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BASUTOLAND

ANNUAL REPORT

by the

DIRECTOR OF EDUCATION

for the year

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PREFACE.

Education as we understand it 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, 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 the Fund faced the beginning of 1946 with an anticipated deficit of over £40,000, to be met from general revenue. From 1947 therefore, the Fund ceased 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 system of grants 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. The present educational policy of the Territory is based on the recommendations of that Commission in so far as the financial resources of the territory permit.

12. A Central Advisory Board on Education, with mission,

district, teacher and Government representatives has replaced the old Board of Advice, and District Advisory Committees have been established in each district.

CHAPTER I

EVENTS OF THE YEAR.

Staff:

13. Mr. D. S. Miller, Director of Education, was transferred to Nyasaland as Director of Education in mid-May. It is impossible to recapitulate here all the work that Mr. Miller undertook and the many changes he introduced in the educational system during his short stay of less than three years, but mention must be made of some of his achievements. Most important, perhaps, was the drafting of the Education Proclamation and Rules. After lengthy discussion by the Central Advisory Board on Education, District Councils, and the Basutoland National Council, these were promulgated and became law at the beginning of 1948. He established also the system of District Advisory Committees on Education, and created the Central Advisory Board. A 10-year Plan for education, including a new system of grants-in-aid for teachers with salaries on an incremental basis, but limited by the funds available from recurrent and Colonial Development and Welfare funds, was drawn up and approved; overseas bursaries for Basuto students were started; a Teachers' Association, embracing all African teachers in the territory, was formed. He had tremendous difficulty in getting the agreement of all parties to many of the proposals, but his fairness and straightforwardness enabled him in the end to succeed. It is unfortunate for Basutoland, that he was promoted to another Colony just as his schemes were being put into effect, but the system he has introduced, based on the cooperation of all parties, should benefit the territory very considerably.

14. Mr. F. H. Pickett, Senior Education Officer, was appointed to succeed Mr. Miller in May; no appointment has yet been made to the post formerly held by him.

15. During 1948 Mr. Grieveson was seconded part-time to fill the post of Public Relations Officer, and remained part-time on the staff of the Basutoland High School. His successor on the staff of the Basutoland High School, Mr. W. N. Cheadle, arrived late in December

16. Mr. Plymen, Education Officer, Northern circuit, was on overseas leave from March to August, and the circuit had to be supervised as well as possible by the Director from Maseru.

Miss Wells, Woman Education Officer, left in August to attend a Colonial Service Course in London. Assistance to the Director in the headquarters office was provided in August by the appointment of Mr. C. J. Hall as clerk.

17. Mr. A. M. Tilo was appointed as a Supervisor of Schools in January, and posted to the Mohale's Hoek (Southern) circuit. Mr. A. S. Ralebitso was appointed as a Supervisor of Schools (Maseru circuit) in February, and transferred to Mafeteng (Southern) circuit in August, replacing Supervisor Mphatsoe, who left for England on a special course.

18. At the Lerotholi Technical School two Assistant African instructors, Messrs S. J. Selatile and A. L. Motopi, were placed in charge of the Department of Carpentry and Masonry respectively during the year. The other departments continued to be under European instructors.

19. Institutions, and in fact all schools, are still finding difficulty in getting satisfactorily qualified staff. The lure of the towns and higher salaries of the Union, which do not compensate for higher living costs, attract many of our teachers.

Education Proclamation and Rules:

20. Early in January, by High Commissioner's Notice No. 1 1948, certain Rules providing the procedure for the opening of registered and private schools and conditions of service of African teachers, and laying down the conditions for grants-in-aid, were promulgated. With the exception of three sections concerning grants-in-aid, these Rules, together with the Education Proclamation, are being enforced.

Central Advisory Board on Education:

21. The annual meeting of the Central Advisory Board on African Education was held in Maseru during July. The meeting considered those sections of the Education Proclamation which are not being enforced, namely, those concerning a minimum attendance of 75 per cent of school days in any one session, the admittance of pupils within the first three weeks of the session only, and the limitation of the number of pupils enrolled to 60 per teacher in elementary schools and 40 per teacher in intermediate schools. These sections had only been approved by the Basutoland National Council on the understanding that they would not be enforced until the Education Department had been able to find out their implications.

22. In connection with the 75 per cent attendance rule, it appeared that the average attendance for boys rose from 70 per

cent in the grades to 92 per cent in Standard VI, and for girls from 80 per cent in the grades to 98 per cent in Standard VI. Fearing that the enforcement of this rule would exclude a number of herd-boys who attend school on alternate days only, members of the Board finally recommended that the rule should be put into operation for girls only, and that it should "continue in suspension" for boys. The Basutoland Council also subsequently accepted this recommendation, so that the rule will be enforced for girls as from the beginning of 1949.

23. The Board unanimously recommended that the rule concerning the admittance of pupils within the first three weeks of the session only should be enforced, and this was also approved by the Basutoland Council.

24. In discussing the limitation of the number of pupils enrolled to 60 per teacher in elementary schools and 40 per teacher in intermediate schools, it became apparent that either a number of additional teachers would be required, or children would have to be excluded from school. As funds were not available for additional staff, and as the exclusion of pupils from school was regarded as a retrograde step, the Board considered whether the introduction of the shift system would not make the application of this rule possible. The shift system, whereby the pupils in the grades attended for approximately 2 hours a day only, and those in Standards I-III for $3\frac{1}{2}$ hours a day only, was at the time of the Board's meeting being experimented with in about 30 schools. Favourable reports had been received from the teachers concerned, who found that the slightly longer hours they had to work were more than compensated for by the smaller number of classes and pupils they had to teach at any given time. Although in theory it is preferable for the children to be in school somewhat longer hours than is possible under the shift system, in practice it has been found that where introduced in Basutoland it has led to considerable improvement in the standard of work. Waste of time, inevitable under the single session system, because of overcrowded schools and classes, has been avoided, and the strain on accommodation and staff has been reduced. After considerable discussion the Board recommended the introduction of the shift system in lowland elementary schools as a temporary measure to relieve the present over-crowding and to allow the implementation of the rule limiting pupils to 60 per teacher, with a further recommendation that every effort should be made to improve existing buildings and to increase the number of qualified teachers. The Basutoland Council, however, in their subsequent discussions did not support the recommendation. Where the staff and parents agree, schools will, however, be allowed to continue with the experiment. Further reference to the shift system is made in Chapter IV.

25. Other matters discussed by the Board included the

inspection of schools by managers, on which general agreement was ultimately reached; the teaching of agriculture; mass literacy; the provision of further intermediate schools; female education; school committees and the admission of over-age pupils to post-primary schools. In connection with the last-mentioned subject it was agreed that age limits were desirable with allowances in special cases, e. g. pupils from the mountains, at the discretion of the institution concerned.

26. A meeting of the Standing Committee of the Central Advisory Board was held at the end of August in order to discuss the question of teachers' salaries and cost of living allowances. The Financial Secretary attended by invitation, and explained that Government could not afford to increase its present rate of recurrent expenditure on education. In 1946 Government had committed itself to large recurrent expenditure on education under the 10-year plan, in which the allocation for cost of living allowances was fixed at £46,000. The rate at which the allowance was paid to Government officials had, however, since risen; and, if Government were to continue paying it at the higher rate it would cause an over-expenditure on the education vote of £10,000 per annum. Although there was no intention to reduce the allocation under the 10-year plan, it was not possible to grant such an additional sum, as that could only be done at the expense of other essential services. The expenditure on education should not therefore, exceed the amount authorised in the 10-year plan but if it was possible by re-organisation to effect savings in some years under the 10-year allocation, it was not considered that there would be objections to such savings being used to offset additional expenditure in future years.

27. Since just under 20 per cent of the total revenue of the Territory was already expended on education; it did not seem possible to ask for more, so the only alternative was economy. This could be effected in two ways, either by reduction in the number of teachers or by reduction in the present rate of cost of living allowance. It was agreed that the reduction in the number of teachers required to effect a saving of £10,000 would be such a set-back to education as to be out of the question. It was considered, however, that in the long run teachers would benefit by having the cost of living allowances incorporated into their salaries, and it was agreed to recommend that, in order to effect the savings required, a lower rate of cost of living allowance than that then prevailing should be incorporated in the salaries of unqualified teachers and qualified women teachers in primary schools. For other teachers it was agreed that the cost of living allowance should be incorporated into salary at approximately the then prevailing rates. All teachers, except those on a fixed rate, would enter the new scale at the same notch as their present total emoluments, namely salary plus cost of living allowance. Such a

procedure would benefit the married teachers who were usually drawing a higher rate of cost of living allowance than unmarried teachers.

28. Working on the above principles the Standing Committee then drew up revised scales of salaries, and a revised scale of expenditure under the 10-year plan was drawn up by the Department and submitted for approval. The financial effect of these proposals was an estimated over-expenditure of about £4,000 in the financial year 1948/49, as cost of living allowances had been paid at the full rate for the period April-September 1948. In subsequent years, however, there would be small savings until 1952/53, after which there would be slight over-expenditure as compared with the 10-year plan. Over the whole plan there would be a very slight saving of £1,231. The proposals were submitted for consideration, and in due course received the Secretary of State's approval. It is hoped that teachers will appreciate the benefit of having cost of living allowances, which they had always been told might be reduced or abolished altogether, incorporated into salary.

Basutoland High School:

29. During the year a school committee of four Africans and four Europeans was formed for the Basutoland High School. Its functions are to advise the Director on all matters affecting the school; to frame the annual estimates of expenditure and revenue; to ensure that money granted to the school or collected in the shape of school fees is expended upon such objects as have been included in the approved estimates; to appoint and dismiss African members of the staff with the approval of the Director; and to receive and advise upon any representations made to it by parents of school pupils. The system of financing the school has also been altered and brought into line with that of controlled intermediate schools; fees are credited to the school and no longer to general revenue and, in addition, a grant is made under the item "Grants-in-aid of Educational Work" for teachers' salaries, and equipment and maintenance. A report on the school appears as Appendix II.

Overseas Bursaries:

30. Two Basuto (one supervisor of schools and one teacher from the Basutoland Training College) were sent to the Institute of Education, London University, for further training. One of these was provided with a bursary from Government funds, and the other with a British Council bursary. Basutoland therefore had four students in training in England at the end of the year.

Gratuities:

31. Gratuities of £60 each were paid from funds made avail-

able by Government to 11 African teachers who had had more than 30 years' teaching service in aided schools in the Territory. This is the first occasion on which it has been possible to make any grants to teachers as rewards for their many years of faithful service.

Conferences:

32. The usual conferences of Directors of Education in the three High Commission Territories was held in Pretoria in August. Matters discussed covered the use of mobile cinema vans and information services generally, including the supply of books and periodicals from the British Council and follow-up material for mass literacy schemes, European education, and bursaries, the latter with particular reference to loan bursaries at the post-matriculation stage.

33. Owing to shortage of staff in the headquarters office, it was not possible to arrange the usual conference of education officers and supervisors during the year, but education officers met on occasion.

Basutoland African National Teachers' Association:

34. District associations of the Basutoland African National Teachers' Associations continue to function, and the annual conference of the association, to which the district associations send delegates, was held in Maseru in December. The elections to the executive at this meeting showed that the teachers are beginning to appreciate the need for electing the best candidate for a post, irrespective of his religious faith. One district association (Quthing) held a very successful vacation course at the end of July; about 50 teachers attended and were addressed by officials and others on subjects such as School gardens, good manners, the pathfinder-scout movement and school organisation. All appeared to enjoy the course and to find it most interesting; an enterprise such as this bodes well for the future of the association.

Southern Sesotho Orthography:

35. At the meeting of Basutoland Council in 1947, the question of orthography was raised, and considerable opposition was encountered because members thought that an attempt was being made to tamper with the Sesotho language. The President of the Council (the Resident Commissioner) explained, however, that there was no such intention, and that all that was intended or desired was that there should be some simplification in the spelling of the language; members thereupon were unanimously in favour of the matter being investigated, and the Resident Commissioner undertook to give the Council the results of the investigation at its meeting in 1948.

36. Consequently in August 1948 a conference composed of representatives of the Paramount Chief, the three principal missions, the Basutoland African National Teachers' Association, the local press, and the Government, met in Maseru under the Chairmanship of the Director of Education to consider recommendations which had been drawn up by a Language Committee in 1947. Of the 13 members, 9 were Basuto. After discussions which were at times lively but never acrimonious, a remarkable degree of unanimity was achieved, all the recommendations of the Language Committee being accepted except one; certain other recommendations concerning the correct spelling of words were also adopted. These latter would be of particular value to printers and publishers in standardising the language, as many words are spelt in two or three different ways.

37. The recommendations were in due course submitted to the Basutoland Council for consideration. Unfortunately time did not permit of a detailed discussion of each recommendation, so that the proposals had to be considered as a whole. Members of Council feared that too many radical changes were being suggested for the language, and the recommendations were consequently turned down by them en bloc.

Relations with other Departments:

37. As usual, the Cape Education Department permitted Basutoland students to sit for its Junior and Senior Certificate examinations and the Native Primary Higher examination. Mr. J. H. Dugard, Inspector of Schools, and Miss Wilmot, Inspector of Domestic Science, were welcome visitors from the Cape Inspectorate in connexion with the practical work for these examinations

Closing of Schools:

38. Owing to a poliomyelitis epidemic in the Union, schools in the lowlands of Basutoland were closed from 9th to 26th April as a precautionary measure. Fortunately there were few cases of poliomyelitis in the territory, and education was not interfered with to any extent, as the schools closed later for the winter holidays.

Medical Inspection of Schools:

39. One medical officer was kindly seconded by the Director of Medical Services to undertake the medical examination of 1,062 pupils at five schools in or near Maseru in February. One of the schools was the Basutoland High School, at which all pupils are boarders and fed on an approved scale; the other four schools were elementary day schools.

40. The following table classifying the build of the students is interesting as showing the benefit of regular and sufficient meals:-

	Average	Build	
		Stocky	Lean
Basutoland High School	76 per cent	23 per cent	1 per cent
Day Schools	67 per cent	5 per cent	28 per cent

The weights of High School male pupils aged 17-19+averaged 18 pounds higher, and of girls pupils about 11 pounds higher, than those in elementary day schools. But more marked even than statistics can show was, as the Report states, "the contrast between the well-built High School students with healthy, shining skins and the leaner day students with dry, lustreless skins". There were few cases of scabies and impetigo, but in some of the day scholars some signs of dietary deficiency of the skin, mostly in the early stages, were seen. The report showed that the general health of the Maseru school children was satisfactory.

Visitors:

42. Visitors to the Department included Miss Neville Rolfe, of the School for Citizenship, Dr. Laubach, who addressed a meeting of missionaries, teachers, and other interested persons on "Mass Literacy", Mr. W. Campbell C. M. G. , who was visiting the Territory and advising on the formation of Cooperative Societies, the Rev. Brother Bartholomew, visitor of the Brothers of the Sacred Heart, and Mr. W. W. Clark, C. B. E., Administrative Secretary.

Four Members of a Committee on the Training and Employment of Native Operatives, appointed by the South African Minister of Education, visited the Lerotholi Technical School in August.

Honours:

43. Mr. N. I. Archibald, Principal of the Lerotholi Technical School was awarded the M. B. E., in New Year Honours List 1948, and Mr. D. S. Miller, formerly Director of Education, the O. B. E., in the Kings's Birthday Honours in June 1948. Both have done outstanding work in education in the Territory.

44. In June the Rev. Father D. J. des Rosiers was enthroned as the new Bishop of the Roman Catholic Diocese of Basutoland. His Lordship has had many years of experience in the Territory and is fully and sympathetically alive to the difficulties facing education.

CHAPTER II.

ADMINISTRATION AND CONTROL.

The Central Board on Education met once during the year and the Standing Committee of the Board twice. Each District Advisory Committee met at least once. There is no doubt that the formation of these committees has stimulated the interest of the people in the districts in education, as they feel they have a means of making effective representation to the Department and Government. One of their most important functions continues to be the allocation of building grants, which have been at the rate of £300 per administrative district. These grants have been made available from Colonial Development and Welfare Fund moneys for the improvement, on a £ for £ basis, of the elementary schools in each district. Most of the District Advisory Committees have also supplied a member to help undertake the survey of schools in the district. One of their most important functions in the future will be to consider and make recommendations concerning applications for the registration of new schools in the district.

46. The survey teams, which consist of an official of the Education Department, usually a supervisor, the manager of the school about to be surveyed, a representative of the District Advisory Committee, and sometimes a representative of the District Chief, have now completed the survey in six of the districts; the remaining three districts should be completed within the first three months of the new year. All district Advisory Committees will then be in a position to consider where new schools are needed, where schools are redundant owing to a shifting population, where new intermediate schools are required and so on, so that a plan for the whole of the Territory, conditioned by the finances available, can be drawn up.

47. Effective control over the 752 aided and partially aided schools has been difficult owing to the time spent by the staff on the surveys. The Department, moreover, has been short-staffed for most of the year. The inspecting and supervising staff should consist of three European officers and ten African supervisors; one Education Officer, however, was on long leave during the year and one post has not been filled for over nine months; one supervisor was in England on a special course, a second left to join him in August, and one post was not filled. And although the Education Proclamation now provides that every manager shall inspect or cause to be inspected by an approved representa-

tive all schools in his parish, and many managers have always undertaken this inspection personally, others have not and are finding it difficult to supervise their schools adequately.

48. A certain amount of friction has arisen through the inspection by the managers, some teachers maintaining that they are trained teachers whereas managers are not. This is not always true, as a number of managers were teachers prior to being ordained, and on the other hand all teachers are not qualified. However, the question was discussed at a meeting of the Central Advisory Board and rules for the inspection of schools were drawn up. These provide for the manager's examining buildings, equipment, school organisation and religious instruction and satisfying himself that the teachers are doing their work conscientiously. The inspection of teaching method is left to officials of the Department. If a manager is dissatisfied with what he sees in the school he may ask the local Education Officer to arrange for a full inspection. But matters are sorting themselves out as will be seen from the report of the Education Officer, Northern circuit, who states:- "There is a very marked improvement in the running of parishes and out-stations by managers. This is shown not only in the control they exercise over their own parishes, but also in their dealings with Educational Secretaries and with the Department. It was obvious that the previous situation could not be allowed to continue as it was nothing if not chaotic in many respects. The new legislation has done much to improve all this and the fact that measures introduced under it have been fully discussed between all parties concerned has done much to secure efficiency and harmony of purpose."

49. Educational Secretaries continue to do most valuable work, in addition to the enormous amount of routine office work which they have to undertake, by visiting as many schools as possible themselves. The Secretary of the English Church Schools has recently moved to Maseru, and the Secretary of the Roman Catholic Mission schools can now be reached by telephone. This facilitates both their work and the work of the Department very considerably.

50. The Education Proclamation and rules were promulgated at the beginning of January 1948. With the exception of the rules concerning the number of pupils per teacher, admittance of new entrants to school during the first three weeks of each session, and the completion of 75 per cent of the school days in any one session by pupils, the provisions of the Proclamation and Rules are being enforced.

51. The conditions of service of African teachers have been laid down, and teachers have not been slow to take advantage of this fact. It is distressing to find however that, while

insisting on their part that they must receive full notice in case of dismissal, far too many of them leave work without due notice, or accept appointments and then do not arrive to fulfil them. This lack of responsibility on the part of teachers is commented on by the Education Officer, Northern Circuit, as follows:- "Whilst the new Proclamation has done much to create efficiency in dealings with managers and teachers, the latter have not fully realised that they too have their obligations. Teachers have not been slow to raise matters in which they felt wrong had been done to them, but they have not fully realised that they too are bound to a code of professional behaviour under the Rules, especially in the matter of giving due legal notice, which affects them in exactly the same way as it does the managers. There have been several cases of teachers just deserting their posts. In another case a teacher sent the manager his salary in lieu of notice. There have also been cases of a teacher accepting one post whilst at the same time applying for another, generally more attractive, and using the first post as something to fall back upon, in the event of his application for the second post being turned down. If accepted for the second post however, he calmly breaks his contract for the first."

52. The Educational Secretary of the Paris Evangelical Missionary Society also remarks:- "Many of the difficulties encountered in Basutoland are due to vague and faulty conceptions by the people of the real meaning of citizenship — of the relationship of the individual to the state, and of his responsibilities. Unless our educational system inculcates in the mind of the young Mosotho, leaving school or college, the meaning of true citizenship, of his responsibilities not only towards his family but also towards land, community and country, all our efforts at teaching him will have achieved little. If more time should be devoted to the study of citizenship, the same is true with regard to religion and moral training. There is a definite relation between the two. The Basotho are losing their sense of moral value and unless our efforts to counteract this tendency are very real and definite, we are likely to turn out of our schools and colleges young 'educated' people without a sense of responsibility." This training in citizenship and in responsibility is a very real need and the institutions are tackling it by starting house system and encouraging students to take more and more responsibility in the running of the school. The Headmaster of the Basutoland High School has been particularly successful in this connexion, and the Acting Principal of the Basutoland Training College, Morija, reports as follows:-

"The students settled in very quietly and the extension of the house system has helped tremendously in distributing the responsibility amongst the staff, both in matters of organisation and discipline. The staff and the prefects co-operated whole-

heartedly in making the new arrangements work. The old division of the college into four houses has been retained but house-masters have assumed more direct control of their houses and, although there are minor adjustments to be made, the scheme has justified itself." In the Primary schools the development of scouting and guiding and the formation of youth clubs, such as Young Farmers' Clubs, should help to train better citizens.

CHAPTER III.

FINANCE.

Expenditure:

53. For the financial year 1948/49 provision has been made for the expenditure of £159,768 under the Education Vote, an increase of £1,614 over the estimated expenditure for 1947/48. But owing to the higher cost of living allowances which it was necessary to pay from April to September 1948 it is possible that expenditure will exceed the estimates by about £3,000. There should, however, be savings under personal emoluments, due to shortage of staff, and other sub-heads which should offset most, if not all, of the anticipated over-expenditure.

54. The small increase in expenditure over the previous financial year is almost entirely under grants-in-aid of education work.

55. The main items of estimated expenditure under the Education Vote are:-

Personal Emoluments	£19,495
Other Charges (Travelling Expenses, Bursaries, Examinations etc.)	6,299
Grants to European Schools	2,735
Maintenance of Schools (Lerotholi Technical School)	6,530
Grants-in-aid of Education work	122,859
Special Expenditure (Science Equipment, Overseas Bursaries)	1,850
	<u>£159,768</u>

56. Personal Emoluments include the salaries of all staff at the Lerotholi Technical School and the education officers seconded to the Basutoland High School. The salaries of African staff at the High School, and the maintenance costs of the school, are now paid under grants-in-aid of education work, instead of being combined with the cost of the Lerotholi Technical School and shown as a separate item in the estimates.

57. The Grants-in-Aid of Education Work are made up as follows:-

Teachers' Salaries (including cost of living allowances for the period April-September, 1948)	£120,159
Equipment and Maintenance	1,385
Gratuities	660
Contingencies	655
	£122,859

58. Increments for teachers were paid on the new scales for the first time on 1st April, 1948. As from 1st October, 1948, cost of living allowances have been incorporated into salary and revised scales introduced. (vide paragraphs 26 and 28 supra).

Home Industries Organisation:

59. Although the organisation falls under the Education Department, all expenses, including the Organiser's salary, are now paid from funds from War Charities deposited with the National Treasury Administration.

Expenditure under Colonial Development and Welfare Fund Scheme:

60. (a) Schemes D. 400 and D.400A **Lerotholi Technical School and Basutoland High School**. Expenditure under this scheme ceased at the High School on 31st March, 1947. Capital expenditure at the Lerotholi Technical School is estimated during the present financial year at £1,992, of which £1,650 will be expended on labour and £342 on materials. There is no recurrent expenditure.
- (b) Scheme D. 758—**Education**. Recurrent expenditure under this scheme is estimated at £5,050, of which £1,500 is for Educational Secretaries and £3,550 for Equipment and Maintenance, and capital expenditure on buildings at £5,600, making a total estimated expenditure of £10,650 for the financial year 1948/49.

Mission Expenditure:

Accurate figures of expenditure from Mission funds, as distinct from Government grants, are difficult to obtain. It is estimated, however, that the Missions will spend £3,400 on buildings for primary schools, and £1,500 on institutions, total £4,900, on a £ for £ basis with moneys provided by the Department from the Colonial Development and Welfare Fund grant under scheme D.758. (vide paragraph 60 (b) supra). Figures for other mission

expenditure on education are not available, but are not likely to exceed £4,000.

Revenue:

62. The estimated revenue from the Lerotholi Technical School for work done and fees is £8,000. This revenue is credited to general revenue (Miscellaneous). Under the new system of accounting, the revenue from fees and the sales of books at the Basutoland High School, which is estimated at £2,700, is now credited to the School account and not to general revenue. In mission secondary boarding institutions fees are charged. These amounted to about £10,500 in 1948.

CHAPTER IV.

PRIMARY EDUCATION

63. Primary Education is provided in Elementary Vernacular and Intermediate schools; all the schools except two intermediate ones are co-educational.

64. The following are the relevant statistics:-

Elementary Vernacular Schools (Grades A and B and Standards I-III).

Number of Schools

Aided	634
Partially Aided	118
Private	<u>113</u>
Total	<u>865</u>

Enrolment

	Boys	Girls	Total
Aided Schools	23,990	45,807	69,797
Partially Aided	1,879	4,327	6,206
Private	1,020	2,414	3,434
Total	<u>26,889</u>	<u>52,548</u>	<u>79,437</u>

Attendance

Aided Schools	17,510	35,500	53,010
Partially Aided	1,352	3,198	5,550
Private	670	1,735	2,405
Total	<u>19,532</u>	<u>40,433</u>	<u>59,965</u>

Intermediate Schools (Standard IV, V and VI. Figures include some Standard IV pupils in elementary vernacular schools).

Number of Schools

Government	5
Missions	<u>52</u>
Total	<u>57</u>

Enrolment

	Boys	Girls	Total
Government Schools	357	382	739
Mission Schools	<u>2,433</u>	<u>3,558</u>	<u>5,991</u>
Total	<u>2,790</u>	<u>3,940</u>	<u>6,730</u>

Attendance

Government Schools	323	363	686
Mission Schools	<u>2,226</u>	<u>2,951</u>	<u>5,177</u>
Total	<u>2,549</u>	<u>3,314</u>	<u>5,863</u>

The total enrolment in primary schools (elementary and intermediate) throughout the territory was as follows:-

Boys	Girls	Total
29,679	56,488	86,167

65. With the promulgation of the Education Proclamation and Rules early in the year, it became necessary for Educational Secretaries and managers to staff their schools with a minimum number of qualified teachers. The Proclamation lays down that where there are two or three teachers at least one must be certificated, where there are four, five or six teachers at least two must be certificated, and so on. This has meant considerable re-organisation during the year. In the past there has, not unnaturally perhaps, been a tendency for certificated teachers to seek appointments in the more populous areas, and for managers to build up the teaching staffs at the central mission stations and the large outstation schools at the expense of the smaller and more isolated schools. The position in the mountains has been particularly difficult, as lowland teachers seldom accept appointments there; even students born and brought up in the mountains who come to the lowlands for training are usually not anxious, having once sampled the delights of so-called civilisation, to return. Further difficulties have arisen about the transfer of staff from schools with more than the minimum number of certificated teachers to those without any at all. Often a certificated teacher may be a married woman whose husband naturally would not agree to a transfer elsewhere, or if she is unmarried she can hardly be left alone on her own in a mountain school. But Educational Secretaries and managers have made great efforts to find certificated staff, and to bring their schools up to the necessary staffing standard. During the year 29 schools which were formerly partially aided, that is, granted a flat rate of £20 per annum only, have been brought on to the fully aided list as qualified teachers were found for them. There are still however 118 partially aided schools in the territory which it is hoped to bring on to the fully aided list at the rate of roughly 11 per annum.

66. The regulations for the starting of new registered or private schools are now in force. For a school to be registered the District Advisory Committee has to satisfy itself that "the requirements of the Basutoland Education Proclamation of 1947 are complied with, that the proposed site is suitable, that the buildings and arrangements to be made for instruction, discipline and supervision are satisfactory, that there is no reasonable objection to the opening and registration of such school on the part of the Native Authority, and that other sufficient educational facilities do not exist". No promise is given that such schools, although perhaps educationally necessary, will be granted aid; in fact the first charge against the Education Department is obviously the partially aided schools referred to above, many of which have been in existence for a number of years and are sufficiently large and well established to be fully aided when staff and funds become available. Private schools may be started, provided that certain conditions including a three-mile limit from any other school are satisfied. A private school cannot receive a grant; if at any time a manager desires such a school to become a registered school it is necessary for the application to be considered by the District Advisory Committee.

67. Although on paper the institutions are turning out annually more qualified teachers than the Territory is able to absorb, in practice it appears that all the teachers who seek posts in Basutoland can find them and, in fact, even more could be employed. This is due to various reasons; a large number of the teachers are women who marry after a few years' service only, a number of male teachers drift to better paid posts in Government service in the Territory, others seek what are on the face of it the considerably higher salaries of teachers in the Union of South Africa or employment in towns where the joys of civilisation are more easily obtained.

68. As explained in paragraph 21 certain sections of the rules were not enforced during 1948. The most important of these perhaps is that limiting the number of pupils per teacher in an elementary school to 60 and in an intermediate school to 40. To enforce this rule and that concerning the ratio of qualified to unqualified staff, it is estimated by the Educational Secretaries that they will require 95 new teachers and 93 replacements. As the 10-year plan permits of 10 additional teachers and 20 replacements only, it is clearly impossible to enforce the limitation of the number of pupils per teacher unless many of them are to be excluded. Such a procedure would cause intense dissatisfaction among the Basuto, who are accustomed to educating their children.

69. The suggestion that the shift system should be introduced in order to overcome this difficulty was endorsed by the

Central Advisory Board on Education, but not approved by the Basutoland Council. The position therefore reverts to that at the beginning of 1948, whereby schools are allowed to experiment with the system if the parents and teachers agree. Accurate statistics of the number of schools experimenting are not available, but it is clear that at least 50 schools were following the system at the end of 1948. One supervisor who has had experience of the system in 18 schools reports as follows:-

“As a result of the experiment the attendances generally have increased; for example, at two schools which were respectively 360 and 75 the numbers on roll are now 476 and 170; the conspicuous rise being rightly attributed to the boys’ attendances, which have shown considerable improvement.

“Attendance on alternate days, which was the practice with many herdboys, has decreased to minimum.

“Parents generally agree that the system is ideal for the Basuto, who are a pastoral race, for it has a dual aim—that of providing facilities for both schooling and herding without the one causing the other to suffer.

“The accommodation problem which affected 80 per cent of the schools most adversely can now be solved with little financial commitments, if any at all.

“It is now possible to seat most of the pupils, and not barely half as in the past, in desks or wooden forms. This means a considerable saving in money and is also more hygienic. It is now possible for the head teacher to teach every child in his school personally.

“With only three classes to teach in the morning session and two in the afternoon session, teachers are able to give pupils the individual attention which is so necessary and which has not been possible owing to the large number in each class previously”.

70. The Educational Secretary of the Paris Evangelical Missionary Society reports as follows:-

“There has been, up to the present, no satisfactory response by Managers to the appeal sent by the Educational Secretary for lists of schools where the shift system has been introduced, and for comments on the scheme. In all schools visited by the Educational Secretary, where the scheme has been introduced, the comments of both Managers and Teachers have been invariably favourable.

“From Qalo, where 13 Paris Evangelical Missionary Society schools have adopted the system, the Manager writes: “Every teacher in all these schools thinks this shift system is a blessing. The parents as well as the children like it.

This is proved by the regular attendance in spite of rain (during the first session) and much sickness in the villages. Many of the parents voluntarily came to tell me that at last we had made good schools, wherein their sons could learn and go a-herding the same day. The head teacher has much time to see to the school, and to help his assistants". He adds: "I am sure if all teachers were qualified, and properly paid, this two-shift system would be the best system of educating my people."

The Manager of schools, Thaba Bosiu Parish, writes:- "All teachers who have tried the system find it a great improvement." The Educational Secretary was told the same thing by teachers and managers from Cana, Morija, Khubetsoana, Senqunyane and other parishes. It therefore seems strange that the teachers' representative at the Basutoland National Council should be opposed to the system. At Cana where the Educational Secretary had occasion to address the teachers, these, after his explanation of the system and its advantages, were unanimous in affirming that they were wholeheartedly in favour of it, though they had not been before. In their minds had lurked the suspicion that the whole scheme was aimed at reducing the number of teachers".

71. The Educational Secretary has also compared the 1948 Standard III examination results in the 13 schools in Qalo parish which are following the shift system with their results in 1947. These show that the average pass was 10.5 per cent higher this year under the shift system. In view of the above, it is unfortunate that the Teachers' Association as a whole is strongly opposed to the system and largely instrumental in persuading the Basutoland Council to vote against it. Possibly the teachers fear wholesale dismissals despite assurances to the contrary. However, schools may continue to experiment and perhaps the practical advantages of the system will finally convince the sceptics.

72. During the year no schools were registered nor were any private schools established. It is hoped that none will be for at least some years, as the policy of the Department is definitely to consolidate and improve the quality of education in the territory without spreading still more thinly its meagre resources in money and teachers. There is, however, an urgent need for more intermediate schools in certain areas which at present are poorly served so that pupils will be able to complete the full primary course near their homes. With the completion of the surveys the Department will be in a better position to see where such schools are most urgently required, and the extension of facilities for intermediate education should be one of the first charges against any further funds which become available.

73. During the year Dr. Laubach visited the territory, and in combination with the departmental staff drew up a mass literacy booklet for the teaching of Sesuto. One supervisor was subsequently sent to the South African Institute of Race Relations, Johannesburg, for a fortnight to assist in the improvement of the booklet and to study the methods used there by the Adult Education Officer. The Paramount Chief during the year gave approval for experiments in mass literacy to be carried out in two areas. In each instance the supervisors concerned were later required to undertake survey work, so that the experiments had to cease. Without additional staff it is difficult to see how mass literacy methods can be applied to herdboys. It seems that the extension of the shift system would however enable far more herdboys to attend school in the lower grades anyway, and this would off-set to a certain extent the need for mass literacy methods.

74. There is still far too strong a tendency among teachers to stick to the formal academic treatment of the subjects of the curriculum. However, attempts have been made to teach spinning and weaving, and stress has been laid on practical subjects such as gardening and handwork. A most successful craft competition was held in the southern districts, on which the Education Officer reports as follows:-

“Through the kindness of Mr. L. C. Rust, M. B. E., of Phamong, who offered prizes to the value of £20, it was possible to hold Handwork and Needlework competitions for schools in the Mohale’s Hoek and Quthing districts. Open classes and classes for schools with African staffs only were arranged but it was very pleasing to note that most of the prizes went to those schools with African staffs. This was due to the fact that European teachers are prone to attempt to teach crafts which are foreign to African children and can only be taught by qualified teacher with the proper equipment. These crafts, such as carpentry, metalwork and brush-making, can, at present, only be taught satisfactorily in the Technical Schools.

“The African teachers, on the other hand, concentrated on traditional crafts such as grasswork, woodwork, pottery, and so on in many instances reached a standard comparable to the work done by experienced Basuto craftsmen. The value of enlisting the cooperation of local craftsmen was emphasised by the high standard of work submitted by Tele school where local potters and grassworkers have assisted in the teaching of their crafts.

“Whilst it is primarily desirable to concentrate on traditional methods in the teaching of handwork, European influence on Basuto life cannot be denied. The desire to

emulate European cultures is strong and must be catered for but only the best of such cultures should be introduced and in a normal evolutionary sequence. Badly made articles of furniture, based on cheap, mass-produced models of European style, simply lower the cultural standards of the children who make them.

“The Housecraft class at Holy Cross approximates most closely to the ideal. There traditional grass and pottery crafts are taught but these methods are extended to the making of new objects which European influence has now rendered desirable. Other methods of weaving, etc., are also included but they follow a normal evolutionary sequence. Traditional patterns, as used on huts, are applied to the needlework and modifications of outdoor cooking ranges are an adaptation of traditional cooking arrangements but their construction is within the capabilities of any Basotho family and they are constructed from indigenous materials. Other schools have built similar cooking ranges and are using them with marked success.

“The effect of the newly introduced Needlework schemes was also apparent in the Rust Competition. Schools which have followed these schemes submitted some very good work and the standard will undoubtedly be raised considerably as more schools fall into line”.

75. In connexion with agricultural teaching, one Education Officer comments as follows:-

“Throughout the year strong emphasis has been laid on the importance of gardening and agricultural instruction in the school curriculum. Progress is slow but it is felt that a permanent spontaneous development arising from the people themselves is preferable to a mushroom growth which fades away once the initial external driving force is removed. The Young Farmers' Clubs already established have grown in strength and two more are in the process of formation. Outstanding is the Tsakholo school where the principles taught in the school are spreading to the village community.

“Improved methods of agriculture followed by members of these clubs have led to excellent results. In one instance a boy obtained a yield of 19 bags of mealies per acre, in contrast to his father's yield of 2 bags per acre from the adjoining land. Similar results were obtained from all Clubs. Prizes were presented during the year to members with the highest yields. The following were the best results:-

1st (Tsakholo Young Farmers' Club) 19 bags of mealies per acre. (2 bags per acre on check plot)

2nd (Tsakholo Young Farmers' Club) 18 bags of mealies per acre. (4 bags per acre on check plot)

3rd (Mapotu Young Farmers' Club) 7 bags of mealies per acre. ($2\frac{1}{2}$ bags per acre on check plot)

4th (Phoqoane Young Farmers' Club) 7 bags of kaffir corn per acre. (4 bags per acre on check plot).

"As a further effort toward the improvement of agricultural training a School Farm was planned at Maphutseng School under the combined guidance of the Education and Agricultural Departments. A mixed farm of about 40 acres will be run by the children on sound lines under a teacher who has received agricultural training. The immediate object is to establish the farm. Later it is envisaged that children from other schools will attend for short agricultural courses. The area has been surveyed, contour furrows have been dug and a dam constructed. The school farm will begin to function from 1st February, 1949".

76. There is only one Supervisor specially trained in agriculture and he has visited and given advice to a large number of teachers in the central and northern circuits. The survey teams report that the great majority of schools now have school gardens and that where these have not been available the chiefs have offered to provide them as a result of the interest created by their visits. At the beginning of the year rain was plentiful and most school gardens had crops but it was disappointing to find few school exhibits at the agricultural shows. There was no rain during the winter and very little in the spring, so that except for the few schools which had a water supply, either piped or from springs, little gardening could be done. There is still a tendency for teachers however to restrict their gardening activities to the growing of cabbages and carrots only. The Agricultural Supervisor, who also assisted in a Survey team, reports as follows:-

"When gardening activities were being discussed with the parents, who were encouraged to start home gardens to enable the pupils to practise what they have learnt at school, great enthusiasm was shown by the parents. In certain cases some parents, prior to the survey, were doubting the value of gardening practice in schools, and believed that teachers were misusing their children. However, the Survey Party succeeded in eradicating this false idea.

"In the second session of the year, a long drought frustrated all gardening plans, except in some mission and outside schools where the water supply was good.

"Some enthusiastic teachers had their work handicapped

by shortage of tools. To overcome this, they borrowed tools from the parents.

“The vegetables grown were consumed in different ways:-

1. By cooking vegetables at school and sharing them among all pupils.
2. By giving pupils who worked hard in gardening some plants to start their own home gardens; in some schools where the supply was good, all had a share to take home. This brings close correlation between school and home.
3. By selling vegetables to raise cash to meet the school needs.

“Good records of production and sale of produce were kept by many teachers, and pupils of the upper classes were encouraged to keep such records as Nature Calendars and Sowing Charts”.

Examinations:

77. The Education Department again set the English Arithmetic, and Sesuto papers for the Standard III examination, the other papers being set by the central mission authorities; all papers were marked internally.

78. In the Standard VI examination the percentage of passes was approximately the same as in the previous year, being 45 per cent as compared with 44.6 per cent in 1947. The number of first class passes is still very low, and, in fact, far too many of the pupils only succeed in passing in the lowest class. Any slight alteration in the type of examination question to which they are accustomed results in disaster. Too few of the candidates are taught to think; in some schools unfortunately even the ordinary mechanical arithmetic is poor.

79. The Thakhisi Cup, for the best results in the Standard VI examination, was awarded to Molumong Intermediate School—a very commendable effort as this is an isolated mountain school.

Bursaries:

80. As usual 20 bursaries were awarded to the candidates at the top of Standard VI examination list to enable them to attend boarding institutions for further study. This year the bursaries were awarded for one year only, on the understanding that if the work was satisfactory they would be extended for a further two years. It is interesting to note that no adverse reports have been received on these bursars.

Medium of Instruction:

81. Sesuto is the medium of instruction in all Elementary Vernacular schools, but English is taught as a subject. In the grades this is purely oral, but written work starts in the standards. In the Intermediate schools more English is introduced, so that by Standard VI it is the main medium of instruction. In Secondary and Technical Schools English is the medium of instruction.

Number according to Classes:

82. Far too many pupils are still in the sub-standards. Although in some schools pupils complete the sub-standards in two years, in others it takes them three or even four years. At the end of this time many pupils are required by their parents to assist in supporting the family, so that there is a distinct falling off in the attendances in the standards. Teachers are encouraged to devote adequate attention to the pupils in the grades, and not just to concentrate on the few who are taking the Standard III examination. The wiser teachers are realising the necessity for a proper grounding in the grades, and an increasing number of qualified teachers are giving some of their time to these pupils. There is still a preponderance of girls over boys, except in the upper standards. This is due largely to the need for boys to do herding. In regard to the herdboys problem in general, there is still plenty of scope for communities to organise their herding duties on a more economical basis. At present it is the custom for all people who have animals to have their own herdboys. Attempts to organise herding on a communal basis so as to allow the maximum number of children to come to school have not met with any success up to the present, although Supervisors and Education Officers have advocated such a procedure at various meetings.

CHAPTER V

SECONDARY EDUCATION.

83. The Junior Certificate course is provided at the Basutoland Training College, Roma College, Eagle's Peak and the Basutoland High School. The latter also prepares candidates for the Senior Certificate (Matriculation) examinations of the Cape Education Department and there is a private Matriculation class at Roma College.

84. The number of students passing standard VI exceeds the number of vacant places in the institutions. Principals of Institutions therefore have been concerned to select pupils most

likely to benefit from secondary education. A system of interview by the Education Officers and Supervisors of the Standard VI pupils proposing to proceed to institutions was tried, but for various reasons was not always successful. Some Principals therefore have tried to limit the entries to pupils who have obtained first and second class passes in the Standard VI examination and who are under the age of 17; in the case of those wishing to enter for a teachers' course the maximum age is higher. This has caused some criticism among the Basuto, who maintain that no pupil should be excluded from school if his parents wish him to proceed to a secondary course. They feel also that it is unfair to have an age limit, as many pupils act as herdboys when young or earn their own fees by going out to work when they have completed the primary school course. Consideration was given to these points by the Central Advisory Board, who felt, however, that for character forming and teachability the younger a student the better, but that allowances should be made in special cases at the discretion of the institutions. These age allowances apply more particularly to students from the mountains, to students who obtain first class passes, and to students wishing to take teacher-training courses. It must be pointed out that it is not every institution which has accepted rigid age limits or academic qualifications. But there is no doubt that the younger pupils entering the institutions find the academic courses easier than the older pupils, except in rare instances.

85. The pressure on the institutions is being relieved somewhat by the starting of Form A class at selected intermediate schools. In 1948 there were four such schools providing Form A classes, and two further schools should open next year. One result, however, may be that the institutions will find their Form B classes, that is, the second year of the secondary course, overcrowded owing to the influx from the intermediate schools. It is likely that in time the institutions will be able to drop Form A themselves, and concentrate purely on the secondary courses.

86. The number of candidates entering for the Junior Certificate examination was 70 boys, 22 girls. 83 were successful in passing the examination, 64 boys, 19 girls, and of these 9 passed in the first class.

87. In the Senior Certificate (Matriculation) examination 15 pupils from the High School were entered and 12 passed.

Vocational Training:

88. A separate report on the work of the Lerotholi Technical School will be found in Appendix III. The extensions to the buildings of the school, which are being financed from funds made available under the Colonial Development and Welfare scheme (vide paragraph 60 (a) supra) have not yet been com-

pleted, so that the enrolment at the school remains approximately as in previous years.

89. Two of the Departments which were formerly under European instructors are now being run by African Assistant instructors, under the supervision of the Principal. This is in the nature of an experiment and, if successful, it is hoped to make these appointments permanent.

90. There is one other boys' technical school in the Territory, Leloaleng, which was reopened in January 1948 under a new Principal and staff with 59 students. The Educational Secretary of the Paris Evangelical Missionary Society comments as follows:-

“Most students chose to enter the following Departments: Carpentry, Driving and Motor-mechanics, and Leather-work. Students taking carpentry will also do masonry work, but the idea is not welcomed by the students; they look upon this work as too arduous! It is to be regretted that no student chose to join the agricultural section. They are loth to take up agriculture unless it entitles them to find employment as agricultural demonstrators. In order to counteract this tendency it was decided that students in all departments should do some agriculture and gardening. This is being done but the move is extremely unpopular. Owing to the continued drought the problem of feeding the students has become more difficult”.

91. The school in no way competes with the Lerotholi Technical School, as students are taken in at about the Standard III or IV stage as compared with a Standard VI entry at the Lerotholi Technical School. The intention is not to use machines, but to train students to use tools which they can purchase and use in their own homes. The Mission authorities, however, found themselves pressed for funds, and approached the Government with a request for a grant, pointing out that the Clarke Commission Report had not recommended the closing of the school, but had merely stated that it saw no case for further development. In view of the work that the institution is now undertaking, it was agreed that if savings could be found, a small block grant should be made towards the cost of running the institution. An Equipment Grant of £150 was provided out of Colonial Development and Welfare money, and a grant towards salaries of £150 from savings in recurrent expenditure.

92. There is no secondary technical school for girls, but a great deal of housecraft work is done in the central mission stations of the Roman Catholic Mission and at St. Mary's, Leri-be; the latter concentrates more on spinning and weaving.

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