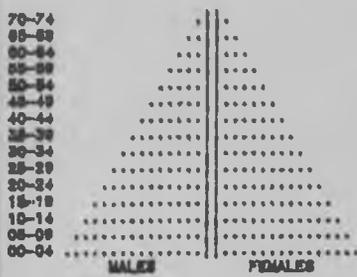


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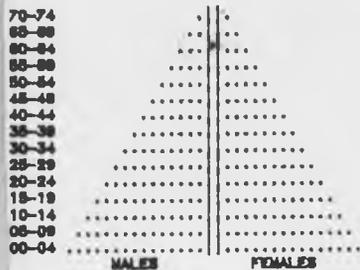
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POPULATION, MANPOWER PLANNING AND
EMPLOYMENT IN LESOTHO

by

I. Sembajwe

Working Paper No 14

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FOREWORD

Trends in the growth and structure of population provide useful tools in manpower planning. The major objective of manpower planning is to monitor the process of employment creation and to guide education and training plans and investment for improving the skills of the working age population. This paper adds to the debate on the manpower planning situation in Lesotho. The debate is, indeed, warranted by the lack of a clear manpower plan in the country.

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Introduction

"The principal objective of manpower planning is to develop a basic framework within which sufficient employment opportunities can be created to cater for the economic needs of the population and to guide investment in education and training to improve the skill levels of the population. Manpower planning can be conducted effectively only in a situation where the trends in the growth and structure of population are known or can be asserted"(CPDO, 1976:3).

This particular quotation clearly highlights the government's awareness of the need to keep stock of the supply of manpower in the country in order to plan appropriately for the utilization of such manpower. Of course when we talk about manpower in general, we do not forget to keep in mind that a "literate trained manpower is the driving force in successful development" and the end product of educational activities (ibid:26). Hence the need for education and training is well appreciated in the process of planning for manpower and the utilization of human resources.

In an integrated planning system there is an equally important need to take stock of the need for manpower with

different skills so that we can plan appropriately for its provision. Alternatively, going beyond planning for merely meeting the current demand for different areas of employment, there is usually a need to create future demand for the increasing number of human resources so that future unemployment can be avoided.

The purpose of this paper, therefore, is to discuss the demographic characteristics of Lesotho; to provide a statistical breakdown of the population; to show the potential demand for education, training and employment; to review the prevailing situation in respect of employment and unemployment in the formal, informal and subsistence agricultural sectors, indicating trends since 1985 and making projections to the year 2000; and to make recommendations on measures that may be instituted to improve the planning, development and utilization of human resources systems in Lesotho.

In this exercise, it is appropriate to cite a few attempts made in the past to address the population, manpower and employment issues in the country. In 1984, a workshop organized by the Government of the Kingdom of Lesotho and the Economic Commission for Africa noted that there was a manpower problem in Lesotho which manifested itself in serious shortfalls in the supply of middle and high level

manpower. It was also noted that this problem was mainly due to lack of a manpower plan to guide education and training systems when they are setting manpower development priorities (Kingdom of Lesotho and ECA, 1984:53). This major factor is complemented by or results into the following undesirable manpower planning attributes:

1. The inability of education and training systems to provide the amounts of skills required to meet the demand for manpower within the country;
2. The poor manpower practices which result in failure to match jobs and skills effectively, particularly in the public service;
3. The excessive reliance on expatriates; and
4. The need for foreign assistance projects to incorporate international experts provisions in their budgets.

It is my contention that the lack of a manpower plan results into or accentuates the problem attributes listed above. For example, without a manpower plan, education and training institutions have to intuitively plan their annual intakes hoping that the output eventually achieved will be in line

with national manpower needs. CPDO (1976) had noted earlier that one of the most immediate tasks facing the new NMDS was the finalization, review and publication of a plan for manpower and training development over the following five years. It appears, however, that this task was never achieved. This situation prevails up to now.

It is within this framework that we proceed with the discussion of population, education and training, manpower planning and employment in Lesotho.

2. Policies on Population and Development

Although the Government of Lesotho has no explicit population policy, it has a number of sectoral policies which have indirect influence on population. Some of these policies are outlined below.

In the area of health, the government encourages family planning through its Maternal and Child Health (MCH) services to enable families to space and have the number of children they wish to have. In addition, the government is making every effort (through the Ministry of Health) to reduce high morbidity and mortality through primary Health care, environmental sanitation, safe drinking water, and immunization against communicable diseases.

The government's agricultural policy is

1. To control or rotate grazing on the range and encourage stocking through carling; by extensive range-based technologies in the mountains and foothills (control stock numbers and set up grazing associations); introduce intensive production technologies like stall-fed beef and dairy cattle and labour intensive poultry and piggery operations to ease the pressure on the

land and reduce transhumance; and provide support for commercial marketing and processing:

2. To train and educate households in proper, preparation, preservation and storage of food; and
3. To develop comprehensive watershed management programmes to integrate water and soil conservation activities, including soil rehabilitation with the use of improved production techniques to expand output of both crops and livestock.

Since agriculture is largely carried out by women, the government intends to assess the legal status of women with a view to identifying and amending the laws that discriminate against them, and to provide them with training to improve their skills. In addition, as urban centre growth reflects high rural-urban migration, the government recognizes the need for the provision of basic social amenities and employment in rural areas so as to guarantee decent living to the rural population.

In the area of education, the government has made it a priority to make education more relevant to the development

needs of the country. With special reference to the curriculum, the government aims at imparting literacy and numeracy, providing productive skills, teaching practical skills and serving spiritual needs. This basic education package serves two purposes:

- (1) It opens the door to further education or academic training for those who need it or get the chances to do so; and
- (2) It enables those who will not undertake further formal education to fit into the local world of work, especially in view of the fact that at primary level only 14% of the children who enter primary school reach secondary school.

In the area of manpower and employment, the government realizes the "relatively small stock of skilled manpower in the midst of abundance of unskilled labour" to the extent that many vacancies in the civil service remain unfilled and the number of expatriates holding high and middle-level positions in the economy is very large (Kingdom of Lesotho, 1987). The expatriates are found largely in managerial, professional and technical skills. However, there is no manpower plan to guide educational and training institutions to plan and lay strategies for providing the scarce manpower. Consequently, the government undertook to

carry out the following activities over the Fourth Five Year Development Plan period:

- (i) To collect baseline data for manpower planning regularly and frequently;
- (ii) To seek technical assistance in putting the manpower planning machinery in place;
- (iii) To train local manpower in planning techniques in order to strengthen manpower planning capability;
- (iv) To take stock of available skills regularly;
- (v) To make an effort to increase skills through training;
- (vi) To adopt training to suit local conditions;
- (vii) To explore the possibility of establishing an engineering faculty at NUL; and
- (viii) To strengthen the National Employment Service.

The fourth five year plan is almost coming to an end and none of these activities has come fruition. Therefore, the

task before the Government is still formidable.

Overall, improvement in agricultural activities is expected to absorb most of the labour force. Rural-urban migration and internal labour migration will be stayed off by improvement in the productivity of the rural sector and by providing attractive incomes in rural areas which may make the rural population desire to stay in their localities.

In the formal sector, it was realised at the beginning of the Fourth Plan that the government would need to create at least 20,000 jobs every five years up to the year 2000. The Lesotho Highland Water Project was expected to provide between 5000 to 10,000 jobs over the same period, about half of them resulting from direct employment opportunities and the remainder from indirect job creation arising from domestic supply and service industries. The establishment of resource based industries, expansion of rural development programmes, encouragement of domestic and foreign private initiative and involvement in industry (for example by extending the tax holiday and other measures intended to make Lesotho an attractive investment location, such as low interest and wage rates) and strengthening regional and international cooperation were noted as likely to provide sources of other jobs. However, measures such as the one on keeping wages low may militate against the Government's

3.0 The Demographic Characteristics Of Lesotho

The population of Lesotho grew from 1.23 million in 1976 to 1.58 million people in 1986 at a rate of growth of 2.6 per cent per annum. This rapid rate of population growth has serious implication for socioeconomic provisions such as education, health, and employment, and the overall economic development process.

Currently, however, the 1986 population census is not yet processed to yield detailed tables showing population distributed by age and sex. This would give us an idea of how the age structure looks like.

Lesotho's high population growth rate is the result of a high birth rate of about 40 per 1000 and a declining crude death rate of about 14 per 1000. The total fertility rate is about 5-6 children and the infant mortality rate is around 90 to 100 per 1000.

The country's average household size is about 5 people per household and the sex ratio of the de jure population is 93 males per 100 females. Lesotho's age structure is typical of that belonging to a developing country experiencing high birth rates and declining mortality. It has a high proportion of children under the age of 15 years and a high

dependency ratio (Table 1).

A total of 38319 males and 71985 females (about 2 females for every one male) were internal migrants according to the 1976 population census. Collaborative results were yielded by the 1978/79 Labour Force and Migration Survey and the 1985/86 Labour Force Survey. Nationally, the percentage of migrants may not appear to be disturbingly large to planners and policy-makers, but when it is noted that about one-third of the migrants move to Maseru urban area, the need to pay special attention to this type of migration is greatly increased.

TABLE 1. PERCENTAGE OF POPULATION BY MAJOR AGE GROUPS, DEPENDENCY RATIO AND MEDIAN AGE FOR SELECTED COUNTRIES IN 1985.

COUNTRY	TOT. POP (THOUSANDS)	<u>%AGE OF POP</u>			DEPENDENCY RATIO	AVG AGE
		UNDER 15	15-64	65+		
<u>Developing</u>						
Botswana	1107	49.1	48.9	2.0	104.5	15.2
Lesotho	1520	42.3	54.1	3.6	84.9	18.8
Mozambique	13961	43.2	53.6	3.3	86.6	18.4
Namibia	1550	44.3	52.5	3.2	90.6	17.8
South Africa	32392	41.0	54.9	4.0	82.0	19.3
Swaziland	650	46.0	51.0	3.0	95.9	17.3
Zambia	6666	47.3	50.0	2.7	100.0	16.3
Zimbabwe	8777	47.6	49.6	2.7	101.6	16.1
<u>Developed</u>						
Canada	25426	21.5	68.1	10.4	46.9	31.4
France	54261	21.3	66.3	12.4	50.8	33.6
Germany F R	60877	15.4	70.2	14.5	42.5	37.7
Sweden	8351	18.2	64.8	16.9	54.3	36.2
U.K.	56125	19.5	65.4	15.1	52.9	36.6
U.S.A.	238020	21.9	66.4	11.7	50.5	31.3

Source :United nations, 1986. World Population Prospects :
 Estimates and
 Projections as assessed in
 1984. New York, pp 182-330.

generally more accessed by those with some education than those without or with little education. Therefore, migrant workers with no or less education find it easier to migrate to South Africa where they are easily employed (mainly in the mining industry). Only 23% of the migrant workers inside Lesotho had no education compared to 28% of migrant workers outside Lesotho.

Table 2: Migrant Workers by Location, Usual Net Cash Income and Amount of Remittances to Household Last Two Months

Income/Remittances	Migrant Workers Location		Total
	Inside Lesotho	Outside Lesotho	
<hr/>			
Usual Net Cash			
<u>Income per Month</u>			
<M250	86.7	30.6	46.0
M250-499	10.7	55.6	43.0
M500+	3.6	13.8	11.0
Total	100.0	100.0	100.0
	(27819)	(71810)	(996290)
Remittances			
<u>Last Two Months</u>			
<M250	85.7	59.3	64.5
M250-499	9.5	28.7	25.6
M5000+	4.8	12.0	8.9
Total	100.0	100.0	100.0
	(20542)	(100068)	(120610)

Source: 1985/86 Labour Force Survey

Although no information is available on well qualified people leaving Lesotho to work in South Africa or the "Bantustans", it can indirectly be determined from labour force surveys that while 1517 (1.2%) of migrant workers in one of the rounds of the 1978/79 Labour Force and Migration Survey had completed Cambridge Overseas School Certificate (COSC) or had National Teacher Training Collage (NTTC) Training, or Technical training or National University of Lesotho training, by 1985/86, 3412 (2.4%) of migrants outside Lesotho were in this category of high education. Therefore, there is an increasing prevalence of the brain-drain. This is largely a result of a better developed neighbour or "neighbours" with higher wages, salaries and a better general social and economic environment.

The implication of all this is that the Government of Lesotho has to try its best to improve working conditions and create adequate employment opportunities within the country in order to attract its labour force home.

4.0 Potential Demand for Education Training and Employment

As already stated, it is not possible to make projections of the population and its future structure on the basis of information from the 1986 Population Census. We do not have information on the age and sex structure and we do not know yet the magnitude of the components of population change. Hence it was decided to use the projections based on the 1976 Population Census to provide a statistical break-down of the population by age and sex. This information will help us to determine the demand for education, training and employment over the projection period.

The projections based on the 1976 population census have, however, been adjusted by a factor based on the ratio of the 1986 census to projections of the same period based on the 1976 census (medium variant). Since our estimates are rather crude, we have not found it necessary to provide two or three variants (ie. low variant, medium variant and high variant). For the discussion in this paper the projections used are adequate and are taken to represent the medium variant or the most likely medium term trend in population and related factors.

This exercise has resulted into the following tables:-

Table 3: Population Projections Based on the 1976
Census and Adjusted by a Factor Based
on the 1986 Population Census By sex and age Group(1)

Age Group	Population in '000							
	1986		1991		1996		2001	
	M	F	M	F	M	F	M	F
0-4	123	124	135	136	153	155	170	172
5-9	107	109	119	120	131	133	148	151
10-14	88	92	105	107	116	118	129	131
15-19	74	77	87	90	103	106	114	117
20-24	64	67	72	76	85	89	101	104
25-29	55	59	62	66	70	75	83	88
30-34	48	52	54	58	60	65	69	73
35-39	42	45	46	51	52	57	59	63
40-44	36	40	40	44	45	49	50	55
45-49	31	35	34	38	38	43	43	48
50-54	26	36	29	33	32	37	36	41
55-59	21	26	24	28	27	32	30	35
60-64	17	21	19	23	21	26	24	30
65-69	13	16	14	17	16	21	18	23
70-74	9	12	10	13	11	15	13	17
75-79	5	8	6	9	7	10	8	11
80+	3	5	3	5	4	7	5	8

(1) A factor of 1.0339 was used for females, and that of 1.0188 was used for males.

Table 4: Working Age Population and Labour Force Estimates for Lesotho ('000), 1985- 2000.

Year	1 Eckert and Wykstra, 1979		2 Burke, 1981		New Estimates	
	Pop 15-64	LF	Pop 15-64	LF	Pop 16-54	LF(a) LF(b)
1985	858.0	688.7	829.4	671.8	865.3	700.9 726.8
1990	963.2	781.4	923.6	748.1	976.0	790.6 819.9
1995	1082.0	881.5	1041.2	843.4	1111.4	900.2 933.6
2000	1238.9	1005.4	1177.8	954.0	1265.0	1024.7 1062.6

(a) Using the labour force participation rate of 81% recorded in 1978/79.

(b) Using the labour force participation rate of 84% recorded in 1985/86 on the basis of current economic activity during the 1985/86 Labour Force survey.

- Eckert, J. and Ron. Wykstra, 1979. "Lesotho's Employment Challenge: Alternative Scenarios, 1980-2000 AD." USAID
- Burke, B.M. 1981. "The outlook for Labour Force Growth and Employment in Lesotho, 1980-2000." World Bank /UNDP

Table 5: School Age Population and Potential Enrolment,
1985-2000.

Years	School Age Population(000)			Potential Enrolment ('000)*		
	6-12	13-17	18-22	6-12	13-17	18-22
1985	272.5	157.4	135.9	283.4	33.1	1.9
1990	310.4	185.0	154.6	322.8	38.8	2.2
1995	353.4	210.6	176.1	367.6	44.2	2.5
2000	402.5	240.0	200.6	418.6	50.4	2.8

* Enrolment ratio of 104% for primary, 21% for secondary and 1.4% for tertiary education are assumed.

Generally the Tables (3,4,5) indicate that the dependency ratio within the country will be around .80 and the population in the working ages will change by about 50% over the period 1985 to the year 2000. The labour force (assuming the same participation rates as those that have applied in the past) will also increase by about 50%, while the school going population will also change by about the same magnitude. The implication of these changes is such that the Government will not only be struggling to provide employment for the currently 40,000 to 140,000 unemployment population as well as the underemployed, but also for a large group of entrants into the labour market. Similarly, there will be a high burden of providing educational and training facilities and services.

5. The demand for education, training and employment:
Prevailing Situation and Future Prospects.

Assessing the demand for education, training and employment requires knowledge about future output or production capacity, sectoral distribution of production and related labour /output ratios, and assessment of occupational requirements by skill level and education. Such information enables planners and policy makers to make appropriate policies and set realistic targets in order to improve population welfare.

Until we have a proper manpower plan providing detailed breakdown of occupational category, breakdown of available manpower, unavailable manpower, and future expected increase in demand for occupational specific manpower, it is difficult for educational and training systems to assess the demand for manpower and plan accordingly for training such manpower. Therefore, whatever is presented here is a guess estimate that could be derived under the prevailing circumstances.

Table 6 provides some national indicators in education from 1983 to 1987. Expenditure on public education increased from M26 to M43 million from 1983 to 1985. This would suggest great government commitment to the development of public education. But within the same period, however,

capital education expenditure and current expenditure on education as a percentage of GDP stagnated. Enrolment in primary schools changed from 290'000 in 1983 to 322,000 in 1987 (a change of 14%); in secondary schools the change was from 31,000 to 41,000 (a change of 32%); in teacher training the number changed from 1070 in 1983 to 964 in 1987; and the number of Basotho in University education changed from 1338 in 1983 to 1571 in 1986, although the National University of Lesotho had 1133 students in 1983/84 and 1119 students in 1985/86 (Kingdom of Lesotho, 1987:84-85) and 1081 in 1987/88 (National University of Lesotho, 1989: Appendix A). Projected enrolments at NUL for 1990/1991 are 1287. Out of these enrolments (at tertiary level), about 20% are foreign students. This suggests that the number of nationals trained at home is much smaller than indicated (about 1020 in 1990/91).

Table 6: Selected Indicators on Education

	Unit	1983	1984	1985	1986	1987
Primary Schools						
Pupils in	Thou	290	297	314	319	332
Pupils per Teacher	No.	51	53	56	55	56
Gross Enrolment Ratio	%	116	119	117	117	118
Graduates	Thou	16	17	17	21	21
Secondary Schools						
Pupils	Thou	31	34	35	37	41
Pupils per Teacher	No	20	21	21	21	22
Gross Enrolment Ratio	%	21	23	23	24	25
Lower Sec. Graduates	No	3497	4006	4001	4342	4302
Upper Sec. Graduates	No	418	676	783	731	625
Pupils in Technical/ Vocational						
Technical/Vocational	No	1191	1168	1263	1435	1603
Graduates						
Students in Teacher	No	362	342	344	351	280
Training	No	1070	958	924	1109	964
Teacher Training	No	358	348	214	207	266
Graduates						
Lesotho Students in						
University Education	No	1338	1386	1390	1571	--
University Enrolment						
Ratio	%	0.78	0.80	0.80	0.83	--

Table 6 (continued)

Current Public Education

Expenditure	M.Mil	26	29	43	-	-
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Capital Education

Expenditure	M.Mil	2	6	3	-	-
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Current Expenditure as %

of GDP	%	8.9	8.7			
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Source: Kingdom of Lesotho, 1988

Lesotho in Figures

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Within the same period, other indicators of education and training showed a decline in the quality of services provided. At primary level Pupil/Teacher ratios changed from 51 in 1983 to 56 in 1987. At secondary level the situation was not as bad but still indicated a decline. The Pupil/Teacher ratios changed from 20 to 22.

Referring to Table 5 shown earlier, if future enrolment will depend on current enrolment ratios, it can be shown that at a Pupil /Teacher ratio of 51:1, the demand for teachers will change from 5500 in 1985 to 8200 in the year 2000 (a percentage change of 48). Taking a Pupil/Teacher ratio of 21:1 for secondary schools, the demand for Teachers will change from 1500 in 1985 to 2400 in the year 2000. Given the fact that both NTTC and NUL produce about 300 hundred teachers per year (loss rates through the brain-drain, death etc, notwithstanding) it is not possible for the institutions to expand within this period to produce enough local teachers to replace the current expatriate stock and cope with about 400 teachers that will be required to maintain just the same enrolment rates within the same period.

The shortage of local skilled manpower in the country, is further reflected by information from the 1980 Manpower Survey which shows that out of 2071 middle and high level

manpower employed in the private sector and parastatals, 38% (or 788 persons) were expatriates. Breaking this figure into high level and middle level manpower, shows that the need for expatriates is higher in the high level category where the proportion of expatriates was 83% (out of 410) as apposed to 27% (out of 1661) in the middle level category. In addition to this high dependency on expatriate manpower, the 1980 information indicated that 24% of the total number of establishment posts were left vacant due to lack of qualified local manpower. It is noted that this lack of locally qualified manpower is confounded by the brain-drain (due to nationals being attracted by the higher salaries etc. to work in South Africa and other countries), and misallocation/misutilization of skills (when, for example a biologist is recruited as a public relations officer). Indeed, the need for a manpower policy and appropriate corrective measures cannot be overemphasized.

High-level, middle level vacancies and third level educational output were projected as follows for 1990- 2000 period:-

Vacancies	Year		
	1990	1995	2000
Total vacancies	3216	3705	4382
Expatriate posts	1222	1408	1665
Third Level educational output	750	1070	1370
Shortage	1244	1227	1347

The figures indicate that according to the projected vacancy level, expatriate provision and third level educational output, the output of qualified people at the third education level will not cope with manpower requirements. This will result into serious manpower shortages.

In terms of general employment, however, it is often stated that Lesotho has a relatively small stock of skilled

manpower in the mildest of abundance of unskilled labour. Table 7 indicates that after potential employment in South Africa and the local modern sector has been examined, it is clearly shown that the agricultural sector will be expected to absorb most of the extra labour force. But given the fact that Lesotho has poor land resources, harsh climatic conditions, and is experiencing fragmentation of land holdings due to population pressure, it is unlikely that agriculture will absorb all this potential labour force. As Burke (1981) suggested, "The only alternative to massive and growing unemployment in Lesotho.....is to mount large scale labour-intensive public work programmes" (p.xii). Labour intensive public works programmes, increased woodlot production, and terracing of mountains are identified as three priority areas for the promotion of employment in rural areas.

Table 7 Employment by Work Force Status

Work Force Status	1985	1990	1995	2000
	(in '000)			
1. Working Age Population (15-64)	865.3	976.0	1111.4	1265.0
2. Estimated Not in Labour Force (a)	138.5	156.1	177.8	202.4
3. Total Labour Force	726.8	819.9	933.6	1062.6
4. Employed in RSA	150.5	136.0	124.8	113.0
5. Total Domestic Labour Force	576.3	683.9	808.8	949.6
6. Employed in Wage Sector	51.7	63.3	75.6	87.9
7. Residual for Informal Sector and Agriculture	524.6	620.6	733.2	861.7
8. Estimated Informal Employment (b)	35.6	41.2	46.8	52.3
9. Residual for Agriculture, Unpaid Family Workers and Public Works/Food for Work Programmes	489.0	579.4	686.4	809.4

Table 7 (continued)

	Percentage			
	<hr/>			
Ratio, (7): (3)	72.2	75.5	78.5	81.1
Ratio, (9): (3)	67.3	70.7	73.5	76.2

(a) Estimated using past labour force participation rates.

(b) Estimated using the proportion for 1985 as derived by
Burke for the entire period

Source: Own estimates utilizing some assumptions used by Burke,
1981.

6. Conclusion and Recommendations

This paper set out to discuss the demographic characteristics of Lesotho; provide a statistical breakdown of the population to show the potential demand for education, training and employment; review the prevailing situation in respect of employment, and unemployment in the formal, informal and subsistence agriculture sectors; and make recommendations on measures that may be instituted to improve the planning, development and utilization of human resources systems in the country. It has been pointed out that Lesotho's population is growing very rapidly at about 2.6 per cent per annum and that its age structure reflects a youthful population with a high dependency burden. If these characteristics apply for the next 10 to 15 years, the country's population will then necessitate a very high demand for education, employment and general socio-economic services. In the area of education, there will be a high demand for teachers, facilities and teaching materials. In the case of employment, there will be a high demand for employment creation. Yet in this environment of labour abundance, the country will continue to face shortage of skilled and professional manpower due to limited resources for training such manpower and to the brain-drain to neighbouring countries especially South Africa.

Generally, it has been repeated now and then that there is a need for a manpower plan in the country. This plan, among other things, would reflect detailed information on occupational groupings and specific needs for manpower training by different levels/professions. Such information would guide and lead to improvement in allocation of scholarships and in university and other tertiary institution admissions.

Retaining qualified nationals at home would require special government policies aimed at attracting them to stay at home. This may include policies on recruitment procedures, salary levels, fringe benefits and so on.

It is therefore recommended that (among other possible solutions):

1. Lesotho should seriously plan to set up a national manpower plan;
2. Population growth should be monitored and influenced in desired directions;
3. Special incentives should be provided to minimize the brain-drain and to ensure the participation of all qualified manpower in national economic development;
4. School curricula should be formulated and examinations which test both the recall of academic knowledge and

- mastering of practical skills should be set;
5. Intensive agriculture to combat shortage of suitable land should be practically encouraged;
 6. Labour intensive state industries should be given investment priority;
 7. Investment in all areas, especially rural areas as opposed to the current situation which favours Maseru Urban area should be promoted.
 8. Labour skills should be upgraded by technical training.
 9. The role of women in Lesotho's development should be taken more seriously in the country's development policies than has been the case hitherto; and women should be given equal access to development opportunities such as credit and ownership of land.
 10. Comprehensive national (particularly rural) development policies aimed at stemming rural-urban migration as well as international migration should be strengthened.

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