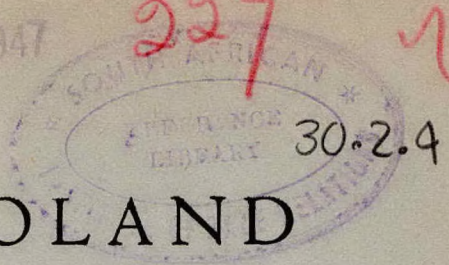


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BASUTOLAND

ANNUAL REPORT

By the

DIRECTOR OF EDUCATION

For the year

1946

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FOR THE YEAR 1946

PREFACE

Education as we understand it today began in Basutoland under the leadership of the early missionaries. The members of the Paris Evangelical Mission who settled in the country in 1833 were the pioneers. The Roman Catholic Mission followed in 1862, and the English Church Mission in 1876.

2. The first schools were at central mission stations, but as teachers and evangelists were trained, new ones were opened further afield. The missionaries were men of foresight and enterprise, the people responded with enthusiasm, and in consequence schools were established everywhere throughout the Territory even in remote valleys in the heart of the mountains.

3. Today the bulk of the Native schools in Basutoland are still mission schools belonging to the missions mentioned above. In addition there are also eleven other small missions which maintain a few schools.

4. Grants-in-aid for education were first given by the Government in 1871 and in 1885, after the Imperial Government had assumed the direction of affairs in the Territory, this grant system was perpetuated.

5. In 1905-6 a detailed study of the education of the Territory was made by the Educational Adviser to the High Commissioner and on his most comprehensive report many developments followed. An Education Officer was appointed to supervise and co-ordinate the educational work of the missions and a uniform system of grants-in-aid was adopted. An important sequel to this development was the creation in 1909 of a central Board of Advice on Education, composed of representatives of the missions, the Paramount Chief, and the Government.

6. With the steady increase in the number of schools, it became necessary to set up a proper department in 1927, consisting of the Director, 4 Inspectors and 4 Supervisors. The following year the present system of classification of schools was adopted, and a new syllabus introduced.

7. In 1927 also, important financial changes were introduced with the establishment of the Basutoland Education Fund. This Fund was made up of one-quarter of the Native tax payment together with the revenue derived from a special education levy of three shillings per head of tax-payer, and from it all grants to aided schools were henceforth made. It was the policy of the Administration to build up a moderate reserve in the Fund, both against possible lean years and also for the capital expenditure which development must inevitably demand. After various fluctuations, the reserve in the Fund was finally swallowed up by the expenditure on cost of living allowances during the war years and faced the beginning of 1946 with an anticipated deficit of over £40,000, to be met from general revenue. In future therefore, the Fund will cease to operate, the Education Levy being absorbed in the general tax and all expenditure on Education being provided under the Education Vote.

8. In 1929 the Department began to establish a few schools of its own, designed to provide 'intermediate' classes (i.e. Standards IV, V and VI) in selected centres. There are now five such schools, managed by local committees. Later (1939) a High School, under Government control, was started in Maseru.

9. The war years caused various financial difficulties and in 1942 it became necessary to alter the basis of granting to the Missions and to fix the annual grant at £58,300 for the duration of the war.

10. Plans for the organisation and development of home industries were made in 1944 and 1945, and a scheme finally introduced in 1946.

11. As a consequence of friction between Government and the Missions and the increasing financial difficulties, an Education Commission, under Sir Fred Clarke as Chairman, toured the country in 1945, and submitted a Report which was published in 1946. This is dealt with in the body of this Report.

Summary of Events since 1938

12. As 1938 was the last year in which a full report was submitted, the more important developments since then are summarised hereunder :—

13. A new system for the allocation between the three recognised Missions of the amount available for grants had been under consideration and discussion for some time. (The grants were to be distributed according to qualification of teachers and not average attendance). However, in 1941 when the scheme was to come into effect, it became apparent that the implications of the scheme had been misunderstood by the Missions, one of which in particular found itself in difficulties. Consequently a special arrangement was made involving temporary, supplementary assistance towards the maintenance of its 'registered' schools ('registered' schools are schools which had been accepted as eligible for grant assistance, should it ever be possible to increase the grants-in-aid sufficiently). In the following year it was found impossible to reach any solution of the problem of allocating grants-in-aid which would be acceptable to all the Missions. The matter was referred to the High Commissioner who therefore decided to stabilise the grant position by fixing each Mission's grant until further notice at a figure which would enable it to pay the salaries of its existing teaching staff in aided schools and also to spend, if it wished to do so, £20 on the salary of a teacher in each of its registered schools. The total annual figure for grants to Missions was fixed at £58,300, at which it remained until 1946.

14. The financial position was further complicated by the introduction of cost of living allowances to teachers, which was approved in 1944 with retrospective effect from January 1943. The annual cost of these allowances has been about £40,000, a sum which the Basutoland Education Fund has not been able to bear. The reserve in the Fund was soon used up, and general revenue had to meet the deficit. In March 1946, therefore, the Fund ceased to exist and all Education expenditure came under the Education Vote.

15. As a consequence of the financial and other difficulties, the long-awaited Commission appointed by the Secretary of State "to enquire into the present policy and practice as regards African Education in Basutoland and, having regard to financial resources that might be available, to make recommendations for its development", arrived in Basutoland in April 1945, and spent seven weeks in the Territory. The Commission consisted of Sir Fred Clarke, Chairman, Mr. G. Power, Director of Education, Gold Coast, and Dr. W. M. Eiselen, Chief Inspector of Native Education, Transvaal. Its report was not published until May 1946 since when the necessary reorganisation consequent on the Commission's

recommendations has been under most active consideration.

16. In 1939 a new syllabus was introduced in the Elementary Vernacular schools. This stressed the need for the education of the children to be connected at as many points as possible with the life and general development of the people as a whole. The following year a new intermediate school syllabus on similar lines was also introduced. The question of how to obtain in education a more effective emphasis on the needs of the rural community was considered at a conference of all interested parties in 1942. Arising out of the conference, a committee was formed to draw up a programme of action. As a consequence, school gardening was stressed and practical gardening and handwork were included as examination subjects in the Standard VI examination; money was provided by the Department for the purchase of garden tools (to be sold at half price to Missions) and for sewing grants. Propaganda and instruction in regard to nutrition were carried on at teachers' meetings and through the Teachers' Magazine; members of the staff also addressed meetings of parents and of the Homemakers' Association. The new Basutoland Primary Teachers' Course, with a strong emphasis on agriculture, domestic science and practical work generally, was adopted and introduced in 1944. Conferences were held with Teacher Training Institutions to see how the agricultural programmes could be improved. Five departmental bursaries per annum to the Fort Cox Agricultural School were also provided. But any scheme for the improvement and development of agricultural teaching in the schools depends on the availability of land. At conferences with the Paramount Chief's representatives it was agreed therefore that every elementary school should have a garden of at least half an acre and every intermediate school six acres for gardening and agriculture, while two areas (one mountain, one lowland) of approximately 400 acres should be set aside for development as school farms. Unfortunately it has not always been possible to obtain the additional land from the chiefs and a number of schools are still without gardens. Land for the school farms also has not yet been made available.

17. The Basutoland High School, under Government control, was opened in Maseru in 1939 to provide education up to Matriculation standard, so there would no longer be a gap on the educational ladder between the Junior Certificate classes at Mission Institutions and the University classes at Fort Hare. The accommodation provided was soon found to be inadequate and a girls' hostel, a domestic science block and additional class-room accommodation

were added. The Colonial Development and Welfare Fund later provided money for a second boys' hostel and additional staff.

18. For some years the need for the expansion of the facilities for vocational training at the Lerotholi Technical School had been realised, but funds had not been available. In 1944, however, a grant from the Colonial Development and Welfare Fund enabled a start to be made on a comprehensive building scheme which would ultimately provide accommodation for 200 apprentices as compared with the present 75. This will enable the facilities in the existing courses to be doubled, and permit of the introduction of motor mechanics, tailoring and clerical courses, the last-named mainly for the training of probationer clerks for Government service.

19. Another interesting project has been the starting of the Home Industries Organisation. This is a development of the spinning which was undertaken under the auspices of the Basutoland Gifts and Comforts Fund. At first a woman inspector was seconded to assist in the organisation of the spinning, but in 1944 a full time organiser was appointed to investigate conditions in Basutoland and to draw up plans for the development of Home Industries in the Territory. A comprehensive plan for spinning and weaving, including the training of instructors, was finally decided on and approved, but was held up until 1946 owing to the untimely death of the organiser in the middle of 1945.

20. A considerable expansion has been made in the bursary programme so that when the full scheme is in operation approximately 130 students will be assisted annually at a cost of over £3,200. This amount is not now all chargeable to the Education Vote, however, as the medical bursaries have been placed under the Medical Vote. Five Basuto students are taking the medical course at Witwatersrand University.

21. An event of potential importance in the educational programme of Basutoland was the inaugural meeting of the Basutoland African Teachers' Union in December 1943. This association developed strongly, but was confined in practice to Protestant teachers. Its replacement as a national body by the Basutoland African National Teachers' Association is dealt with later on in this report.

22. The opening of recruiting for the African Pioneer Corps in 1941 resulted in a temporary drop in the enrolment of boys. In order to provide educational facilities for the troops, one Educa-

tion Officer was released for service with the Army Educational Corps to organise education among the High Commission Territory units in the African Pioneer Corps in the Middle East. This involved the training of instructors who then attempted to eliminate illiteracy and to teach Oral English in their units. With the cessation of hostilities in Europe and the beginning of demobilisation, educational work began to be directed more definitely towards the reabsorption of the men into civilian life. Special courses and examinations were arranged for men wishing to obtain Standard III or Standard VI certificates, and short courses in agriculture and stock farming were organised in Palestine, and so on. Tentative special plans were made in the Territory for those ex-soldiers who might wish to continue with their post-primary education, but the numbers wishing to do so were so small that it was found easier to absorb them into the existing courses. Financial assistance for such ex-soldiers has been provided from Welfare Funds.

23. During the war years the Department became responsible for the distribution of the Ministry of Information pamphlets and propaganda for the British way of life generally. A portable cinema projector was introduced and a number of shows given by departmental officers in and around Maseru.

24. The Territory has for many years been faced with a shortage of trained teachers. To help to overcome this a special two-year course (called the Elementary Vernacular Teachers' Course) was started for elementary school teachers who had had some years' service, but were not qualified teachers. This course started in 1939 and served a useful purpose, but was discontinued after 1944, by which time the bulk of teachers who could have then benefited from such a course had already taken it. The replacement of the Native Primary Lower Teachers' Examination of the Cape Education Department by the Basutoland Primary Teachers' Course in 1944 has already been referred to above. This course is more specifically adapted to the needs and conditions of Basutoland and is of similar standard to the teachers' examinations in the various provinces of the Union.

CHAPTER I.

EVENTS OF THE YEAR

Staff

25. Messrs Pickett and Plymen, Inspectors of Schools, returned from military service at the beginning of the year, and their arrival made possible a re-organisation of the Administrative and Inspecto-

rate staff of the Department. Mr. Dunstan, who had been acting as temporary Inspector in the Southern circuit, was transferred as Headmaster to the High School, at which Institution his previous experience at Achimota has proved invaluable. Mr. Jensen was transferred from the High School to Leribe as Inspector, Northern circuit, and Mr. Grieveson was moved from Headquarters to the High School as Assistant Headmaster. Mr Pickett replaced Mr. Grieveson in the Headquarters' Office as Assistant to the Director and Inspector in charge of the Maseru, Teyateyaneng and Qacha's Nek districts. Mr Plymen took over the Southern circuit from Mr. Dunstan. In April, Miss Bull resigned on the occasion of her marriage and Miss Wells, previously Assistant Mistress at the High School, was promoted as female Inspector in Miss Bull's place. Miss P. W. Aronson was selected in November for appointment as female Education Officer and will be stationed at the High School in the first instance. Mr. A. Taylor was appointed as first grade clerk in December ; in addition to his clerical duties he will be in charge of a Training Course for African clerks.

26. Approval was received during the year for a change of the title Inspector and Inspectress of Schools to that of Education Officer, (male and female). The posts of Headmaster, Assistant Headmaster, and Assistant Mistress at the High School are now filled by Education Officers, and no specific appointments are made to these posts. Approval was also granted for the creation of the post of Senior Education Officer, and the appointment of Mr. F. H. Pickett to this post was approved. In February Mr. J. R. Hind arrived from England to take over the post of Organiser of Home Industries left vacant by the untimely death of Mr. Hohl. in 1945.

27. The African Staff consisted of eight supervisors and three clerks. Vacancies for two extra supervisors and two new clerks on the establishment remained unfilled throughout the year.

Education Commission's Report

28. The Report of the Education Commission which visited Basutoland in 1945 was finally released for publication in May, 1946. Its publication made necessary a great deal of consultation between representatives of the Government, Missions and the Basuto themselves as to the best means of carrying out such of the Commission's recommendations as are financially practicable. The first item in this programme was the setting up of a Central Advisory Board on Education to replace the old Board of Advice.

The Director acted as Chairman of the Board, of which the Director of Medical Services and the Acting Director of Agricultural and Livestock Services were also members. Other European members consisted of one member each of the English Church Mission, the Paris Evangelical Missionary Society and the Roman Catholic Mission, and one female member nominated by the Director. African Members consisted of one representative of the Paramount Chief and one representative of each administrative district in the territory nominated, in this instance, by the respective District Commissioners pending the formation of District Advisory Committees on Education, each of which is intended to elect its own representative to the Board when established. The two teachers' associations in the Territory, the Basutoland African Teachers' Union and the Basutoland Catholic Teachers' Association, elected a joint representative to the Board pending arrangements later for the formation of one joint teachers' association. It is worthy of note that the African members of the Board were in a majority of eleven to seven. The first meeting of the Board took place at Maseru during the last week in July and the first week in August.

29. The Board discussed the Commission's recommendations generally in the light of the financial resources available, and members unanimously agreed that the Educational Programme to be adopted should be so planned that it could normally expect to be met out of current revenue at the end of the 10 year period over which a grant of £93,000 for education in Basutoland is available from Colonial Development and Welfare Funds. It agreed that an increase, however slight, in teachers' salaries was essential. It also recommended that teachers should be eligible for inclusion in the Provident Fund Scheme, and that those too old to benefit by inclusion in such a Scheme should be granted small gratuities on retirement. It was decided to adopt the same salary scale for European teachers at Mission schools as for Africans with similar qualifications with the addition of a domiciliary allowance of £100 per annum, and £200 per annum for married men, in view of their additional expenses in living away from home. The Board also attached great importance to the introduction of Building, Equipment and Maintenance Grants with the object of improving the deplorable conditions under which the majority of teachers at present work. After a further general discussion of these and similar items, the Board appointed a Standing Committee which could always be consulted by the Director when the Central Board was not sitting. The Board delegated to this Committee the consideration of the grant

system to be introduced in the future, the financial considerations involved, and the consideration of the draft Education Proclamation so strongly recommended by the Commission. It also appointed sub-committees to advise on female education, vocational training, syllabus, examinations, etc. These sub-committees made valuable recommendations many of which have already been implemented. The Standing Committee's recommendations regarding the Proclamation, grant system, and finance, are now under consideration by the Secretary of State, and Estimates for the next Financial Year have been based upon these.

Conference of Directors of Education

30. A Conference of the Directors of Education of the three High Commission Territories was held in Johannesburg in June. This Conference followed up the recommendations of previous conferences, and also discussed matters of current and common interest, including the Basutoland Education Commission's Report. It was agreed that the educational standards of the three Territories are not sufficiently uniform to justify a common examination system, or the following of common curricula, though on both these as well as other educational matters the Conference considered the regular interchange of information between the three Territories to be desirable. Detailed consideration was paid during the conference to questions concerning European and African salary scales, policy regarding staff, etc.

Conference of Education Officers and Supervisors

31. Prior to the Meeting of the Central Advisory Board a conference was held of Education Officers and Supervisors to discuss educational problems with especial reference to the agenda of the Advisory Board. This conference provided a most useful interchange of views between Departmental Officers who otherwise do not have the opportunity of meeting as a body.

Formation of Basutoland African National Teachers' Association

32. One of the most important recommendations of the Education Commission's Report was that there should be one teachers' association for the Territory which would provide a strong authoritative body representing the teaching profession which could be consulted by the Director and others on all matters concerning the teachers' professional position, and which could also advise on any educational matters submitted to it. There are already in existence

two Teachers' associations, the Basutoland African Teachers' Union and the Basutoland Catholic Teachers' Association, and though both of these bodies claim to be representative of teachers' interests, in actual fact denominational considerations have prevented either from becoming a body representative of teachers in the truest sense of the term. After considerable discussion the Roman Catholic authorities agreed that their teachers might join a new National Association. The idea was then discussed at a joint meeting of representatives of the Executive Committees of the two Associations which finally drew up a draft constitution for the proposed new Association. This in turn was considered at meetings of the two existing associations, and finally at a joint mass meeting at Maseru attended by some 600 African teachers. It is encouraging to note that at this meeting the formation of a National Teachers' Association was finally approved and its Constitution drawn up. The various officials of the Association were elected at the meeting, and steps are now being taken for the formation of the District Associations included in the Constitution, each of which will have the right to nominate a member to the District Council and the District Advisory Committee on Education.

Relations with other Education Departments

33. The closest co-operation was maintained throughout the year with the Cape Education Department which still permits pupils from Basutoland to sit for its Junior Certificate, Senior Certificate and Native Primary Higher Public Examinations. Welcome visits to the Territory were paid during the year by Mr. J. H. Dugard and Miss Wilmot, both members of the Cape Inspectorate.

Examinations

34. In accordance with the recommendations of the Central Advisory Board the Form 'A' Examination, previously set by the Department, was abolished and replaced by an internal examination set by the various Institutions affected. The Grade VI (Standard III) examination, previously set by the Department, was also abolished and replaced by an internal Mission examination. The year saw the first Basutoland Primary Teachers' Certificate Examination, which replaced the old Cape Primary Lower Third Year examination originally taken by Basutoland pupils. Questions for this, and for the Standard VI Examinations, were set by the Department with the assistance of Principals of Schools who were invited to forward suggested questions.

35. The Standard VI examination scripts were corrected by Examination Boards appointed for each of the three circuits, the members of these Boards consisting of officers of the Department assisted by local teachers. To ensure a uniform standard of marking the results of this examination were collated at a special joint meeting of representatives of the various Boards held at Maseru.

CHAPTER II.

ADMINISTRATION AND CONTROL

35. The Education Commission throughout its Report continually stressed the lack of educational control in Basutoland and the necessity for the early introduction of an Education Proclamation. Much time during the year was devoted to drawing up a Draft Proclamation in consultation with Government Officials, Missionaries and Basuto. This Draft was modelled on Educational Ordinances in other African Territories, with certain novel features in accordance with modern educational practice, and suited to the special needs of Basutoland. Considerable dissatisfaction existed in the past about the method of opening new schools in the Territory, and the new Draft lays down definite rules and conditions for these. The right of Missions to open Private Schools is accepted subject to the fulfilment of certain conditions as to the qualifications of teachers, estimated numbers of children enrolled, quality of buildings, distance from the nearest existing school, and subject to the final approval of the Director. Applications for Private Schools do not have to be considered by the proposed District Advisory Committees on Education. If a Manager of a school, however, wishes it either to be grant-aided now or to be eligible for consideration for grants in the future, such a school must be considered by the District Advisory Committee and recommended to the Director as educationally desirable, in which case he must authorise its inclusion in the Register of Schools for the District, a procedure which entitles the school for consideration for any grants available provided that it satisfies the conditions for the payment of such grants. Detailed rules and conditions under which grants-in-aid may be earned are laid down in the rules which it is proposed to make under the authority of the Proclamation ; these rules also lay down the conditions of service for African teachers. The Proclamation also makes provision for inspection of schools, and provides authority for the closure of schools under certain conditions, etc. etc.

37. Inspection of schools was carried out as usual by Education Officers and Supervisors, and every effort was made during the year to convince Managers and teachers that the object of inspection visits by Officers of the Department is not merely, or even primarily, to find fault. Inspecting Officers were instructed to discuss sympathetically the schools' difficulties, to suggest ideas which have possibly been tried out elsewhere and might prove successful at the school in question, and to arouse the interest of Chiefs and other prominent Africans in the school, encouraging it in fact to play a real part in the life of the community rather than one restricted to providing the mere mechanics of education. These methods appear to have increased mutual understanding between the Department and the Missions.

38. Like other Africans the Basuto do not take very kindly to new ideas, and a great deal of time has been spent by Officers of the Department in expounding to the general populace the principles upon which departmental policy is now based. Education Officers, for instance, addressed the meetings of District Councils on educational matters, outlining the main proposals in the Ten-Year Education Plan. The Director attended the Session of the Basutoland National Council at which educational matters were discussed, and also meetings of the teachers' associations, as well as discussions in the various districts.

CHAPTER III.

FINANCE

Basutoland Education Fund

39. The Basutoland Education Fund had a deficit of £46,069 at 31st March, 1946, which had to be met from general revenue. This deficit had accumulated over the last few years and had been caused by the payment of cost of living allowances to teachers, which absorbed about £40,000 per annum. As from 1st April, 1946, the Fund ceased to exist, all education costs being placed under the Education Vote, and the former revenue of the Fund, viz. one-quarter of the tax and an education levy of 3/- per taxpayer, being absorbed into the general revenue of the Territory.

Expenditure

40. For the financial year 1946/47, provision was made for the expenditure of £143,383 under the Education Vote. In addition,

expenditure under the Colonial Development and Welfare Scheme is estimated at £7,000, making a total expenditure on Education of £150,383.

41. The main items of estimated expenditure under the Education Vote were :

Personal Emoluments	£18,100
Other Charges	6,462
Maintenance of Schools (High School & Lerotholi Technical School)	9,290
Grants-in-aid of Educational Work	107,340
Grants to European Schools	2,191
	<hr/> £143,383 <hr/>

42. Personal Emoluments included the salaries of staff at the Basutoland High School and the Lerotholi Technical School and of the Organiser of Home Industries.

43. The Grants-in-aid of Educational Work were made up as follows :—

(a) African Teachers' Salaries	£62,640
(b) African Teachers Cost of Living Allowances	43,000
(c) Equipment and Maintenance	1,000
(d) Mission Secretarial Expenses	400
(e) Sewing Materials	300
	<hr/> £107,340 <hr/>

44. The expenditure on African Teachers' Salaries included £1,634 for salaries of teachers in Government Intermediate Schools (formerly shown separately), so that the net increase in grants to Missions (which had been fixed at £58,300 since 1942) was £2,706. Half of this was used up in paying increments which had fallen due as a result of the revised salary scales introduced in 1941, and the balance for providing assistant teachers where most urgently needed. African teachers' cost of living allowances, at the same rate as for Government servants, continue to increase, and in fact an additional expenditure of £3,000 under this heading before 31st March, 1947, has been approved.

Home Industries Organisation

45. Expenditure under this heading, except for the salary and travelling expenses of the Organiser, is debited not to Educational

but to National Treasury Funds, out of a grant of £50,000 made to it from the Basutoland War Levy Fund. The estimated expenditure during 1946/47 is £11,413 and revenue £2,110.

Expenditure under Colonial Development & Welfare Fund. Scheme

46. During the financial year 1946/47, capital expenditure at the Lerotholi Technical School from the above Fund is estimated at £4,637; recurrent expenditure at the Lerotholi Technical School is estimated at £1,363 and at the Basutoland High School at £1,000, total recurrent expenditure £2,363, making a total expenditure from the Colonial Development and Welfare Fund of £7,000.

Mission Expenditure

47. Accurate statistics as to expenditure on education out of Mission funds, apart from Government grants, are difficult to obtain. From figures provided by Missionaries it appears unlikely that expenditure on education from this source now exceeds £7,000 per annum.

Revenue

48. The estimated revenue from the Basutoland High School from fees and sale of books is £3,060, and from the Lerotholi Technical School for work done and fees is £7,530, total £10,590. This revenue is credited to general revenue. In mission schools fees are charged in secondary institutions; these amounted to about £6,000 during 1946.

General

49. During the year plans have been drawn up, in consultation with the Central Advisory Board on Education, for a scheme of expenditure over the next nine years. This includes a grant of £93,000 from the Colonial Development & Welfare Fund. It was originally intended that this should be spent over 10 years, but the lateness in the publication of the Commission's Report, and the time needed for consultation with the mission authorities, has meant an unfortunate delay of a year in the introduction of the scheme, which it is now hoped will come into operation in April 1947.

CHAPTER IV.

PRIMARY EDUCATION

50. Primary education is provided in Elementary Vernacular Schools and Intermediate Schools of which the following are the relevant statistics :—

Elementary Vernacular Schools. (Grades I–VI, plus in some cases Standard IV).

NUMBER OF SCHOOLS

Aided	553
Registered (partially aided)	220
Private	99

	852
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ENROLMENT

	<i>Boys</i>	<i>Girls</i>	<i>Total</i>
Aided Schools	24,171	40,985	65,156
Registered Schools	3,432	7,638	11,070
Private Schools	1,837	3,863	5,700

	29,440	52,486	81,926
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ATTENDANCE

Aided Schools	16,899	31,003	47,902
Registered Schools	2,159	5,420	7,579
Private Schools	1,208	2,778	3,986

	20,266	39,201	59,467
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Intermediate Schools (Standards IV, V and VI).

NUMBER OF SCHOOLS

Government	5
Missions	52

	57
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ENROLMENT

	<i>Boys</i>	<i>Girls</i>	<i>Total</i>
Government Schools	370	391	761
Mission Schools	1633	1,959	3,592

	2,003	2,350	4,353
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Attendance

Government Schools	334	356	.690
Mission Schools	1,445	1,815	3,260
Total	1,779	2,171	3,950

The total enrolment in primary schools (elementary vernacular and intermediate) throughout the Territory was as follows:—

<i>Boys</i>	<i>Girls</i>	<i>Total</i>
31,443	54,836	86,279

These figures show a decrease of 2,299 over the previous year, due mainly to the shortage of food at the beginning of 1946, and the high percentage of failures in the Grade VI examination in 1945.

51. Elementary Vernacular Schools accommodate six grades, the highest of which is in most cases the equivalent of Standard III. Intermediate Schools provide for the three standards, four, five and six. Pupils are expected to complete grades 1 and 2 in their first year of schooling, and pupils who do this therefore require 5 years to complete an elementary vernacular school course up to and including Standard III. The tendency in many schools is now to add Standard IV to the elementary vernacular school course, and it is probable that in a few years time Standard VI will be regarded as the natural limit of the elementary vernacular school. The Commission was unfavourably impressed with the time taken by most pupils to complete this course. The attendance of many, particularly boys, is apt to be spasmodic with the result that many take more than five years to complete it. As a measure of control to remedy this, rules to be made under the new Education Proclamation provide that no pupil who has not attended at least 75 per cent of the school days in the previous session shall be re-admitted to a school unless he can satisfy the Manager of the school that he has good reasons for not having done so. It is also laid down as a condition of grants that new entrants to the school are only to be admitted during the first three weeks in each session, and that old entrants may only be re-admitted during the first four weeks in each session, save in exceptional circumstances which must be explained to the satisfaction of the School Manager. Maximum enrolment figures per teacher are also laid down. These measures, it is hoped, will gradually discipline both parents and pupils to the idea that if they wish for education they themselves have their part to play and must fulfil their obligations by early and regular attendance. With very few exceptions all elementary vernacular

schools are co-educational. The girls usually far outnumber the boys, the enrolment often containing twice as many female as male pupils. A preponderance of girls in school bodes well for the growth of an educational tradition in this country. Commenting on the number of qualified school mistresses lost to education during the year on account of marriage, the Senior School Supervisor writes: "To me it looks as if educated wives are now in demand in this country. It was not the case in the past". Every effort is made to provide suitable domestic instruction for these girls. The teacher training syllabus for girl teachers has been revised so as to fit them more for the infant teaching and domestic side of the work. It is hoped that in time every elementary vernacular school will possess a female teacher qualified to teach elementary domestic subjects.

Intermediate Schools

52. There are 57 of these in the country, five of them under direct Government control. These five Government Intermediate Schools, to be known as Controlled Intermediate Schools when the new legislation comes into force, are managed by School Committees consisting of Government Officials and representative Africans. They have been generously financed in the past, and their teachers have been paid higher salary rates than those at corresponding Mission Schools. Conditions, however, are now being made uniform for all intermediate schools, Government and Mission, and the salary scale at the schools will in future be on one and the same basis. Girls at intermediate schools have been able, up to the present, to sit for an examination known as the Housecraft Standard VI, largely based on domestic work done during the course. The Housecraft Standard VI Certificate however, although officially recognised as an equivalent of the ordinary Standard VI Examination, was always regarded as inferior to it by the pupils themselves. The recommendation of the Central Advisory Board has therefore been accepted, and in future both boys and girls will sit for the same Standard VI Certificate, girls being allowed to choose certain special domestic subjects in the examination. Some Missions have in the past maintained certain purely domestic classes, forming in effect a pre-marriage course. This course will be encouraged to continue, each Mission being allowed to follow its own syllabus subject to the approval of the Department, and to issue its own certificate on completion of the course.

Examinations

53. On the recommendation of the Central Advisory Board the external Grade VI (Standard 3) examination, previously set by the Department, was abolished during the year and replaced by an internal examination set and corrected by the respective Missions. The fact that the numbers of successful candidates more than doubled as compared with last year, when the examination was external, suggests that the examiners concerned, mostly African teachers, were perhaps rather too lenient, though it must be borne in mind that many of the candidates were sitting for the examination for the second time—a fact which should have increased their chances of success. Results in the external Standard VI examination were most disappointing, only $33\frac{1}{3}\%$ of the candidates being successful, and of these very few indeed secured first or second class passes.

The situation has to be faced that the standard attained in the various schools, is, at present, very considerably lower than it should be. The reasons for this are many, the most obvious being lack of training on the part of many of the teachers, and difficulties of conditions, such as lack of equipment, overcrowding, etc., under which they work. A grant system based entirely on numbers of pupils attending school, as is the present one, is bound to lead to a scramble for pupils irrespective of efficiency. Control measures now being introduced should do much to remedy this and to make the lot of the teachers an easier one. At the same time it is clear that an improvement must be attained in the quality of the products of the various teacher training institutions. Admittedly the training institutions cannot produce first class results without first class material to train; equally, obviously, the primary schools cannot produce the material for the institutions unless they have adequate teachers to produce that material. An improvement drive must therefore be launched all along the line.

Bursaries

54. Twenty bursaries are awarded to the twenty best candidates in the Standard VI examination, to enable them to obtain three years further education. These bursaries are tenable at Basutoland Institutions, and bursars can either follow the teachers' training course or the Junior Certificate Course. Twelve bursaries are also available for ex-standard VI pupils who wish specifically to proceed to the Basutoland Primary Teachers' Course.

Medium of Instruction

55. The medium of instruction in all elementary vernacular schools is Sesuto, English being done as a subject only. In the

intermediate schools the vernacular is still used, but it is gradually superseded by English in Standard VI where the latter is almost the sole medium. The Education Commission was disturbed by the poor quality of vernacular teaching and every effort is being made to foster the production of suitable vernacular literature, and to impress upon teachers the importance of this subject.

CHAPTER V.

SECONDARY EDUCATION

56. Secondary Education up to Junior Certificate standard is provided at Morija, Roma and the Basutoland High School. The Basutoland High School prepares candidates for the Senior Certificate and there is also a private Matriculation class at Roma. On completion of Standard VI the majority of pupils who proceed further enter Form 'A' which is really a remedial or corrective year with the effect of a refresher course. Pupils with first class passes in the Standard VI examination are often excused this year, and it is hoped in time so to improve the quality reached in Standard VI as to render Form 'A' unnecessary. The three Institutions providing Secondary Education are overcrowded and cannot possibly accommodate all intending entrants. In this connection the following quotation from the Report of the Principal of the Morija Training College is of interest: "At least twice as many applicants were refused as accepted, and it is obvious that the existing Institution cannot begin to cope with the demand. A strict system of selection must be followed. This is hard for the Basuto to understand. They think that since they all pay taxes all their children who have passed Standard VI have a right to attend an Institution, and since in the existing economic situation there are few openings for employment within Basutoland, parents are anxious that their boys should go to school rather than to the Mines. The demand for secondary education for girls is growing steadily, and facilities are very inadequate. The creation of Junior Secondary Schools at selected centres seems to be the only answer to the problem". As the Principal points out it is impossible for financial, if for no other, reasons, for all Basuto children to expect to continue their education beyond or even as far as Standard VI. It is hoped, as the Education Commission recommended, gradually to take Form 'A' away from the Institutions and add it to the Intermediate Schools, thus providing extra accommodation in the Institutions; but the average Mosuto pupil cannot expect to continue his education beyond the end

of the elementary vernacular school, i.e., Standard III or Standard IV. At that point there must be a selection of suitable candidates for the intermediate school, and at the end of the intermediate school course there must be a further and more rigorous selection of candidates for the secondary courses.

Vocational Training

57. A separate Report on the work of the Lerotholi Technical School will be found in Appendix III at the end of this Report. The School is at present in the course of expansion, with the aid of a £25,000 grant from Colonial Development and Welfare Funds, from the present enrolment of 70 pupils to an increased enrolment, on completion of the scheme, to 200 pupils. The building work involved in this expansion has been very considerable, and the new school dormitory block will be one of the biggest buildings in Basutoland. All this work has been undertaken by the apprentices and the staff of the school under the skilful direction of the Principal, aided by European and African Instructors. The school also undertakes a very considerable amount of work for other Departments, and during the latter part of the year was engaged on certain constructional work in connection with the Royal Visit. The only other technical school in the Territory is the Leloaleng Technical School, Quthing. This school is considerably smaller than the Lerotholi Technical School, and the Education Commission did not envisage any great expansion for it in view of the future planned for the Lerotholi Technical School. Leloaleng also contracts for constructional and maintenance work in the Quthing district. The future of the School is now under consideration. One is frequently asked as to the present whereabouts of the products of these two schools, both of which have been in existence for more than 30 years. Unfortunately accurate records of past pupils have not in many cases been kept, but one comes across a considerable number of African trained artisans in Basutoland, many managing their own businesses, who did their original training at one or the other of these Institutions. It is also true to say that the standard of buildings seen in an African village in Basutoland is comparatively high, and this no doubt also is due at least in part to the influence of these two Technical Schools.

58. The expansion of the Basutoland High School, also assisted out of Colonial Development & Welfare Funds, has been practically completed, and the School now has an enrolment of 155 pupils. It is of the utmost importance that an Institution such as

the High School should set a standard for other schools to aim at. The quality of teaching, both academic and character training, is made more important by the fact that the High School is practically the only source of supply of suitable candidates for the higher posts which will gradually become available for the Basuto in their own country. To improve the quality of the products of the school much emphasis has been laid by the Headmaster in the past year on the character training of these pupils. The practice of admitting day pupils to the High School has now stopped and all pupils, boys and girls, are boarders. An age limit of 16 years has been fixed for entry to Form 'A' and the other measures already mentioned for tightening control of admissions, numbers of pupils, etc. under the new regulations will be most strictly implemented at the High School.

CHAPTER VI.

POST SECONDARY EDUCATION

59. There is no provision in the Territory for post secondary education, but an annual contribution of £300 is paid towards the maintenance of the South African Native College at Fort Hare, upon the Council of which Basutoland is represented by the Director of Education. As a result of this grant the College is generous in its acceptance of Basuto students many of whom receive bursaries from the Education Department. During the year thirteen Basuto bursars at Fort Hare studied for their degree examinations. Three completed their courses and have now returned to Basutoland as teachers.

CHAPTER VII.

TRAINING OF TEACHERS

Male

60. Teacher Training Institutions are maintained by the Paris Evangelical Missionary Society at Morija and by the Roman Catholic Mission at Roma. These Institutions prepare candidates for the Native Primary Higher Examination of the Cape Education Department, and for the Basutoland Primary Teachers' Certificate Examination which now replaces the Native Primary Lower Examination for which candidates used to sit. This Basutoland Primary Teachers'

Course Examination is recognised by the Cape Department and was introduced in order to provide a type of training specially adapted to the needs of Basutoland. The first candidates in this course completed their training and sat for the examination at the end of the year.

Female

61. Female students in the Territory are also prepared at three Institutions, Thabana Morena, Roma and St. Catherine's. The teaching life of a female teacher is necessarily short owing to the attractions of marriage, but their number is gradually increasing, and it is hoped so to increase the annual output as to have a constant new flow of female teachers available to replace those who leave to get married.

Number and qualifications of Teachers

62. The number and qualifications of fully trained teachers were as follows during the year :

Native Primary Higher Certificate (Cape Education Department : 2 years post Junior Certificate)	64
Native Primary Lower Certificate (Cape Education Department : 3 years post standard VI)	304
Elementary Vernacular Certificate (Basutoland Education Department : 2 years post Standard VI)	133
Infant Teachers' Certificate (female) Basutoland Education Department : 2 years post Standard VI)	137
	638

In addition to the above there are some 750 untrained teachers, of various standards, at work in the schools.

Examinations

63. The following figures show the number of entrants, and the results for the various public teachers' examinations :

Basutoland Primary Teachers' Certificate : (Basutoland Education Department : 3 years post Standard VI)	
Number of Candidates entered :	74
Number of Candidates passed :	52
Native Primary Higher Certificate : (Cape Education Department : 2 years post Junior Certificate)	
Number of candidates entered :	25
Number of candidates passed :	21

General

64. The year was a difficult one for Institutions, and the following comment by the Principal, Morija, on the school spirit shown there is of interest :

“These are difficult days in African education. From all parts of the continent there come reports of unrest and insubordination. Fortunately, we were spared such serious outbreaks as have occurred in several schools in the Union, in which a number of Basuto were involved, but much watchfulness was needed to get through the year safely. 1946 was a hard year from this point of view. The general spirit of unrest throughout the world, featured so prominently in the newspapers, added to a lack of discipline in the homes, and in the elementary and intermediate schools, does not make adolescents more easily amenable to the restrictions which are necessary in a boarding school. It seems that two things are necessary for the safe weathering of this period of storm :—

- (1) A staff of progressive-minded teachers, willing to exercise tact and patience, and more concerned with the opportunities of service and the responsibilities of education than with their own rights and dignity.
- (2) More playing fields and recreational facilities, so that a larger proportion of the students may engage in healthy occupations in their spare time. Plans have been made to provide these”.

The scarcity of trained teachers remains acute though the position is improving year by year. The Rev. Father Guilbeault reports an increase in the percentage of trained Roman Catholic teachers from 6% in 1939 to nearly 50% in 1946. In connection with the English Church Schools, the Rt. Rev. Bishop Stainton comments as follows :— “The proportion of qualified to unqualified teachers tends to increase each year. It may be of interest to note that in 1923 there were only 5 qualified teachers in the English Church Mission schools, while last year the number of qualified teachers was 67. There is still far too much movement on the part of those teaching in the schools, as may be seen from the fact that of the 160 teachers in the schools of this Mission, 65 were new appointments during the year. The number of complaints regarding teachers who leave without notice is very high too, and it would seem that

many of the teachers have little idea of their responsibilities towards the children whom they are teaching”.

65. The Education Commission was disturbed by this comparative scarcity of trained teachers in Basutoland, and made far-reaching (and expensive) proposals for remedying this. They suggested the construction of a new Government Training Centre for teachers intended to increase the annual output, and also to set a standard for present Institutions to aim at. Unfortunately, these proposals proved financially impracticable as did the Commission's additional proposal that post-matriculation training classes should be commenced at the High School. It is evident however that drastic measures have to be taken to improve the present standard of training, and also to provide facilities for an annual output of teachers from the English Church Mission. As a result of discussions before and during the Central Advisory Board it has finally been decided to broaden the basis of the present Morija Paris Evangelical Missionary Society Training Institution into a centre to serve the needs, not only of the Paris Evangelical Missionary Society, but also of the English Church. The Paris Evangelical Missionary Society has a fine educational tradition in the Territory which owes it a great debt of gratitude for its work at Morija. High tribute must be paid to the Mission authorities for the unselfish way in which they have accepted this new proposal as a result of which Morija will cease to exist as a specific Paris Evangelical Missionary Society Training Institution as it is now, and will become a joint Institution for the training of Protestant Teachers managed by representatives of the Paris Evangelical Missionary Society, the English Church, the Government and the Basuto. To make this innovation possible it is proposed to grant to the Institution a building grant of £7,500, spread over 5 years, out of Colonial Development and Welfare Funds. This grant will be on the £ for £ basis, the Paris Evangelical Missionary Society and the English Church having agreed to contribute an equivalent £7,500. The question of staffing at the Institution has always proved difficult owing to the great disparity between the salary scales at Morija and those for Europeans in equivalent posts in the Union. Not a great deal can be done to improve the present salary scales, and there is therefore not much hope of attracting the better type of teaching candidate from the Union. The new Institution has, however, been fortunate in securing, with the aid of the English Church Authorities in England, a very well qualified man and wife to teach at the Institution, and who are prepared,

from their desire to serve in the mission field, to work at the terms offered. It is the aim to staff Institutions with Basuto as soon as possible, but the graduates at present employed have not yet displayed sufficient tradition of service to enable them to replace Europeans. This fault will no doubt gradually disappear, but until it does it is very necessary to employ as teachers a limited number of Europeans of this highest possible standard. The Rev. Father Guilbeault writes :

“In some of our Primary schools there are still European Sisters who have been doing very efficient work. However it is the policy of the Mission to replace them by African Sisters and teachers. We are hopeful that these latter will accomplish just as much good work. As far as the grades are concerned it seems evident that the African is better qualified and more efficient”.

66. In addition to the staff and building improvements and extensions at Morija it is hoped to make available a generous equipment grant for Institutions. As has already been pointed out the standard of teaching in the average school in Basutoland is, for a variety of reasons, definitely below what it should be. The main factor in improvement must be to concentrate on an early improvement of the quality of the Institutions. To this end the syllabus for the training of teachers has also been under review during the year by a Sub-committee of the Central Advisory Board. It is hoped that as the academic qualifications of entrants to the Institutions improve so it will be possible gradually to decrease the amount of academic training necessary, thus making possible an equivalent increase in the amount of pure professional training and teaching practice.

Teachers' Magazine

67. This is normally produced quarterly, and is issued free of charge to teachers. In addition to bringing them official news and instructions it contains specialised articles and correspondence in connection with the teaching of the various school subjects and other school interests. It is hoped in time gradually to increase the scope of this Journal.

CHAPTER VIII.

FEMALE EDUCATION

68. Practically all Primary Schools in the Territory being co-educational most of the contents of this Report apply equally to female and male education. As has been indicated the number of girls attending school is gratifyingly large, and it is uncommon not to visit a Primary school and to find twice as many girls as boys attending in the various classes. At the moment the majority of girls do not perhaps proceed beyond Standard VI, but even so the number attending in secondary classes is gradually increasing. The Principal, Thabana Morena Training School, writes: "One thing is certain that today, in spite of the difficulties they have to encounter, the girls who come to us know more English than they used to know. In olden days when a new girl arrived she could stammer out a few words in greeting and then invariably asked to be allowed to speak in Sesuto. Their English is not perfect by any manner of means, still they are able to make themselves understood and they understand fairly well. . . ." Compared with other African Territories the preponderance of girls in Basutoland schools is remarkable, the proportion of girls to boys being almost the exact reverse in the Territory of what is normally found elsewhere in Africa. Basutoland schools may claim to be well in the lead in African female education. The importance of catering for these girls is realised and special measures are being taken to adapt the syllabus for their needs. As has been already mentioned an adapted Basutoland Primary Teachers' Course for girls has been drawn up to train female teachers to concentrate on effective teaching of the infant classes, paying special attention to elementary domestic instruction in them. For the higher classes it is proposed to introduce a Domestic Science Teachers' Course, to be given at one or two centres with the specific object of training girls to teach domestic subjects, now to be incorporated in the Standard VI course which girls will be encouraged to take in the Intermediate schools, sitting for the same Standard VI certificate at the end of it as the boys, but with special papers in domestic subjects. Girls at the Basutoland High School take Domestic Science as a subject in the Cape Senior Certificate Examination, and several are now studying post-matriculation domestic science at Healdtown Institution in South Africa. On completion of their course it is hoped that they will return to Basutoland as Domestic Science Teachers. On the whole, therefore, female education in Basutoland can be regarded as the most encouraging section

of the whole system. It can be claimed that an educational tradition amongst girls has been established, and that their interest is kept up after leaving school. Much valuable work, for instance, is done and very great enterprise shown by the Home Makers' Association, an entirely African Association of women which might be described as the African parallel to Women's Institutes in England. This Association holds impressive displays of domestic products such as bottled fruit, sewing and other kinds of work accomplished at the various centres. Members are extending their work to the homes of the people, and are quite willing to give any assistance they can to female pupils at schools. Every effort is being made to encourage this very vital body to play its proper active part in the education of the country. Finally, mention must be made of the various courses held at various Missions, mainly Roman Catholic, for domestic instruction of girls, irrespective of standard, who for whatever reason are unable to proceed further with their academic instruction. These courses might best be described as pre-marriage courses, and they do a great deal of valuable work. On the recommendation of the Central Advisory Board it has been decided to give such schools a very wide latitude in their choice of curriculum, the only departmental proviso being that the curriculum chosen must have the approval of the Education Department. Inspection of female education has necessarily suffered during the year owing to the resignation of the female Inspectress of Schools and the impossibility of replacing her until November. During that period the one female Education Officer had to do the best she could both in direct supervision and teaching of domestic science at the High School, and in the re-organisation of female education as recommended by the Sub-committee of the Central Advisory Board. This double task she has accomplished very ably, and has succeeded in winning the confidence and co-operation of Missionaries engaged in female education. A second highly qualified female Education Officer has now been selected, and with these two officers in the field the necessary supervision should not be lacking in the future.

CHAPTER IX.

PHYSICAL AND MORAL

Medical Inspection

69. Lack of Medical Staff and Clinics in the Districts has made it impossible to contemplate medical inspections of schools. Tea-

chers are encouraged to send their children to hospitals for treatment where necessary and possible. At big centres where hospitals exist, such as Maseru, regular treatment is, of course, easy, and at several Mission Institutions hospitals exist which can also provide the necessary treatment. Hygiene is taught at all schools, and teachers are being urged to make their instruction as practical as possible. Unfortunately many teachers at present are apt to regard this subject as a purely theoretical one divorced from reality. It would not be uncommon, for instance, to find a teacher lecturing on the dangers of the fly quite oblivious to the number of flies present in the room.

Games

70. Football easily retains its pride of place in popularity at the various schools in the country. The various Institutions and Intermediate schools compete for Senior and Junior Football Cups respectively. The Institutions also compete in the Basutoland Sports Association Cup which is open to teams whether attached to schools or not. The spirit of sportmanship shown by the various school teams has on the whole been high though the same cannot be said of the spirit shown by the spectators. It is encouraging however to note that the various school teams have retained their spirit of sportmanship oblivious of the encouragement to the contrary shown on occasions by their supporters. For Athletics there is also a Senior and a Junior Competition for Institutions and Intermediate Schools respectively. Tennis is played with enthusiasm at the High School and mixed teams, male and female, chosen from the African pupils and teachers, and the European staff of the School, played an interesting match against Modderpoort School in the Free State. Cricket has also been revived at the High School; this has not yet become very popular with the pupils. Adult teams play on occasions in the various districts and include an annual match against the Europeans.

Moral and Religious Instruction

71. Definite periods for this are set aside in all Government Schools, and the co-operation of Missionaries is sought in supervising and providing the required instruction. Missionaries are responsible for the religious and moral instruction syllabus at their own schools.

The new Education Proclamation proposes to lay down that all aided schools shall be open to all children without distinction of

religion, and that no child shall be compelled to attend any such instruction of which his parent or guardian may object.

Character Training

72. One of the great deficiencies of schools in Basutoland, as indeed elsewhere in Africa, is the failure of teachers and pupils alike to realise that the production of a good African citizen is a school task as important as, if not more important than, the production of a large number of pupils competent to pass academic examinations. Particular attention to this most important training has been paid during the year at the Basutoland High School where, as his Annual Report reflects, the Headmaster has reorganised the prefect and housemaster system on lines successfully followed at Achimota and elsewhere. Many Basuto teachers appear to be afraid of their pupils, and it has been difficult to persuade prefects and housemasters to face up to their responsibilities. In an effort to overcome this failing, responsibility is now being divided amongst selected teachers as housemasters instead of being concentrated in the person of one boarding master as in the past.

Pathfinder Scouts

73. The Pathfinder Scouts were flourishing in Basutoland before the war, but with the gradual departure of European Officers during the war years the movement unfortunately sank into decay. A few troops still exist and a few keen African Officers are still available. Under the patronage of the Resident Commissioner the movement is now being revived, and plans have been made for camps for the training of officers and for the establishment of new troops.

Girl Guides

74. This movement continues to flourish and now has an enrolment of 751 African Guides. Companies are often spread over wide areas and Guides sometimes walk as much as 20 miles to be enrolled. It is therefore often difficult for the Commissioners to inspect the Guides as frequently as they would like to do. Numbers keep fairly steady in spite of uphill work in some parts of the country due to lack of Guiders. Good progress is being made.

Buildings and School Equipment

75. The average standard of school buildings and equipment in the Territory is deplorable. For this the Missions cannot be blamed as, apart from the various Government Institutions and Intermediate Schools, no building grants have been available in

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