such as accommodation for witnesses attending the Subordinate Courts, cottages for visiting Chiefs, store-rooms, Dutch barns, etc., etc.

A rest-house for Europeans on the Sani Pass will shortly be completed. This is the first of such buildings in the mountain areas but it is expected that in years to come other rest-houses will be found necessary for travelling officials.

As a part of the bridle path construction scheme provision is being made for shelters for travelling natives at stages along the main paths.

The recommendation of the Commission that the water supplies at Quthing and Mafeteng should be improved has been carried into effect. In addition during the past four years the water supplies at several other stations have been enlarged to meet the demands due to the rapid expansion of the Government's social and educational services. The record is as follows: Water boring, erection of pumping plant, etc., at Quthing, cost £960: Erection of pumping plant, rising main and new reservoir at Mafeteng, cost £970: New borehole and pumping plant at Butha Buthe, cost £235: New reservoir, water meters etc. at Leribe, cost £700: A modern deep well pump at the Leper Settlement costing £230. Provision has been made for the installation of water meters at Mafeteng and Quthing but the work has been delayed through the lack of staff.

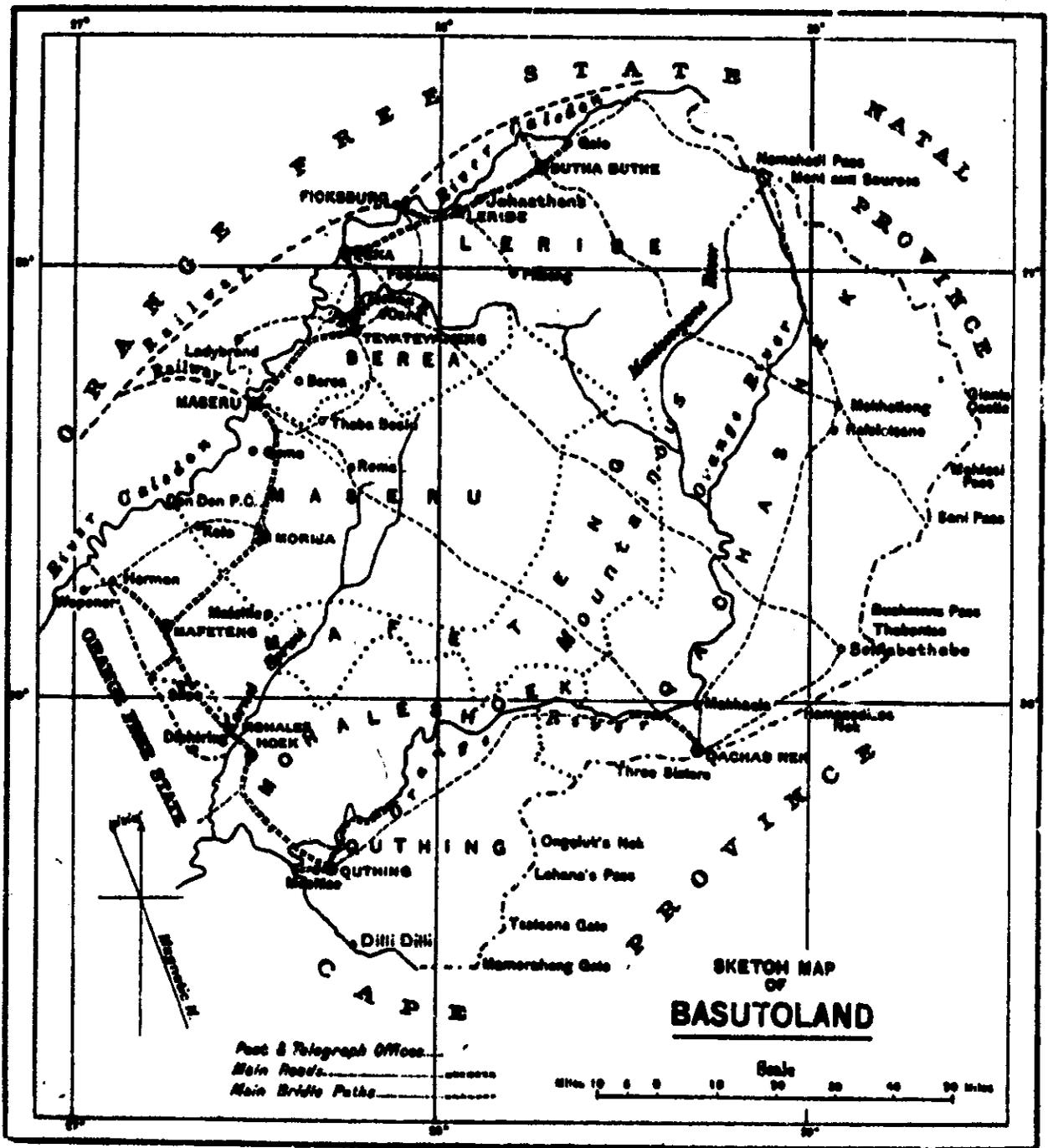
Large proposals to augment the water supplies of Maseru at an estimated cost of between £9,000 and £10,000 are now being put in hand.

(xi) Geological Survey.

Towards the end of 1938 a Geologist seconded from Tanganyika Territory commenced a Geological Survey of the country. The work is expected to take at least a year to accomplish and the cost is £1,560. Although the indications are that there are no vast deposits of mineral wealth in Basutoland it is hoped that workable seams of coal may be found which would replace cattle manure as fuel and so benefit the fields. In any case it is desirable to ascertain as accurately as possible the mineral resources of the country if only to set at rest the vague stories which have circulated in the past of large treasures locked up in the mountains of Basutoland. The survey is being carried out with the full agreement of that enlightened native ruler, the Paramount Chief of Basutoland, who has done a very great deal to assist in the progress made since 1935.

APPENDIX II.
PUBLICATIONS RELATING TO BASUTOLAND.

- " The Basutos " by Sir Godfrey Lagden, K.C.M.G., 2 vols.—Hutchinson.
 " History of the Basuto " by D. F. Ellenberger and J. C. Macgregor.
 " The Basuto of Basutoland " by E. A. T. Dutton—Jonathan Cape.
 Report on the Financial and Economic Position of Basutoland (Cmd. 4907):—
 His Majesty's Stationery Office
 An Ecological Survey of the Mountain Area of Basutoland, 1938. (Crown
 Agents for Colonies).



Reports, etc., of Imperial and Colonial Interest

THE FINANCIAL AND ECONOMIC POSITION OF NORTHERN RHODESIA

Report of the Commission [Colonial No. 145] 7s. (7s. 6d.)

LABOUR CONDITIONS IN NORTHERN RHODESIA

Report by Major G. St. J. Orde Browne, O.B.E.
[Colonial No. 150] 2s. (2s. 3d.)

NYASALAND. FINANCIAL POSITION AND FURTHER DEVELOPMENT

Report of Commission [Colonial No. 152] 10s. (10s. 6d.)

RHODESIA-NYASALAND ROYAL COMMISSION

Report [Cmd. 5949] 7s. 6d. (7s. 11d.)

LABOUR CONDITIONS IN THE WEST INDIES

Report by Major G. St. J. Orde Browne, O.B.E.
[Cmd. 6070] 3s. 6d. (3s. 10d.)

THE SYSTEM OF APPOINTMENT IN THE COLONIAL OFFICE AND THE COLONIAL SERVICES

Report of Committee [Cmd. 3554 (1930)] 1s. (1s. 1d.)

LEAVE AND PASSAGE CONDITIONS FOR THE COLONIAL SERVICE

Report of Committee [Cmd. 4730 (1934)] 9d. (10d.)

PENSIONS TO WIDOWS AND ORPHANS OF OFFICERS IN THE COLONIAL SERVICE, AND COLONIAL PROVIDENT FUNDS

Report of Committee [Cmd. 5219] 1s. (1s. 1d.)

COLONIAL STUDENTS

Report of the Colonial Students' Committee appointed by the Secretary of State for the Colonies, December, 1938 [Colonial No. 161] 9d. (10d.)

Lists are issued showing schedules of Offices in the following Colonial Services with the names and brief biographical records of the holders. Each list includes the Special Regulations by the Secretary of State relating to the Service concerned:—

Colonial Administrative Service List	[Colonial No. 147] 2s. 6d. (2s. 8d.)
Colonial Agricultural Service List	[Colonial No. 157] 1s. 3d. (1s. 5d.)
Colonial Audit Service List	[Colonial No. 162] 4d. (5d.)
Colonial Forest Service List	[Colonial No. 163] 6d. (7d.)
Colonial Legal Service List	[Colonial No. 158] 9d. (10d.)
Colonial Medical Service List	[Colonial No. 159] 1s. 3d. (1s. 5d.)
Colonial Veterinary Service List	[Colonial No. 160] 6d. (7d.)

All prices are net. Those in brackets include postage

Obtainable from

HIS MAJESTY'S STATIONERY OFFICE

LONDON, W.C.1: York House, Kingsway
EDINBURGH 2: 120, George Street
CARDIFF: 1, St. Andrew's Crescent
MANCHESTER 1: 26, York Street
BELFAST: 60, Chichester Street
or through any bookseller

BRITISH ANNUAL REPORTS

His Majesty's Government publish the Annual Reports on the Administration of the Colonies of the Empire, and the Annual Reports on the Administration of the Protectorates, which contain a map of the Dependencies concerned. More than 20 Reports appear each year and they are published at the subscription price of 50s. per annum. (This does not include Mandated Territories.) Individual Reports may also be purchased and sending orders placed for their annual issue.

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|-----------------------------|-----------------------------|
| AFRICA | AFRICA |
| ALGERIA | ALGERIA |
| ANGLO-EGYPTIAN SUDAN | ANGLO-EGYPTIAN SUDAN |
| ARABIA | ARABIA |
| ASIA | ASIA |
| BAHAMA ISLANDS | BAHAMA ISLANDS |
| BANGLADESH | BANGLADESH |
| BENIN | BENIN |
| BHUTAN | BHUTAN |
| BURMA | BURMA |
| CEYLON | CEYLON |
| CHINA | CHINA |
| COCHIN CHINA | COCHIN CHINA |
| CYPRUS | CYPRUS |
| EGYPT | EGYPT |
| GHANA | GHANA |
| GUYANA | GUYANA |
| HONG KONG | HONG KONG |
| INDIA | INDIA |
| INDONESIA | INDONESIA |
| JAPAN | JAPAN |
| KENYA COLONY & PROTECTORATE | KENYA COLONY & PROTECTORATE |
| LABUAN | LABUAN |
| LAOS | LAOS |
| LEWARD ISLANDS | LEWARD ISLANDS |
| LYONS | LYONS |
| MACAU | MACAU |
| MAURITIUS | MAURITIUS |
| MELANESIA | MELANESIA |
| MEXICO | MEXICO |
| MOROCCO | MOROCCO |
| MYANMAR | MYANMAR |
| NORFOLK ISLAND | NORFOLK ISLAND |
| NEW GUINEA | NEW GUINEA |
| NEW ZEALAND | NEW ZEALAND |
| NIGERIA | NIGERIA |
| OMAN | OMAN |
| PAKISTAN | PAKISTAN |
| PANAMA | PANAMA |
| PAPUA NEW GUINEA | PAPUA NEW GUINEA |
| PERU | PERU |
| PHILIPPINES | PHILIPPINES |
| PINANGANG | PINANGANG |
| PORTUGAL | PORTUGAL |
| REUNION | REUNION |
| RUSSIA | RUSSIA |
| SARAWAK | SARAWAK |
| SEYCHELLES | SEYCHELLES |
| SINGAPORE | SINGAPORE |
| SOUTH AFRICA | SOUTH AFRICA |
| SOUTH AMERICA | SOUTH AMERICA |
| SOUTH PACIFIC ISLANDS | SOUTH PACIFIC ISLANDS |
| SPAIN | SPAIN |
| ST. HELENA | ST. HELENA |
| ST. KITTS | ST. KITTS |
| ST. LUCIA | ST. LUCIA |
| ST. VINCENT | ST. VINCENT |
| SWAZILAND | SWAZILAND |
| SWITZERLAND | SWITZERLAND |
| TAIWAN | TAIWAN |
| TANZANIA | TANZANIA |
| TERRACE SETTLEMENTS | TERRACE SETTLEMENTS |
| TERRITORIES | TERRITORIES |
| TIBET | TIBET |
| TONGA | TONGA |
| TONGAREVA | TONGAREVA |
| TONGAREVA PROTECTORATE | TONGAREVA PROTECTORATE |
| TURKEY | TURKEY |
| UNITED KINGDOM | UNITED KINGDOM |
| USA | USA |
| WEST INDIES | WEST INDIES |
| WESTERN SAHARA | WESTERN SAHARA |
| YEMEN | YEMEN |
| ZAMBIA | ZAMBIA |

MANDATED TERRITORIES

Annual Reports on the Administration of the under-mentioned territories administered by His Majesty's Government under mandate of the League of Nations:

CAMEROONS	CAMEROONS
MANDATE FOR SYRIA AND LEBANON	MANDATE FOR SYRIA AND LEBANON
MANDATE FOR PALESTINE	MANDATE FOR PALESTINE
MANDATE FOR RUSSIA	MANDATE FOR RUSSIA
MANDATE FOR TURKEY	MANDATE FOR TURKEY
MANDATE FOR WESTERN SAHARA	MANDATE FOR WESTERN SAHARA
MANDATE FOR POLAND	MANDATE FOR POLAND
MANDATE FOR LITHUANIA	MANDATE FOR LITHUANIA
MANDATE FOR ESTONIA	MANDATE FOR ESTONIA
MANDATE FOR LATVIA	MANDATE FOR LATVIA
MANDATE FOR FINLAND	MANDATE FOR FINLAND
MANDATE FOR SWEDEN	MANDATE FOR SWEDEN
MANDATE FOR DENMARK	MANDATE FOR DENMARK
MANDATE FOR NORWAY	MANDATE FOR NORWAY
MANDATE FOR ICELAND	MANDATE FOR ICELAND
MANDATE FOR GERMANY	MANDATE FOR GERMANY
MANDATE FOR AUSTRIA	MANDATE FOR AUSTRIA
MANDATE FOR CZECHOSLOVAKIA	MANDATE FOR CZECHOSLOVAKIA
MANDATE FOR POLAND	MANDATE FOR POLAND
MANDATE FOR LITHUANIA	MANDATE FOR LITHUANIA
MANDATE FOR ESTONIA	MANDATE FOR ESTONIA
MANDATE FOR LATVIA	MANDATE FOR LATVIA
MANDATE FOR FINLAND	MANDATE FOR FINLAND
MANDATE FOR SWEDEN	MANDATE FOR SWEDEN
MANDATE FOR DENMARK	MANDATE FOR DENMARK
MANDATE FOR NORWAY	MANDATE FOR NORWAY
MANDATE FOR ICELAND	MANDATE FOR ICELAND
MANDATE FOR GERMANY	MANDATE FOR GERMANY
MANDATE FOR AUSTRIA	MANDATE FOR AUSTRIA
MANDATE FOR CZECHOSLOVAKIA	MANDATE FOR CZECHOSLOVAKIA

His Majesty's Stationery Office

GOVERNMENT AGENTS FOR THE COLONIES

Reports issued by the Governments of India, Ceylon, Palestine and the West Indies may be obtained from the Crown Agents for the Colonies, 4, Millbank, Westminster, S.W.1. They include Departmental Reports, Handbooks, etc.