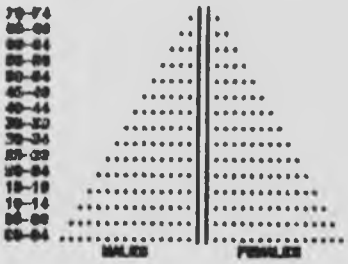

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POPULATION CHANGE AND DEVELOPMENT PROSPECTS IN LESOTHO

by
Israel Sembajwe

Working Paper No. 8
November
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DEMOGRAPHY UNIT
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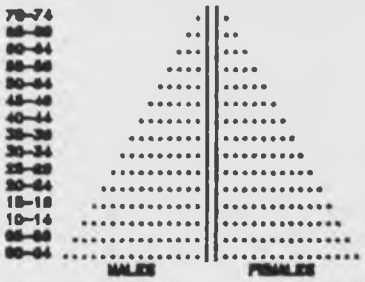

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FOREWORD

The Demography Unit welcomes papers on population and related phenomena for publication in this series. We are looking forward to receiving yours.

In the present paper, the relationship between population and socio-economic development is discussed and the likely effects of population change on the socio-economic development process of Lesotho pointed out. Then the need for a documented population policy is clearly indicated. It is our hope that the paper will be informative to policy makers, planners and researchers.

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1. INTRODUCTION

This paper discusses the debate on the relationship between population growth and socio-economic development before examining the influence of socio-economic development on population change on the one hand and the influence of population on socio-economic development on the other. Then with special reference to Lesotho, the paper utilizes available data to discuss the implication of population change to future socio-economic development in the country.

2. THE DEBATE

The debate on the relationship between population and socio-economic development has been going on for centuries. Serious debate, however, started in the eighteenth century with Malthus's essay on the principles of population in which he stated that population is necessarily limited by the means of subsistence, and if it increases beyond the means of subsistence, it is necessarily repressed by very powerful checks such as famine, extreme poverty and diseases and epidemics. Malthus's theory, however, has serious flows.

Among these was the undue emphasis he placed on the limitation of land and neglected the possibility of technological improvement in agricultural development. His major contribution was that he provoked more serious debates on the relationship between population and social and economic development.

While Malthus was supported by a group called the neo-Malthusians and composed mainly of classical economists, he received strong opposition from others. Among those who opposed his theory was Karl Marx who called Malthus an apologist for the capitalist system and stated that under communism there were no problems of over-population; every one was provided for according to his needs[2]. This does not however, explain why the government of China, one of the socialist/communist states, found it necessary to enforce one child families with effect from 1980[3].

Coming nearer at home, on the African continent, two schools of thought have emerged with regard to the populaton and development issue. There are those who strongly believe that our continent and implicitly our countries are sparsely populated.4 It is suggested that the sparse population cannot exploit the resources fully and neither can it provide a sufficient market to stimulate increased internal production nor allow for large scale production. Therefore they see any attempt to identify rapid population growth as one of the factors frustrating social and economic development efforts in Africa as imperialistic and neo-colonialist in origin. They would rather see even a more rapid population growth rate in Africa so that empty spaces can be filled up faster. In other words a mere increase in numbers is assumed to automatically generate social and economic development.

The second school of thought, which is referred to by the first school as imperialistic and neo-colonialistic, identifies rapid population growth as one of the major factors which are frustrating Africa's effort to achieve social and economic development, and suggests that this is not only happening in Africa but also in other third world regions.5

They note that rapid population growth frustrates a country's efforts to save some of its national income and invest it in capital formation for purposes of generating increased economic production because rapid population growth necessitates expenditure of an increasing proportion of the national income on consumption goods.

In the case of socio-economic facilities and services such as those for education and health, the country's capacity to improve their quality and to meet the demand for them by the population stagnates or diminishes over time as rapid population growth necessitates the duplication of these facilities and services to meet the rapidly increasing demand. Therefore, in the final analysis, they suggest that population variables should be incorporated in the overall social and economic development planning process, and that population growth rates in particular should be the subject of explicit government population policies to ensure that they are compatible with the country's capacity to generate development.

However, before identifying which of these schools is more realistic to the situation prevailing in a country like Lesotho, it is necessary to present an extended discussion of how socio-economic development influences population change on the one hand, and how population change influences socio-economic development on the other. This is the task of the next section.

3. The Influence of Socio-Economic Development on Population

3.1 Introduction

The influence of socio-economic development on population operates through the three basic demographic variables, i.e. fertility, mortality and migration. Each of these variables is treated separately below.

3.2 **Migration**

In the case of internal migration it is well known that regardless of what theoretical approach you take in analysing this important population process, faster, socio-economic development of some areas than others attracts migrants from poorly developed areas to the better developed ones. Exceptionally strong government policies are necessary to reverse this tendency and such policies would be harsh to exercise under normal circumstances[6]. Hence the exceptionally rapid population growth rates of urban areas in developing countries today or the movement from poorly developed regions to better developed ones.

On the other hand, international migration is subject to substantial international barriers that the reaction of this variable to socio-economic development becomes greatly confounded. However, the African continent is plagued by a number of political changes that have led to sudden shifts of population from one country to another, usually in the form of refugees. Political instability has plagued some of the African countries for so long that even in cases where the political environment has stabilized, the economic conditions have worsened so much that nationals find ways of breaking international barriers to migrate to countries where economic conditions are perceived to be relatively bearable. This has created the brain-drain since it is mainly the best educated who have a higher potential to break these barriers.

With special reference to Lesotho, a significant proportion of its male labour force (about 45%) participates in labour migration to the Republic of South Africa. This has serious implications on the socio-economic development process of the country.

3.3 Fertility and Mortality

As suggested by the theory of the "demographic transition", societies in an agratian stage experience very high death rates and very high birth rates. The death rates are high because man has relatively limited control over his environment and can therefore not avoid catastrophic events such as famines and epidemics.

Consequently societies developed high fertility norms to counterbalance the high risks of dying. Such norms can be reflected by societal sanctions regarding age at first marriage, abudance of children or offspring, and praises showered upon fertile couples. As socio-economic development took place, societies moved into the transition stage where the death rates lagged behind at high levels. The death rates started declining due to economic interdependency and improvement in medical knowledge and care. The birth rates remained high and remained behind the decline in the death rates simply because the attitudes and behaviour related to child bearing were deeply embedded in the socio-cultural norms which take a long time to change. As an example, in the western societies where this transition was observed, it took more than a century to complete.

Finally at the end of the transition, the death rates reached such low levels that further reductions were difficult to attain, and birth rates again approached near-equality with the death rates resulting into small families. From this stage onwards, individual voluntary decision rather than custom started to govern child bearing.

It is however, argued that it is feasible today to reduce the death rates significantly without major socio-economic development. Mortality can be reduced by the combined effects of the development of antibiotics and insecticides; the evolution of effective public health organization and programmes; and the adoption of suitable low-cost methods of sanitation.

Nevertheless, recent investigations suggest that beyond a certain level of mortality, further reductions are difficult to acquire in our type of communities, unless susbstantial economic improvement takes place. Thus suggesting that although in the short-term economic development may not be a necessary requirement for mortality decline, it is a necessary one in the long-term.

In the case of fertility, arguements have been advanced recently that there are "weak links at either macro- or micro-level between economic structure and fertility" and "stronger links with culture and education, both of which are likely to determine the initial acceptability of new ideas" and the acceptance of family planning[7]. In other words, at the societal level, the timing of transition is strongly influenced by cultural change boundries and is associated rather with indicators of social development, such as literacy, than with economic indicators. Within societies the same is true, the onset of demographic change is more closely associated with parents' education and cultural affiliation than with economic factors such as familial control of economic life or women's employment.[8] However, in conclusion the authors of this ideational approach state that the approach does not "offer a complete explanation to the fertility transition. In sub-Sahara Africa, for instance, changing ideas about "family planning" are unlikely to bring about appreciable fertility decline without reduction in the uniquely high level of parents' demand for children".

But however, complex and poorly understood the factors which determine the level of controlled fertility are, it is a fact that innovative health and sanitation programmes have anabled mortality to decline while fertility has remained high resulting in unprecedentedly high population growth rates leading to rapid population change (population growth rates in Africa today are about 3 times those which prevailed when the western societies were experiencing the transition). Probably the question to ask at this stage is "what will be the implications of rapid population growth rates on the economies of African countries over the next one and half decades?".

4. The Influence of Population Growth on Socio-Economic Development

The influence of population growth on socio-economic development is assessed by examining the relationship of three aspects of population to economic development. Namely (1) the size of a population, (2) the growth rate of a population, and (3) the age structure of a population.

4.1 The size of a Population

The question of whether a population is larger or smaller than the optimum population that would exploit resources in a particular environment without what economists call sharply diminishing returns in difficult to answer and may not arise at all in a dynamic situation. For example, a population with the same size and in the same environment may be in a stage of diminishing returns if the population has not been imparted with skills through education and appropriate technology. On the other hand, if the same population in the same environment is given appropriate skills through education and access to appropriate technology, it may be of optimum size or even of more than optimum size.

Thus the argument usually put forward by the proponents of more people in Africa to fill empty spaces without considering the lack of universal access to education and appropriate technology is a shallow one. Examples of densely populated countries but falling within the third world as well as those falling within the developed world are numerous, as are those of sparsely populated countries but with some falling in the third world and others in the developed world (see Table 1 for selected examples). Possibly by the notion that it is only population size which matters, Nigeria should be a developed nation while Australia and Canada should be relegated to the developing world.

4.2 **The Growth Rate of a Population**

With regard to the growth rate of a population, it is well known that a high rate of population growth "implies a high level of investment to achieve a given per capita output."[9] Adopting Coale and Hoover's example, if we assume that technical change is held constant and that capital and labour force are the only ingredients of change, then an increase of x per cent per annum in population and of x per cent per annum in accumulated capital will produce an increase of x per cent per annum in of output or an unaltered per capital output.[10] Therefore, taking two countries (X and Y) with equal population at a given moment (in size, in accumulated capital and in output) and with a ratio of capital to output equal to 3:1, and assuming that the population of country X is growing at 1 per cent per annum, while that of country Y is growing at 3 per cent per annum, it can be noted that population X will need to invest 3 per cent of its current output to maintain its per capita income, while population Y must invest 9 per cent of its current output to maintain its per capita income. Therefore, under normal circumstances, the burden to maintain per capita income of its population at the same level will be greater in population Y (which is growing more rapidly) than in population X (which is growing moderately).

Table 1

Population Densities for Selected Countries in the World, 1980

Country	Population (Millions)	Area (Thousands of Sq Kms)	Density (Persons/sq km)
Developed			
Australia	15.5	7686.8	2.02
Canada	25.1	9976.1	2.52
Germany FR	61.2	248.6	246.13
Netherlands	14.4	40.8	353.05
Sweden	8.3	450. 0	18.53
USA	236.6	9372.6	25.25
Developing			
Botswana	1.1	600.4	1.75
Cameroon	9.5	475.4	19.91
China	1051.6	9597.0	109.57
Ethiopia	35.4	1221.9	28.99
Ghana	13.0	238.5	54.68
India	746.7	3287.6	227.14
Kenya	19.5	582.6	33.56
Lesotho	1.5	30.4	48.79
Nigeria	92.0	923.8	99.63
Pakistan	93.3	803.9	116.04
Tanzania	21.1	945.1	22.86
Uganda	15.2	236.0	64.19

Source: United Nations Demographic Map for the United Nations, New York,1985

Finally, in a rapidly growing population, the tendency to invest in duplicating consumption is very high, thus necessitating none or limited investible resources. This trend of affairs leads to limited expansion in economic activity and thus limited employment opportunities and increasing unemployment. This chain of unfavourable events places a country in a vicious circle of poverty.

4.3 The Age Structure of Population

When we turn to the age structure of a population, we recollect that a population in a rapid growth state and whose growth rate is almost entirely due to natural increase (i.e. the difference between births and deaths) receives new entrants when they are babies. These babies need to be fed, clothed, sheltered and educated for at least 15 years before they can become effectively productive. Hence, this type of increase in a country's population generates a high burden of dependency or a high ratio of persons in a dependant status because of their age (too young to work plus those who are too old to work) to persons at ages making them eligible for productive work.

This burden is high in countries whose population is growing more rapidly than in those where the growth rates are low. It is, therefore, important to policy formulation and development planning purposes to forecast accurately the changes in the magnitude (absolute and relative) of a country's various population groups because changes in each group often have different action implications.

For example, an increase in the school going age group means more schools, teachers and teaching materials; and an increase in the working age group means creation of more employment and, if not, increasing unemployment and underemployment.

5. The Demographic Situation in Africa

In 1983, the Economic Commission for Africa called attention "to the fact that rapid population growth rates have serious implications on the economic growth of any region because they slow down efforts to achieve rapid socio-economic development"11. Regarding the rapid population growth rates in African countries, the ECA concluded that "the historical trend scenario is almost a nightmare"[12]. Thus suggesting quite a grim prospect for Africa.

Migration is the most difficult variable to deal with because it is often affected by unpredictable political, economic and social factors, and can change dramatically in comparatively short periods than would be the case for the fertility or mortality variables. For example, in Africa international migration has been as much due to political conflict as to social and economic circumstances.

Therefore, the figures estimated by the ECA for the period 1950-1980 to reflect levels of migration in ECA member countries suggest that for the period 1975-1980 countries which were highly ranked net losers of population were mainly those ravaged by political turmoil, such as Ethiopia and Uganda; while those which were highly net gainers were Somalia, Mozambique, Angola, Guinea Bissau and Ivory Coast (Table 2). Some of these acted as bastions for refugee groups (Sudan and Somalia for groups from Ethiopia; Mozambique and Angola for refugees from Zimbabwe, known as Southern Rhodesia for much of the period under consideration); while Ivory Coast and Guinea Bissau may have attracted migrants both as socio-economically attractive areas and also as areas of refugee. All in all, however, the numbers involved were relatively small and did not contribute significantly to the annual growth rates of the countries involved.

Table 2

Asssumed net migration for ECA member States

Subregion/Country	Assumed levels of net migration (000s)					
	1950/55	1955/60	1960/65	1965/70	1970/75	1975/80
NORTH						
Marocco	-	-	-	- 10.0	-376.0	-185.9
Sudan	-	-	-	-	220.0	314.0
Libya	-	-	-	65.0	100.0	80.0
WEST						
Gambia	-	-	17.0	17.0	17.0	10.0
Ghana	600.0	600.0	-	-400.0	-	-
Guinée Bissau	-14.4	-14.4	-52.0	- 38.0	58.0	-
Côte d'Ivoire	-	-	400.0	505.8	490.0	450.0
Liberia	-	-	31.633	40.0	59.458	-
Mali	-	-	-	- 50.0	- 79.0	- 170.0
Niger	-	-	218.0	-	-	-
Togo	-	-	50.0	30.0	- 10.0	- 25.0
CENTRAL						
Angola	-15.0	-20.0	-117.685	-115.650	250.0	575.0
Zaire	-	-	-500.0	-500.0	-	-
EAST						
Ethiopia	-	-	-	-	-	-1000.0
Mauritius	-	-	- 16.0	- 20.0	- 26.0	- 15.0
Mozambique[a]	-	-	-	-	500.0	700.0
Somalia	-	-	-	-	-	1000.0
Uganda[b]	-	-	-	-	-300.0	- 700.0
SOUTH						
Botswana	-10.0	-20.0	- 20.0	- 30.868	- 24.0	- 6.0
Lesotho	-	-	-	-	- 8.0	- 10.0

[a]For the 1980/85 period a net migration of 400.0 was assumed.

[b]For the 1980/85 period a net migration of 20.0 was assumed.

Source: ECA 1982 Demographic and Related Socio-Economic Pat Sheets for ECA Member States. Addis Ababa: Population Division p.173

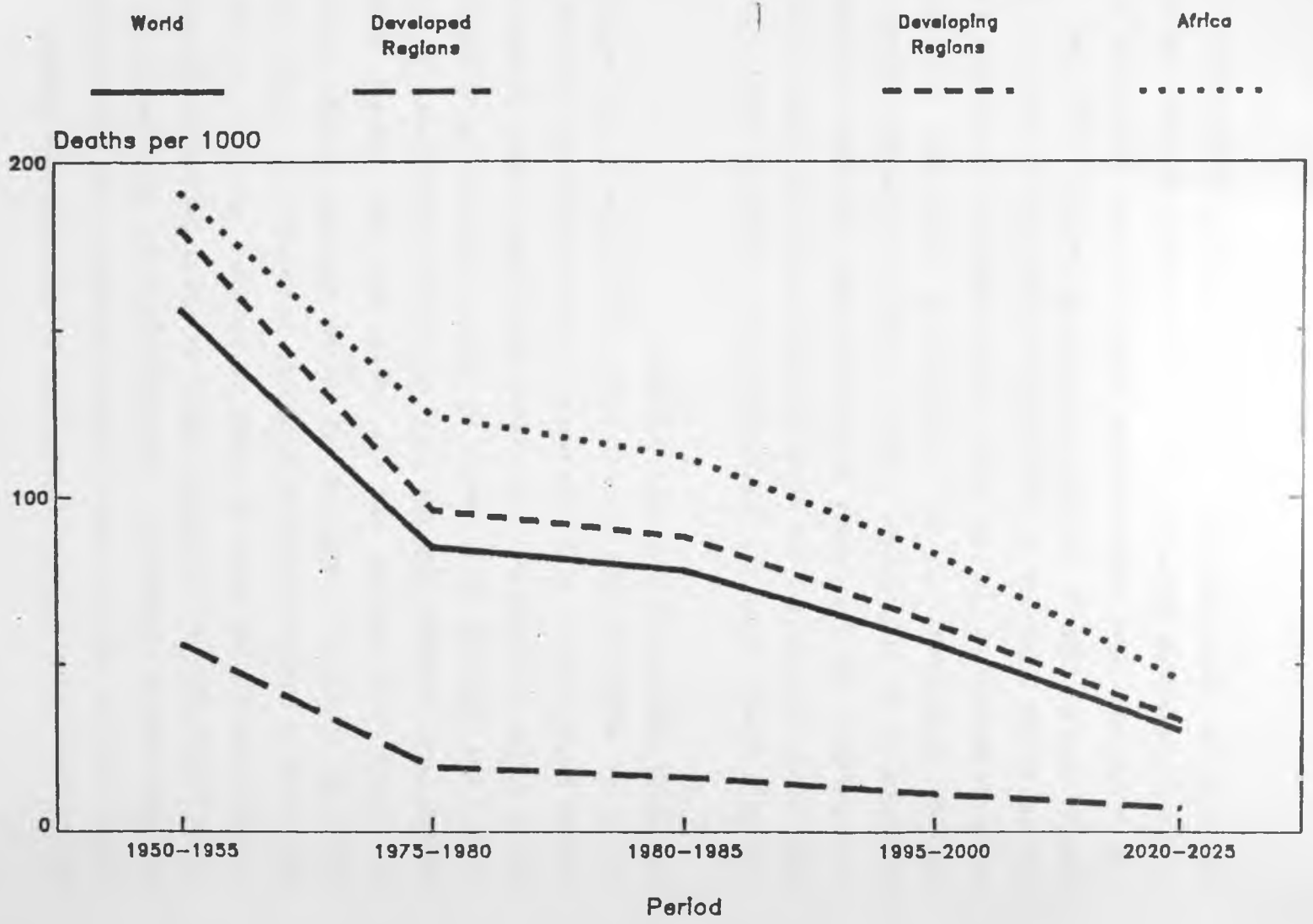
In the case of rural-urban migration, it is well documented that rural-urban migration contributes significantly (usually over one half) to urban population growth rates. Although in some cases this movement of population from rural to urban areas can be beneficial to the socio-economic development process of a country by taking labour from where it is in excess to where it may be better utilized, it is generally noted that it leads to unemployment and a reduction in the quality of urban socio-economic facilities and services and to loss of able-bodied persons by rural areas leading to labour deficits.[13]

This reflects a need for African governments to formulate policies aimed at reducing rural urban migration. In addition there may be a need for redistribution or resettlement programmes to shift population from heavily populated areas to those which are sparsely populated but potentially productive.

Nationally, the population growth rates in African countries are almost entirely generated by natural increase. While the death rates have gradually declined over the past four decades, they are predicted to undergo even further reductions over the next two decades or so. For example the infant mortality rates are estimated and projected to experience declining trends between 1950 and 2025 as shown in Figure 1. However, the same figure shows that Africa's mortality rates are the highest in the world and shall remain so over the next two decades or so.

FIGURE 1: INFANT MORTALITY BY WORLD REGION.

1950–2025



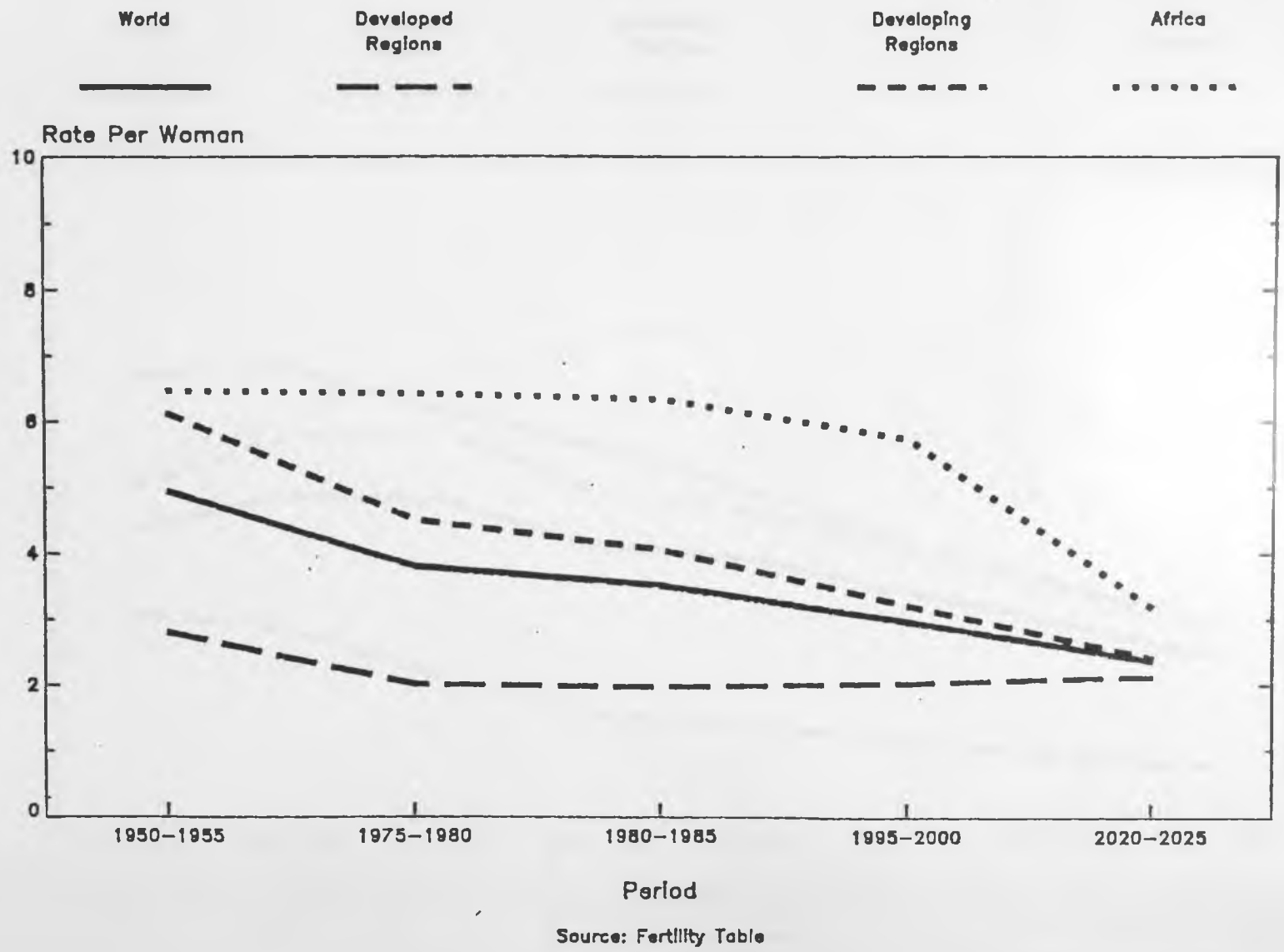
Source: Mortality Table

On the other hand Africa's birth rates are not only the highest in the world, but are likely to remain almost constantly high over the next two to three decades (Figure 2). The consequency of these declining death rates and constantly high birth rates, is rapid population growth rates ranging from 2.5 per cent per annum in Southern Africa to 3.1 per cent per annum in eastern and western Africa; an average of 2.9 per cent per annum for Africa as a whole for the period 1980-1985 (Figure 3 and Table 3). While Latin America was the region with the highest population growth rates between 1950 and 1965, Africa has taken over that leading role since 1970 and shall remain so for the rest of this century and early in the next century. This makes Africa the fastest growing region in the world. Due to this phenomenon, Africa is destined to have seven countries among the first 25 most populous countries in the world by the year 2025 compared to 3 in 1985 (Table 4).

The high growth rates are characterized by a youthful population whose dependency implications are quite obvious and well depicted by Figure 4. For example, for the school going population, the rates of growth are predicted to be even higher (Annex 1) implying increased burden on the African govenrments in the provision of classrooms, teachers and teaching materials. In the case of food production, as another example, the worsening situation of food scarcity depicted in Figure 5 for the period 1975 to 1984 is likely to continue for quite a long time. While the world and other world regions appear to have maintained or even slightly increased their per capita food production over the period, Africa's per capita food production has progressively gone down.

FIGURE 2: TOTAL FERTILITY RATE PER WOMAN.

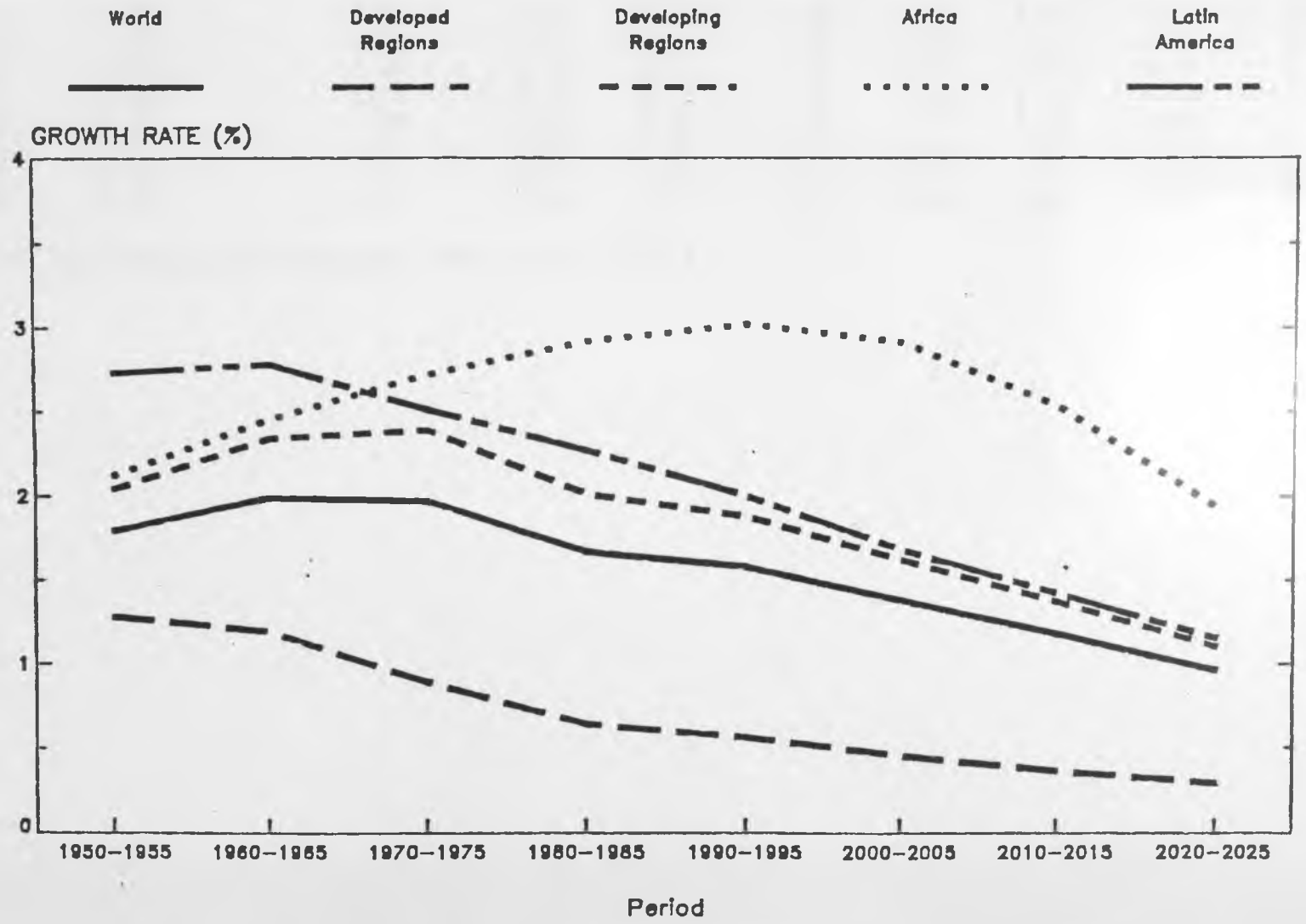
1950–2025



Source: Fertility Table

FIGURE 3: AVERAGE ANNUAL RATE OF POPULATION INCREASE.

1950–2025



Source: Growth Rates Table.

Table 3: Annual Rates of Population Growth by World Regions (1950-2025)

Period	World	Developed regions	Developing regions	Africa	Latin America	Northern America	East Asia	South Asia	Europe	Oceania	USSR
1950-1955	1.79	1.28	2.04	2.12	2.73	1.80	1.75	2.04	0.79	2.25	1.71
1960-1965	1.99	1.19	2.34	2.45	2.78	1.49	1.98	2.38	0.91	2.08	1.49
1970-1975	1.97	0.89	2.39	2.72	2.51	1.05	2.11	2.40	0.64	1.78	0.95
1980-1985	1.67	0.64	2.01	2.92	2.27	0.90	1.22	2.16	0.30	1.51	0.96
1990-1995	1.58	0.56	1.88	3.02	2.00	0.81	1.11	1.88	0.28	1.33	0.79
2000-2005	1.38	0.45	1.62	2.91	1.68	0.65	0.84	1.51	0.17	1.10	0.70
2010-2015	1.18	0.36	1.37	2.53	1.42	0.63	0.57	1.23	0.07	0.93	0.64
2020-2025	0.96	0.29	1.10	1.93	1.15	0.49	0.50	0.93	0.04	0.73	0.56

Source: United Nations World Population Prospects, 1986: Table 3 and 4.

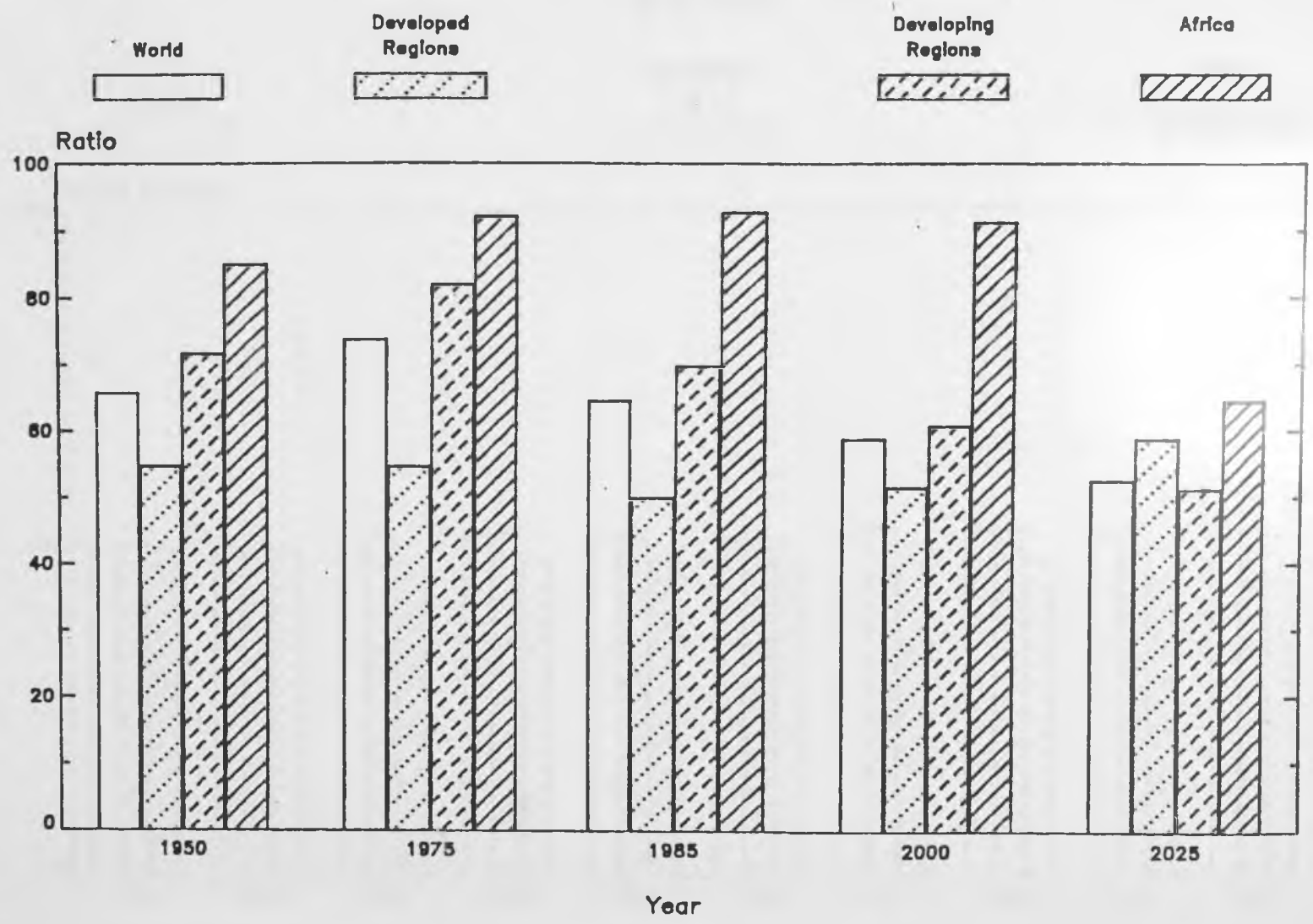
Table 4. The 25 most populous countries, ranked by size, medium variant , 1985, 2000 and 2025

1985		2000		2025	
	Country	Population (Thousands)	Country	Population (Thousands)	Country	Population (Thousands)
1.	China	1 059 521	1. China	1 255 895	1. China	1 475 159
2.	India	758 927	2. India	964 072	2. India	1 228 829
3.	USSR	278 618	3. USSR	314 736	3. USSR	368 234
4.	USA	239 020	4. USA	268 239	4. Nigeria	338 105
5.	Indonesia	166 440	5. Indonesia	211 367	5. USA	311 936
6.	Brazil	135 564	6. Brazil	179 487	6. Indonesia	272 744
7.	Japan	120 742	7. Nigeria	161 930	7. Brazil	245 809
8.	Bangladesh	101 147	8. Bangladesh	145 800	8. Bangladesh	219 383
9.	Pakistan	100 380	9. Pakistan	140 961	9. Pakistan	209 976
10.	Nigeria	95 198	10. Japan	129 725	10. Mexico	154 085
11.	Mexico	78 996	11. Mexico	109 180	11. Japan	132 082
12.	Germany, Fed. Rep of	60 877	12. Viet Nam	79 870	12. Ethiopia	122 285
13.	Viet Nam	59 713	13. Philippines	74 057	13. Viet Nam	108 462
14.	Italy	57 300	14. Ethiopia	66 509	14. Philippines	102 787
15.	United Kingdom	56 125	15. Thailand	65 503	15. Iran	97 011
16.	France	54 621	16. Turkey	65 351	16. Turkey	91 925
17.	Philippines	54 498	17. Iran	65 161	17. Egypt	90 399
18.	Thailand	51 411	18. Egypt	63 941	18. Zaire	90 097
19.	Turkey	49 289	19. Germany, Fed. Rep. of	59 484	19. Thailand	85 929
20.	Egypt	46 909	20. Italy	58 642	20. United Rep. of Tanzania	83 805
21.	Iran	44 632	21. France	57 162	21. Kenya	82 850
22.	Ethiopia	43 557	22. United Kingdom	56 354	22. So. Africa	76 381
23.	Rep. of Korea	41 258	23. Rep. of Korea	50 981	23. Burma	65 960
24.	Spain	38 542	24. Burma	48 499	24. Rep. of Korea	61 572
25.	Poland	37 187	25. Zaire	47 581	25. France	58 431

Source: United Nations, World Population Prospects, 1986: 23.

FIGURE 4: AGE DEPENDENCY RATIO FOR TOTAL POPULATION.

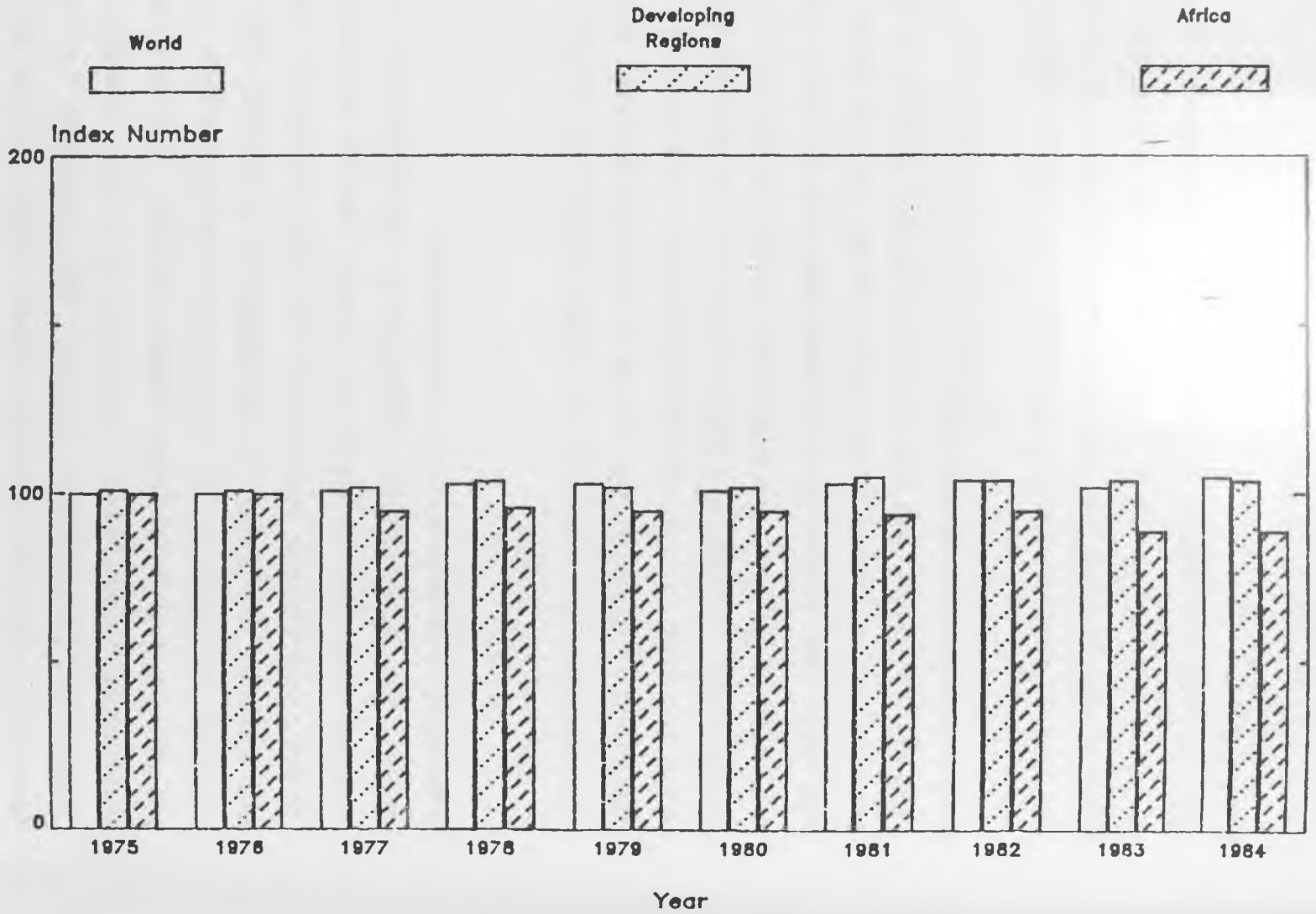
1950–2025



Source: Age Dependency Ratio Table

FIGURE 5: INDEX NUMBERS OF PER CAPITA FOOD PRODUCTION.

1975–1984



Source: Statistical Yearbook 1983/84:18

Therefore, there is a need to incorporate the population factor (especially the high population growth rates) in the policy making process and to implement policies and programmes for accelerated socio-economic development. Population is a very important factor in the resource supply/population demand equation. Yet what most African countries have done so far is to take population change for granted. More emphasis is attached to the importance of takling such factors as regional cooperation, agriculture and food production, industry and techology, and the lessening of foreign capital and external debt burden. Population change, regardless of the magnitude of change, is regarded as a subject of little significance.

6. The Case of Lesotho

The population of Lesotho is now approximately 1.62 million people on approximately 30,355 sq kms. giving a general population density of 53 people per sqkm.16 The density varies from a low of about 16 in the mountain zone to over 70 people per sq. km. in the lowlands, and if calculated on the basis of arable land (about 13 per cent of the total land area) the density in some areas would go up to as high as 700 people per sq km. (to at least 300 per sq km. for the whole country). Therefore suggesting that the most basic natural resource in Africa is a very scarce resource in Lesotho.

The country has a sex ratio of 93 based on the dejure population and 81 based on the de facto one (excluding absentees who are composed mainly of labour migrants to South Africa and who are predominantly males). This reflects how Lesotho's economy is largely dependant on the female population.

Like in the rest of Africa, mortality rates in Lesotho are moderate and declining while fertility rates are high and almost constant. Consequently the growth rate of population has increased from 2.3 percent per annum in 1976 to 2.6 percent per annum in 1986.

Internal migration indicators reflect significant movements of population from rural to urban areas, involving more females than males, and some movements from the mountains and foothills to the lowland districts.[17] As an example, these movements cause urban population growth rates to approximate 7 percent per annum compared to 2.6 percent per annum for the country as a whole.[18]

With regard to international migration, a significant number of Lesotho's males migrate to South Africa as labour migrants, mainly as workers in the gold, diamond and coal mines. In the government's own words, "Migration to the South African gold and coal mines for employment dominates the economy of Lesotho. Although it has backwash effects on agriculture and severe social implications, migration is Lesotho's principal source of employment and purchasing power and is a crucial determinant of government revenue".[19] Roughly, about 45 per cent of Lesotho's economically active male population participates in this movement for employment. Therefore the South African government policy to try as much as possible to internalize labour supplies to its mines has serious implications for Lesotho and calls for more concerted efforts from the government of Lesotho to create internal employment opportunities to absorb its labour force.

Table 5 shows the distribution of population in Lesotho by three major groups. Namely 0-14 years of age (the dependent young), 15-64 (the working age group), and 65 and over (the dependent aged). The table also shows the resulting dependency ratios and the nature of the labour force. A dependency ratio of almost 85 per 100 in 1986 is high and similar to those prevailing in other African countries. In the case of the labour force, if we assume full employment in 1986 for all persons in age range 15-64 and that there shall be no increase in employment opportunities over the next one and half decades, approximately 106.8 thousand people will be unemployed in 1991, 246.1 thousand in 1996 and 407.4 thousand in 2001. On the other hand, if we assume that the government will strive to create employment and maintain the economic activity rate for this age group at 81 per cent (the rate that has prevailed in the past), then we note that 160.1 thousand people were not economically active in 1986, 180.4 thousand will not be so in 1991, and 206.9 and 237.6 thousand will fall within the same category in 1996 and 2001 respectively. The development implications of this for Lesotho will be unfavourable. The government will even find it even more and more difficult to provide home employment for a labour force of over 120,000 people who participate in labour migration to South Africa.

Table 5

Percentage Distribution of Population by Major Age Groups, Dependency Ratios and Labour Force (1976-2001)

Age Group	Year					
	1976	1981	1986	1991	1996	2001
	Percentage Distribution					
0-14	39.1	40.5	41.4	41.9	44.6	41.7
15-64	56.2	55.1	54.2	53.8	54.1	54.0
65+	4.7	4.4	4.4	4.3	4.3	4.3
All Ages	100	100	100	100	100	100
	Dependents per 100 Workers					
Dependency Ratio	77.6	81.3	84.6	86.1	85.2	85.1
	Absolute Numbers					
Population Aged 15-64 ('000)	685.2	757.3	842.8	949.6	1088.9	1250.3
	Absolute Numbers					
Labour Force ('000)*	555.0	613.4	682.7	769.2	882.0	1012.7

* Assumed an integrated activity rate of 81 per cent for the population in age group 15-64.

The burden in the provision of social services and facilities such as those related to health and education will be big. For example while population is known to have grown by 2.6 per cent per annum between 1976 and 1986, it is likely that population in age group 6-11 (of children requiring primary school education) grew at a higher rate of 2.8 per cent. This trend of growth is likely to continue into the future. What it means is that not only will the government find it difficult to provide every child with primary education, but it will also find it difficult to maintain (let alone improve) the prevailing quality of education.

Clearly, the consequences of rapid population growth in Lesotho will be lowered standards of living for the people, unless the government effectively integrates population matters into the development planning process and formulates policies that are aimed at achieving clearly stated targets in a given time period in both population and the socio-economic sectors.

7. Government Perception of Population Issues and Concluding Remarks

The Lesotho government appears to have adequate awareness of the relationship between population and socio-economic development, and some knowledge of the population situation in Lesotho. This awareness and knowledge were reflected in the 1974 population symposium and greatly enriched by the 1979 National Conference on Population Management as a Factor in Development including Family Planning, and the 1982 Workshop on Population Planning for Development.[20] The resolutions and recommendations from these two latter fora are attached to this paper as Annex II and Annex III.

Briefly, the resolutions from the 1979 conference showed concern about the high population growth rate in the country; expressed the need for population and family planning education, for integrating family planning services into health services and facilities, and for integrating family life education and population studies into all formal and non-formal education programmes; considered the provision of maternity leave and nursery facilities, and the creation of programmes to stem rural-urban migration; noted the existance of rising crime, road accidents, juvenile deliquency, vagrancy and the disruption of many socio-cultural norms; recognized the importance of women in development and the need for a women's bureau; and upheld the need for collaboration between the state on the one hand, and the church, socio-cultural organizations and other non-government organizations on the other. In the case of the 1982 workshop, the need to create a favourable balance between population growth rates and the rates of economic development and the stemmining of rural-urban migration; the usefulness of breastfeeding and family planning; and the importance of improving education and ensure appropriate employment were re-echoed.

The government itself noted in its third Five Year Development Plan that a general lowering of the standard of living seemed inevitable unless effective means were found to control population growth.[21] This was in reaction to an earlier pledge by the government in the second Five Year Development Plan that it would aim at lowering the population growth rate from 2.3 per cent to 2.0 per cent.[22] It failed to achieve this aim. Thus, in the third Five Year Plan (in view of Lesotho's restricted resource base and the prevailing socio-economic conditions) the government decided to persue the following objectives;

1. To bring Lesotho's population and her economic growth rates into a common pace;
2. To integrate family life education and population related matters into all formal and non-formal educational programmes; and
3. To reduce the high mortality rate of the 0-4 years age group.[23]

Thus, the importance of the population factor in development is not new in Lesotho. What is lacking up to now are the mechanisms of operationalizing the government's intentions into practical solutions to the problem. It is therefore recommended in this paper that a clearly documented population policy setting out guidelines for achieving given goals within a specified period should be drafted and approved by the government.

When the expected targets are set out clearly and the means for achieving such targets are well spelled out, the task of evaluating what has been achieved and what has not been achieved and why will become easier than it is presently the case. For example right now it is difficult to answer why the government's intention of reducing the growth rate from 2.3 per cent in 1976 to 2.0 per cent in the future is not being fulfilled since the current growth rate is 2.6 per cent. This is so because the time period within which a target growth rate of 2.0 percent would be achieved was not set, nor were the mechanisms for achieving such a target given.

In doing so, no population policy should be seen as a standard for all countries, for no such standard exists. Each country should plan a programme suited to its conditions. For example, Brown discusses a number of Asian and Latin American countries that have managed to reduce fertility over relatively shorter periods than used to be the case in the past.[24] These countries include China, Cuba, Hong Kong, Singapore, South Korea, Taiwan and Thailand. What their population policies had in common were:-

1. National leaders' commitment to reduce fertility;
2. Availability of family planning services; and
3. A public education programme that linked population growth to long-term social interest as well as to benefits for individual families.

Lesotho may find these three common elements useful by incorporating them in its population policy. In addition it may inact legislation to:-

(a) Raise the age at first marriage;
(b) Limit income tax deductions to a few children or eleminate them altogether;
(c) Restrict maternity benefits; and
(d) Give incentives to parents opting for small families by, for example, giving them priority access to education, public housing, and credit facilities.

By making concerted effort to put population issues at the same level of importance as food and agriculture, industry, science and technology, transport and communications, trade and finance, and the environment, the Lesotho government may avoid reaching the stage when it will be forced to adopt an extreme policy like that of China.

8. Footnotes

1. Ralph Thomlinson, Population Dynamic: Causes and Consequencies of World Demographic Change, New York: Random House, P.55; see also J. Dupgaquier (ed.), Malthus: Past and Present, London: Academic Press, 1983.
2. Thomlinson, op. cit.
3. Leo F. Goodstadt, "China's one-child Family: Policy and Public Response, "Population and Development Review, 8(1): 37-38.
4. Statements made from time to time by a number of scholars and leaders; also see P. Cantrelle, et al (eds.), Population in African Development, IUSSP, 1971:409-424.
5. Ibid
6. See the Tanzanian experience in ECA, Assessment of Population Policies in Socio-Economic Development Planning in Egypt, Ghana, Kenya and Tanzania, Addis Ababa, 1985 (ECA/PD/WP/1985/1); and note the Nigerian decision to expel thousands of Ghanaian workers and workers from other West African States in 1986, and the frequent expulsions of migrant workers from the mines of South Africa.
7. J. Cleland and C. Wilson, "Demand Theories of the Fertility Transition: An Aconociastic View", Population Studies, 41 (1): 28 (1987).
8. J. Cleland and C. Wilson, opcit, p.27
9. For example see A.J. Coale and E.M. Hoover, Population Growth and Economic Development in Low Income Countries, Princeton: Princeton University Press, 1985, p.21.
10. Ibid
11. ECA, ECA and Africa's Development, 1983-2008: A Preliminary Perspective Study, Addis Ababa, 1983, p.22.
12. Ibid.
13. See for example, J.C. Caldwell, African Rural - Urban Migration: The movement to Ghana's Towns, Camberra: ANU, 1969: S.H. Ominde, Land and Population Movements in Kenya, London: Heinemann 1968; C.F. Cleison and B. Egero, "Migration" in B. Egero, R.A. Henin (eds) The Population of Tanzania, Vol. 6, Dar-es-Salaam, 1973; D. Byerlee, "Rural - Urban Migration in Africa: Theory and Research Implications", International Migration Review, 8(4), 1974: 543-566.

14. Estimates made by the author.
15. Kingdom of Lesotho, 1986 Census: Preliminary Results, Bureau of Statistics, 1987; Kingdom of Lesotho, 1976 Population Census, Vol. IV, 1981; Kingdom of Lesotho, 1978 Labour Force and migration Survey, 1982; Kingdom of Lesotho, 1986 Labour Force and Migration Survey: Preliminary Results, 1987.
16. Fertility i approximately 6 children per woman of child bearing age and mortality indicated an expectaiton of life at birth of at least 50 years for males and 53 years for females. For further information see: Sembajwe, I, "Lesotho Demographic Profile and Research Agenda", Working Papers in Demography, N°.1, Demography Unit, 1984; Kingdom of Lesotho, 1977 Fertility Survey, 1981; Kingdom of Lesotho, 1976 Population Census, op.cit.
17. Sembajwe, I, "Urban Population Growth Rates in Africa with Special Reference to Lesotho", Working Papers in Demography, N°.4, Demography Unit, 1985. Kingdom of Lesotho, 1976 Population Census, op.cit.
18. Sembajwe, I, op.cit.
19. Kingdom of Lesotho, Third Five Year Development Plan, op.cit. 16-17.
20. Poulter, S, et al, Low and Population in Leostho, Morija, 1981; Report on the National Conference on Population Management as a Factor in Development Including Family Planning, Ministry of Health and Social Welfare, Kingdom of Lesotho, 1979; Workshop on Population Planning for Development, Bureau of Statistics, Kingdom of Lesotho, 1982; UNDP, Summary of Recommendations of the UNFPA Needs Assessment Mission to the Kingdom of Leostho, 1984.
21. Kingdom of Lesotho, Third Five Year Development Plan, 1980-1985, Maseru 1980, p.3.
22. Kingdom of Lesotho, Second Five Year Development Plan,1975-1980 Maseru, 1975.
23. Kingdom of Lesotho, Third Five Year Development Plan, p. 334.
24. Lester Brown, State of the World, 1984, New York: Norton and Company, 1984, pp. 24-34.

Annex 1

Table 1. School Age Population High Fertility Variant (1980 - 2000)

AREA	Age group 6-11						Age group 12-17						Age group 18-23					
	Population ('000)			Growth Rates(%)			Population ('000)			Growth Rates(%)			Population ('000)			Growth Rates(%)		
	1980	1990	2000	1980/1990	1990/2000	1980/2000	1980	1990	2000	1980/1990	1990/2000	1980/2000	1980	1990	2000	1980/1990	1990/2000	1980/2000
EASTERN AFRICA	22534	32285	45570	3.6	3.4	3.5	17848	24383	36554	3.1	4.0	3.6	14397	19962	28762	3.3	3.7	3.5
Burundi	571	883	1153	4.3	2.7	3.5	494	677	947	3.2	3.4	3.3	425	514	800	1.9	4.4	3.2
Comoros	62	81	115	2.7	3.5	3.1	46	66	90	3.6	3.1	3.4	34	57	72	5.2	2.3	3.8
Djibouti	31	40	55	2.5	3.2	2.9	25	33	44	2.8	2.9	2.8	21	27	36	2.5	2.9	2.7
Ethiopia	5301	7079	9753	2.9	3.2	3.0	4359	5679	7871	2.6	3.3	3.0	3574	4660	6226	2.6	2.9	2.8
Kenya	2972	4681	7391	4.5	4.6	4.6	2240	3459	5617	4.3	4.8	4.6	1688	2624	4109	4.4	4.5	4.4
Madagascar	1365	1890	2599	3.2	3.2	3.2	1119	1512	2117	3.0	3.4	3.2	921	1218	1694	2.8	3.3	3.0
Malawi	1057	1548	2243	3.8	3.7	3.8	824	1197	1790	3.7	4.0	3.9	656	927	1365	3.5	3.9	3.7
Mauritius	118	154	164	2.7	.6	1.6	136	122	169	-1.0	3.3	1.1	129	128	144	- .1	1.2	.6
Mozambique	1990	2889	3845	3.7	2.9	3.3	1503	2341	3114	4.4	2.9	3.6	1248	1753	2605	3.4	4.0	3.7
Rwanda	878	1240	1805	3.5	3.8	3.6	694	976	1423	3.4	3.8	3.6	550	774	1099	3.4	3.5	3.5
Seychelles	11	13	17	1.7	2.7	2.2	9	11	15	2.0	3.1	2.3	7	10	12	3.6	1.8	2.7
Somalia	584	777	1025	2.9	2.8	2.8	486	638	825	2.7	2.6	2.6	402	518	690	2.5	2.9	2.7
Uganda	2256	3189	4382	3.5	3.2	3.3	1632	2597	3547	4.6	3.1	3.9	1316	1926	2885	3.8	4.0	3.9
U. Rep. Tanzania	3118	4545	6515	3.8	3.6	3.7	2486	3552	5206	3.6	3.8	3.7	2094	2778	4079	2.8	3.8	3.3
Zambia	962	1399	2033	3.7	3.7	3.7	763	1090	1609	3.6	3.9	3.7	607	854	1248	3.4	3.8	3.6
Zimbabwe	1279	1857	2716	3.7	3.8	3.8	1011	1456	2149	3.6	3.9	3.8	803	1144	1670	3.5	3.8	3.7
MIDDLE AFRICA	8681	11675	15957	3.0	3.1	3.0	7042	9472	12914	3.0	3.1	3.0	5855	7657	10493	2.7	3.2	2.9
Angola	1283	1731	2400	3.0	3.3	3.1	1032	1426	1893	3.2	2.8	3.0	853	1119	1562	2.7	3.3	3.0
C.A. Republic	340	472	647	3.3	3.2	3.2	284	375	520	2.8	3.3	3.0	243	302	418	2.2	3.3	2.7
Chad	689	876	1176	2.4	2.9	2.7	580	727	954	2.3	2.7	2.5	487	611	780	2.3	2.4	2.3
Eq. Guinea	56	75	106	2.9	3.5	3.2	46	61	82	2.8	3.0	2.9	39	50	67	2.5	2.9	2.7
Gabon	69	88	108	2.4	2.0	2.2	61	70	96	1.4	3.2	2.3	56	63	76	1.1	1.9	1.5
Pep. Rep; Congo	244	332	465	3.1	3.4	3.2	201	270	371	3.0	3.2	3.1	165	217	298	2.7	3.2	3.0
S.T. & Principe	12	15	20	2.2	2.9	2.6	10	13	17	2.6	2.7	2.7	9	11	14	2.0	2.4	2.1
U. Rep. Cameroon	1287	1790	2373	3.3	2.8	3.1	1071	1434	1987	2.9	3.3	3.1	894	1153	1613	2.5	3.4	3.0
Zaire	4626	6318	8673	3.1	3.2	3.1	3787	5099	7046	3.0	3.2	3.1	3103	4117	5675	2.8	3.2	3.0
NORTHERN AFRICA	17106	23409	29144	3.1	2.2	2.7	14179	19233	25810	3.1	2.9	3.0	11527	15791	21715	3.1	3.2	3.2
Algeria	3252	4791	6778	3.9	3.5	3.7	2745	3699	5635	2.9	4.3	3.6	2104	3026	4314	3.6	3.5	3.6
Egypt	5895	7556	8160	2.6	.6	1.6	5009	6499	7819	2.6	1.8	2.2	4190	5438	7213	2.7	2.7	2.7
Libya	528	737	1055	3.3	3.6	3.5	387	603	845	4.4	3.4	3.9	299	473	677	4.6	3.5	4.1
Morocco	3442	4360	6076	3.4	2.2	2.8	2661	4046	5494	4.2	3.1	3.6	2153	3078	4549	3.6	3.9	3.7
Sudan	2942	4129	5643	3.4	3.1	3.3	2419	3354	4649	3.3	3.3	3.3	1967	2678	3802	3.1	3.5	3.3
Tunisia	1045	1238	1436	1.7	1.5	1.6	957	1081	1341	1.2	2.2	1.7	814	1007	1162	2.1	1.4	1.88

AREA	Age group 6-11						Age group 12-17						Age group 18-23					
	Population ('000)			Growth Rates(%)			Population ('000)			Growth Rates(%)			Population ('000)			Growth Rates(%)		
	1980	1990	2000	1980/ 1990	1990/ 2000	1980 2000	1980	1990	2000	1980/ 1990	1990/ 2000	1980/ 2000	1980	1990	2000	1980/ 1990	1990/ 2000	1980/ 2000
SOUTHERN AFRICA	437	609	850	3.3	3.3	3.3	352	488	683	3.3	3.4	3.3	290	385	546	2.8	3.5	3.2
Botswana	139	204	294	3.8	3.7	3.7	106	161	232	4.2	3.7	3.9	86	121	182	3.4	4.1	3.7
Lesotho	203	275	374	3.0	3.1	3.1	168	225	305	2.9	3.0	3.0	144	183	250	2.4	3.1	2.8
Swaziland	92	130	183	3.5	3.4	3.4	74	102	146	3.2	3.6	3.4	61	82	116	3.0	3.5	3.2
WESTERN AFRICA	24466	32856	46142	3.0	3.4	3.2	19347	26105	37266	3.0	3.6	3.3	15198	20593	29457	3.0	3.6	3.3
Benin	584	844	1221	3.7	3.7	3.7	467	658	954	3.4	3.7	3.6	378	516	749	3.1	3.7	3.4
Cape Verde	48	56	53	1.5	- .6	.5	48	52	53	.8	.2	.5	44	46	56	.4	2.0	1.2
Gambia	97	129	178	2.9	3.2	3.0	79	103	141	2.7	3.1	2.9	67	84	114	2.3	3.1	2.7
Ghana	1954	2762	3693	3.5	2.9	3.2	1548	2210	3110	3.6	3.4	3.5	1241	1730	2488	3.3	3.6	3.5
Guinea	805	1084	1803	3.0	5.1	4.0	651	877	1206	3.0	3.2	3.1	532	713	967	2.9	3.0	3.0
Guinea Bissau	115	184	234	4.7	2.4	3.6	99	143	193	3.7	3.0	3.3	84	103	170	2.0	5.0	3.5
Ivory Coast	1364	1851	2608	3.1	3.4	3.2	1095	1511	2080	3.2	3.2	3.2	884	1209	1671	3.1	3.2	3.2
Liberia	299	459	646	4.3	3.4	3.9	242	353	519	3.8	3.9	3.8	197	267	414	3.0	4.4	3.7
Mali	1071	1632	2274	4.2	3.3	3.8	890	1242	1810	3.3	3.8	3.5	732	951	1452	2.6	4.2	3.4
Mauritania	272	463	534	5.3	1.4	3.4	221	287	488	2.6	5.3	4.0	178	240	369	3.0	4.3	3.6
Niger	901	1269	1820	3.4	3.6	3.5	736	995	1435	3.0	3.7	3.3	592	788	1113	2.9	3.5	3.2
Nigeria	12833	18370	26267	3.6	3.6	3.6	10371	14440	20979	3.3	3.7	3.5	8366	11370	16385	3.1	3.7	3.4
Senegal	922	1235	1715	2.9	3.3	3.1	756	996	1379	2.8	3.3	3.0	618	813	1094	2.7	3.0	2.9
Sierra Leone	558	769	1063	3.2	3.2	3.2	454	617	864	3.1	3.4	3.2	378	496	688	2.7	3.3	3.0
Togo	419	554	753	2.8	3.1	2.9	317	474	606	4.0	2.5	3.2	266	357	506	2.9	3.5	3.2
Upper Volta	11047	1339	1845	2.5	3.2	2.8	842	1139	1483	3.0	2.6	2.8	684	925	1217	3.0	2.7	2.9

Source: The data used was acquired from ECA Population Division, Addis Ababa.

ANNEX II: 1979 CONFERENCE RESOLUTIONS.

Resolution 1

Having studied and considered closely the current Lesotho demographic trends in comparison with other countries of Southern Africa, the current economic growth rate of Lesotho, the current growth rates of the social services and the current and projected food requirements; this Conference resolves that Lesotho's population growth rate should be controlled to bring it into pace with its economic growth rate.

Resolution 2

Recognising the fact that family planning is not a new concept or practice of the Basotho, and further that family planning is of great help and therefore a necessity for individual families and to the nation, this Conference resolves that family planning is acceptable as one of the major ways of controlling population growth and improving the quality of life and thus:—

(a) Population and family planning education should be intergrated into all educational programmes in Lesotho.

(b) Family Planning services be integrated into all basic health services in all health institutions.

Resolution 3

Recognising that all developmental activities are aimed at the improvement of the quality of life of the people, and that they require an involvement and commitment of such people whose quality of life is being improved; this Conference also recognising the absolute lack of knowledge on population and population related matters, amongst the Basotho, it resolves that Family Life Education and population studies be integrated into all formal and non-formal education programmes for adults and adolescents in Lesotho.

Resolution 4

Having considered in depth the age structure, the high infant mortality rate and the importance of the age group 0 — 4 years, this Conference attaches a lot of importance to child bearing and child-rearing and so resolves that child bearing and child rearing are recognised as a top level national service and that they be given all the respect they deserve especially in regard to:—

(a) The provision of adequate fully paid maternity leave to working mothers (minimum of 90 days post natal).

(b) The establishment of nursery facilities near women's places of work so that during working hours they could be given the opportunity to breast-feed their babies.

Resolution 5

Recognising the effects of the present high rural — urban migration in Lesotho and its adverse effects welfare of the people both young and adult and also on the successful implementation of development programmes, this Conference resolves that a vigorous programme be launched to curb this rural — urban migration and such a programme should include:—

(a) Establishing schools in rural Lesotho, which provide education at least to Secondary School level.

(b) Re-establishing boarding facilities in all schools to provide secure accommodation to children who have to leave their families (parental care) to go to school.

(c) Establishing cottage industries at village level to keep the rural population where they are but still developing.

Resolution 6

This Conference observes with regret the rise in crime, road accidents, juvenile delinquency, vagrancy, the decline in value systems and norms break down resulting from the current excessive intake of alcoholic beverages and intoxicating drugs and resolves that the Government of Lesotho takes such measures as may control the use of these drugs e.g.

(a) Impose an age restriction on the purchase of intoxicating drinks.

(b) Reduce the periods during which bars and shebeens are open.

Resolution 7

Recognising the importance of the role women can play in the building up of the nation and in the National development programmes and also appreciating the complexity of issues, relating to women's welfare this Conference resolves that the Government of Lesotho establishes a MINISTRY/BUREAUX of Women's Affairs.

Resolution 8

This Conference, recognising the reluctance with which Lesotho Government is providing for the handicapped and the absolute indifference to the handicapped's sexuality this Conference resolves as follows:—

(a) More attention should be given to the handicapped by establishing care centres, schools and recreational facilities in every district.

(b) That Family Planning education and services be provided at these centres and wherever these people may be.

(c) That proper registration for such people be made a top priority function of the administrative machinery of this nation.

Resolution 9

(As adopted by Conference Participants of the 1974 Population Conference. N.B. The Conference agreed to adopt these recommendations as its own)

Having noted the existence of the problem of population versus known available resources, and noting further that regulation of the population growth rate simultaneously as socio-economic development efforts are stepped up will produce the best combination for realising the national aspirations within the quickest time possible, the Conference recommends as follows:—

(1) The State, in collaboration with the Church and other relevant organizations, should mount a massive campaign aimed at making the nationals of this country aware of the problem. An important component of the people on their responsibilities to both their individual families as well as collective to the State in the solution of the problem.

(2) Government, again in collaboration with religious and socio-cultural organizations, should present to the nation the positive aspects of fertility regulation such as better health for mother and child, better nutrition for the nuclear family, better educational opportunities and health care for children in small families, etc. Couples should be told what means are available to them for fertility regulation. They should at the same time be clearly told that it is their basic right to determine freely and responsible the number and spacing of their children.

(3) Through the Ministry of Health, specifically the Maternal and Child Health Service, the Government should provide the necessary education and means to enable those couples who so wish to exercise the right to space their children. Such public service is a responsibility of the state, and should be provided free of charge during the initial stages if possible.

(4) Whereas therapeutic abortion is perfectly legitimate, the Conference could not be convinced that abortion laws should be liberlised, with special reference to induced or criminal abortion. The majority view which was upheld is that unwanted pregnancies should be prevented through use of contraceptives rather than having to determine them through criminal abortion. It was noted in this connection that extra-marital sex was a fact to which a modern State or indeed the church could not pretend blindness to or conveniently "bury its head in the sand" Like the proverbial ostrich.

(5) Noting the further fact of todays life that extra-marital sex is now very prevalent even among the nation's youth inspite of our moral codes and cultural norms, it was recommended that sex education be given to the children by the family, the church, and the State (through its schools) at an appropriate stage of the child's development.

Resolution 10

This Conference recognising its wide spectrum of representation a spectrum that reflects on the national population itself; recognising the democratic policies of the Govern-

ment of Lesotho; recognising Lesotho's commitment to the U.N. Resolution on the freedom of the individual family to decide on the number of the children they want to raise and the spacing thereof; recognising customary, religious and other factors within the population; urges Government to ensure the availability of all scientifically proven methods of Family Planning in the country in collaboration with churches and other voluntary organizations in order to enable people of different persuasions to make a free choice of method.

That all institutions that deal with Family Planning must be regularly inspected by Government medical personnel to ensure proper standards and safety of the people.

Source: Kingdom of Lesotho, 1979, op. cit. : 5-7.

ANNEX III: 1982 WORKSHOP RECOMMENDATIONS.

PREAMBLE

Given that land is the single most important economic resource which Lesotho has and that prospects of it (land) being increased are very bleak while the population is growing positively at a rate which will double it in about thirty (30) years,

Concerned at the massive rural exodus and shifting of the population from highlands to the lowlands which will ultimately result in serious congestions in the urban centres and overcrowding of the part of the country which is most suitable for crop production,

Aware of the inverse relationship between the length of birth intervals and infant mortality and the beneficial effects of prolonged breastfeeding on the health of both mothers and children,

Noting the existence of numerous gaps in the present body of available statistical information,

Disturbed by the fact that a very large fraction of Basotho males have to seek paid employment outside Lesotho and that several other Basotho in the Labour Force age group are without gainful employment in the country,

Realising that the agricultural sector is of subsistence nature but contributes substantially to the gross domestic product and that it is the only sector that could be developed to provide gainful employment for the majority of the population. We, the participants of the Workshop on Population Planning for Development do make the following recommendations and proposals for the urgent attention of the Lesotho Government:

ON AGRICULTURE AND LAND UTILIZATION

To create a favourable balance between the rates at which the population and the economy are growing - in the light of known available resources, to curb rural-to-urban migration and to foster appropriate and beneficial land utilization, it is recommended that:

(1) Strategies to reduce the rate at which the population is growing from the current 2.3 per cent annual increase to a level much lower by the year 2000 be developed and immediately implemented, which calls for a clear cut population policy directive from the Government.

(2) Labour intensive agricultural projects and agro-based industries be introduced and subsidized by the government in the rural areas, and thereby create paying job opportunities for the rural majority while at the same time expanding and improving facilities and services.

(3) Proper land utilization be encouraged such that areas suitable for livestock raising are not used for crop production and vice-versa.

(4) Measures for land reclamation and prevention of soil erosion be intensified and given proper technical support.

ON HEALTH AND SOCIAL WELFARE

For the proper planning and monitoring of health programmes and the general improvement of the health of mothers and childrem it is recommended that:

(1) Necessary steps be taken to improve the collection and processing of routine health statistics from health institutions.

(2) Periodic surveys for the regular provision of other health aspects of the nation be introduced while at the same time mounting in-depth studies on causes of infant and early childhood mortality which still remain high.

(3) Efforts be made to promote breastfeeding as a means of lengthening birth intervals to ensure good health of both mothers and children. In cases where prolonged breast-feeding is not possible because of economic activities of mothers or other reasons, family planning services be encouraged and provided.

ON EDUCATION, MANPOWER AND EMPLOYMENT

To fill in the gaps in the available statistical data, to improve the quality of education, to ensure appropriate manpower deployment and to provide gainful employment within the country for the majority of the population it is recommended that:

(1) The capability of the Bureau of Statistics be increased to enable it to conduct, on a regular basis, censuses of industrial production and surveys of employment and manpower with the cooperation of the Department of Labour and the National Manpower Development Secretariat.

(2) Information on non-formal education be also compiled and processed on a regular basis.

(3) Statistical services be unified under the Bureau of Statistics for effective coordination of data collection and analysis and for the elimination of duplication of efforts. Further, a Statistics Coordinating Committee which will determine statistical needs and priorities be established under the chairmanship of the Senior Permanent Secretary with the Director of Statistics as Secretary.

(4) Salaries and conditions of employment in the teaching service be made competetive with those obtaining elsewhere in the country.

(5) Intake into tertiary and vocational training institutions be based on estimates of manpower requirements and projections.

(6) An incentive package to make agriculture more attractive and create more job opportunities be worked out and implemented immediately.

Source: Kingdom of Lesotho, 1982, op.cit.: 103-105.