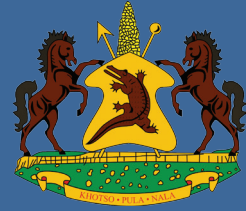


Lesotho National Human Development Report



Empowered lives.
Resilient nations.

2015

*Leveraging the Power of Youth to
Promote Human Development*



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Development Programme, UNDP Lesotho**

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The analysis and policy recommendations of this report do not necessarily reflect the views of the United Nations Development Programme, or those of the Government of Lesotho. The report is an independent publication commissioned by the UNDP. It is the fruit of a collaborative effort authored by an independent team of experts, consultants and advisors, under guidance, co-ordination and financial support by UNDP Lesotho Country Office.

The cover page designs were drawn by Sekhalo Shale, a Design Student at Limkokwing University of Technology, Lesotho campus, for an NHDR cover page design competition. It is a reflection of the spirit of the youth, in silhouette and wearing Basotho hats.

Lesotho National Human Development Report

2015

*Leveraging the Power of Youth to
Promote Human Development*

Foreword

Human Development Reports have been commissioned and published by the United Nations Development Programme (UNDP) since 1990 as intellectually independent, empirically grounded analyses of development issues, trends, progress and policies. The ultimate goal of the reports is to help advance human development. This means placing as much emphasis on human development in areas of health, education and the expansion of human freedoms and choices, as on economic growth. The first global Human Development Report of 1990 asserted that, ‘The real wealth of a nation is its people’.

The UNDP Lesotho produced its first National Human Development Report in 1998 which focused on Human Security; the main findings of the report concluded that many areas of Human Security remained problematic at the time. A second report, issued in 2006, focused on the Nexus of HIV, poverty and food insecurity. It also highlighted Lesotho’s progress towards reaching MDGs at the time and assessed the country’s human development status. The 2015 Human Development Report – Leveraging the Power of Youth for Human Development – focuses on youth issues in relation to health, education, employment, politics, environment, gender, and cultural dynamics. Lesotho has made slight human development progress in the last 10 years (2004-2014), though is still in the category of low human development countries.

Lesotho’s population structure shows a youth bulge that is broad and diverse. As a result, the challenges and opportunities of this broad spectrum of the youthful population are quite diverse because they are at different transition phases. Younger people worldwide are not as prominent as they could be, hence this report encourages Lesotho’s youth to be more engaged in activities that could help to advance their human development. The report starts by acknowledging the unique passage into youth in Lesotho, premised on rich



Karla Robin Hershey

UN Resident Coordinator and UNDP Resident Representative

culture and educational opportunities. This, however, is not translated into independent adulthood, hence the minimal progress in HDI ranking.

Despite impressive achievements in education and literacy rates, Lesotho is still ranked among the lowest human development countries, with a Youth Development Index of 0.52. The challenges of poverty, dependency and skewed access to information, economic resources, diverse rural-urban divide, are also apparent among the youth of Lesotho. The report makes a strong case for inclusive access to social services and economic resources, promotion of innovations for development and also participatory development process to achieve satisfactory human development levels amongst the youth. The report also identifies lack of coordination of services that contribute to human development as the main constraint, thus compromising gains made in other sectors.

This report has been written to encourage debate and policy discussions on what further steps are needed to ensure that the goal of inclusive growth and enhanced human development is achieved. It is intended for policy makers, development organisations, the private sector, media practitioners, civil society, students and academia. It is hoped that it will stimulate debate and engage Basotho throughout the country, as well as international partners, to create opportunities that strengthen and advance human development so that Lesotho can successfully achieve its development goals. Incidentally, this report is also published in the inaugural year of the Sustainable Development Agenda 2030. This also presents a unique opportunity to Basotho, as a litmus to development and baseline into this era. We hope therefore to also monitor the national progress in providing youth-centered support for holistic human development in the next 15 years.

This National Human Development Report constitutes a major vehicle for policy development and implementation in Lesotho, and the UNDP in partnership with the government stands fully committed to support this inclusive process. We hope that Lesotho’s youth will take ownership of the report, and realise their full potential as catalytic agents of change.



Mokoto Hloale

Minister of Development Planning

Acknowledgments

The Lesotho Human Development Report 2014/15 is a result of a joint project by the UNDP Lesotho Country Office and Government of Lesotho (Ministry of Gender and Youth, Sports and Recreation), on Empowerment for Youth Development (2012-2014). The project supported a survey to assess the Status of the Youth (2012) in Lesotho, which formed a foundation for a more robust research on youth and development, in context of human development.

The Human Development Report is recognized as ‘an independent intellectual exercise’ that has become ‘an important tool for raising awareness about human development around the world’. However, particularly for this report, the findings, analysis and policy recommendations were reviewed and endorsed by the stakeholders, and the Ministry of Gender and Youth, Sports and Recreation and the Ministry of Development Planning. This report is a result of the generous contribution and support of many individuals and organisations, including stakeholders and advocacy and development practitioners for youth and national development.

The development of the Lesotho Human Development Report was led by Ms Alka Bhatia, UNDP Economics Advisor (now based in Malawi), and coordinated by Mr Setsabi Setsabi (now a lecturer with the National University of Lesotho), and Mr Johane Mahao, on behalf of the Ministry of Gender and Youth, Sports and Recreation. At conceptualisation, the report also benefited from a collaborative support from Ms Fatou Leigh, Economic Advisor, UNDP Swaziland, who facilitated the training and capacity building programme for the drafting team and national technical committees.

The report has undergone several levels of review and validation to ensure that it captures the true nature of the Basotho youth in the context of human development. The report production involved several layers of stakeholder consultations, including youth, civil society, government, and research and focus group sessions to draw relevant lessons and nuances.

A special acknowledgement is made to the team that developed the technical and background documents for the report whose input and arguments were key in

shaping the report focus:

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- Ms Makhala Khoeli - Statistics
- Mr L. T. Thite - ICT for Development

The statistical and data analysis as well as calculations of national indexes in the report were made by Ms Makhala Khoeli. These calculations were based on the data and statistics resources provided by the National Bureau of Statistics and other relevant agencies. Further discussions and input was made through specific consultations and contributions by Ms T’soamathe Maseribane (LMDA) and Mr Chibwe Lwamba (UNAIDS).

The first draft of the report was edited by Ms Heather Miller who designed the chapters and content flow of the report. Ms Miller was able to transform the original background documents to specifically posit youth challenges to development in the context of Lesotho. The overall analysis, development of conclusions and policy recommendations was led by Ms Nthoateng Lebona.

In fostering ownership amongst the youth, several dialogues and consultations were undertaken with representatives from different youth groups. UNDP is particularly grateful for the support of the UNESCO Lesotho Youth Desk, and Volunteer Coordinator, Mareike, who ensured presence of youth and facilitated feedback in the review process across all thematic areas of the Report. Further, the UN Gender, Youth and Human Rights group, Ms Puleng Letsie (UNAIDS), provided a more practical exchange on data and facts relating to the HIV and AIDS pandemic and youth in Lesotho.

A special word of appreciation is also extended to the Ministry of Gender and Youth, Sports and Recreation, for their partnership and stewardship in the project. As the key stakeholder in the youth development agenda, the Ministry has provided both technical resources and information relevant to this report development.

Acknowledgments

The Ministry also led the NHDR Advisory Committee which provided oversight to the report development. Thanks are also due to the Ministry of Development Planning for providing feedback and anchor to the policy recommendations in this report.

Finally, a big thank you to the UNDP HDR Office, Mr Jonathan Hall, who provided valuable support and feedback on the report. A special appreciation is extended also to the Strategy and Policy Unit team members, Ms Asha Kannan, Mr Thuloane Tsehlo, Ms Mabulara Tsuene and Ms Armelina Sifnaou for their technical support and input in the project development process, and the administrative support of Ms Manthatsi Matamane. We are also grateful to the UNDP colleagues who provided additional information and expertise in the chapter development of the report.

The report has benefitted from professional editing, design and production by Lushomo Communications, led by Mr Thomas Scalway, who made this report attractive and readable using infographics. The graphics used on the cover page and chapter openers were adapted from designs created by Sekhalo Shale, a student from Limkokwing University of Technology, Lesotho Campus; we appreciate the partnership and opportunity to tap on the creative minds of Basotho Youth.

Most of all, we are grateful to the UN Coordinator and UNDP Resident Representative, Ms Karla Hershey, for her leadership, patient guidance and support in the development of this report.



Christy A. Ahenkora
Deputy Resident Representative

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List of Acronyms & Abbreviations

ADR: Adolescent birth rate	GHG: Greenhouse gas
AHDI: Adjusted Human Development Index	GII: Gender Inequality Index
ART: Antiretrovirals	GOL: Government of Lesotho
BEDCO: Basotho Entrepreneurship Development Corporation	GPI: Gender Parity Index
BOS: Bureau of Statistics	HBS: Household Budget Survey
CAB: Current Account Balance	HDI: Human Development Index
CBL: Central Bank of Lesotho	HIV: Human Immunodeficiency Virus
COSC: Cambridge Overseas School Certificate	ICT: Information and communication technologies
CSO: Civil Society Organisations	IHDI: Inequality Adjusted Human Development Index
CWC: Commonwealth Countries	ILO: International Labour Organisation
DBI: Doing Business Indicators	IPV: Intimate partner violence
DC: Democratic Congress	JC: Junior Certificate
DHS: Demographic Health Survey	KYS: Know Your Status
DYC: District Youth Councils	LCD: Lesotho Congress for Democracy
EYS: Expected Years of Schooling	LDC: Least Developed Countries
FAO: Food and Agriculture Organisation	LFS: Labour Force Survey
FBO: Faith Based Organisations	LGBT: Lesbian, Gay, Bisexual, or Transgender
FDI: Foreign Direct Investment	LDCE: Least Developed Countries Fund
FPE: Free Primary Education	LHWP: Lesotho Highlands Water Project
FR: Foreign Reserve	LHDC: Low Human Development Category of countries
FY: Fiscal Year	LHDR: Lesotho Human Development Report
G77: Group of 77 developing countries	LNDC: Lesotho National Development Corporation
GBV: Gender-based Violence	LYES: Lesotho Youth Employment Survey
GDI: Gender Development Index	MDGs: Millennium Development Goals
GDP: Gross Domestic Product	MOET: Ministry of Education and Training
GEF: Global Environment Facility	MP: Member of Parliament
GER: Gross Enrolment Rate	

MPI: Multiple Poverty Index

MYS: Mean Years of Schooling

NAPA: National Adaptation Plan of Action

NER: Net Enrolment Ratio

NHDR: National Human Development Report

NHTC: National Health Training

NGO: Non-Governmental Organisation

NSDP: National Strategic Development Plan, 2012-17

OPHI: Oxford Poverty and Human Development

NYC: National Youth Council

PSI: Population Services International

PSIR: Pressure, State and Impact Response framework

RSA: Republic of South Africa

SACU: Southern African Customs Union

SADC: Southern African Development Community

SDGs: Sustainable Development Goals

SMMEs: Small, Medium, and Micro Enterprises

SSA: Sub-Saharan Countries

STIs: Sexually Transmitted Infections

TB: Tuberculosis

TEBA: The Employment Bureau of Africa

TVD: Technical and Vocational Training

TVET: Technical and Vocational Education and Training

UIS: UNESCO Institute of Statistics

UN: United Nations

UNAIDS: United Nations Programme on HIV/AIDS

UNCTAD: United Nations Conference on Trade and Development

UNDP: United Nations Development Programme

UNEP: United Nations Environmental Programme

UNESCO: United Nations Education and Science Organisation

VAW: Violence against women

WHO: World Health Organisation

WTO: World Trade Organisation

YDI: Youth Development Index

The Preface

The report is about human development in Lesotho, particularly from the perspective of youth. It is directed to policy-makers, youth, development practitioners, journalists, captains in the private sector, civil society, development partners and all the citizens concerned about Lesotho's human progress. The purpose is to solicit not only attention, but also action.

It sets out to explore the human development approach and key concepts. The following chapter presents the national context. It gives highlights of the population dynamics, the state of the economy and outlook in brief, economic competitiveness compared to the rest of the world and the related fiscal and economic policy implications. A snapshot of national human development progress, based on the four main metrics for determining the level of human capabilities and deprivations, is also presented.

Chapters 3 through 9 sketch the level of youth human development in 6 domains: health, education, employment, political participation and civic engagement, culture and gender dynamics, and environment and climate change. The chapters end with the summary of key issues, conclusions and recommendations.

The last chapter identifies the key elements that could make the report receive wide ownership, and trigger implementation of policy recommendations in order to leverage the power of youth to promote human development in Lesotho.

The Process

The Process of Producing Lesotho's National Human Development Report 2015

Lesotho: Leveraging the Power of Youth to Promote Human Development is the product of an intensive national consultative process. This focused principally on eliciting the views, aspirations and challenges of the country's youth. The voices of Lesotho's young people were heard through focus group discussions on a wide range of issues including employment, civic engagement, post-2015 processes, health and education.

Producing the NHDR has been a collaborative process. A team of national consultants provided the draft chapters. A cross-sectoral advisory team representing governmental and the non-governmental sectors provided the technical guidance and quality assurance on the report. A Steering Committee oversaw the production of the NHDR with responsibility for the launch, dissemination, advocacy and follow-up of the report's key messages.

While the process was managed and coordinated by United Nations Development Programme (UNDP), the NHDR is grounded in national imperatives and wholly owned by the country, reflecting a wide range of Basotho perspectives. Stakeholders from key government ministries, the private sector, academia and civil society reached a consensus on the various areas to be covered in the NHDR and validated the concept

paper. An orientation session was then held for the consultants and the advisory committee on the principal constructs of human development and their measurements. Separate briefing sessions were held for the national consultants recruited to author individual chapters. After the preparation of the draft NHDR, comments and inputs were solicited from various stakeholders, including the Government of Lesotho, United Nations (UN) agencies and various Non-Governmental Organisations (NGOs), followed by a validation workshop that was held on 12 November 2015. The essence and specific inputs of the validation sessions were then incorporated to produce the final draft NHDR, which was then considered by the NHDR Steering Committee and other stakeholders.

Due to the fact that inclusion of youth voices is such a central component of Lesotho's NHDR, this report contains an addendum on youth-inclusive communication strategies. These strategies are recommended not only for publicising the findings and recommendations of the current report, but also for encouraging a sustained dialogue with youth on development issues in Lesotho.

The Executive Summary

The theme of the Lesotho National Human Development Report (NHDR) 2015 is Leveraging the Power of Youth to Promote Human Development.

The National Context

NHDR is a flagship publication of the United Nations Development Programme (UNDP) whose purpose is to enhance awareness on human development, create dialogue on critical issues and foster evidence-based policy making, as well as flagging early warning signs of possible future challenges. It is also intended as a means of mobilizing support for action and change.

The population is estimated at 1.89 million, with a male/female ratio of 1.03 (97 males to 100 females), occupying 30,555 km². Demographically the country is young, nearly 40 percent of population being between 15 and 35 years. More than 70 percent of Lesotho's population resides in rural areas and engages in agriculture. However this accounts for only around 7 percent of GDP, in part explaining high income inequality.

Lesotho's real Gross Domestic Product (GDP) is about 2.5 billion dollars, and the economy grew on average by 4.5 per cent in the last 5 years, but is likely to slow down to around 2.5 percent in the medium term. The fastest growing sectors are mining, financial intermediation, construction and public administration. Since the global economic crisis set in, Lesotho has been unable to generate significant new jobs, hence high youth unemployment at 30.5 percent. There is an urgent need to adopt policies propelling growth and job creation in the private sector.

National Human Development at a Glance in Lesotho

Lesotho has made slight Human Development progress in the last 10 years. She is ranked (2014) 162 out of 187 countries in terms of the Adjusted Human Development Index, (AHDI), with an HDI score of 0.486, with 0 being the lowest score and 1 the highest (Figure 1). HDI reflects progress in terms of health measured by life expectancy; knowledge and education are gauged by mean and expected years of schooling, and the population's standard of living by the per capita Gross National Income.

The MPI value indicates that Lesotho has a high proportion of population living in poverty in its multiple facets: 45.9 percent, and 56.6 percent live below the national poverty line, while 43.4 percent live below \$1.25 (PPP) per day. The weight of deprivations for health, education and standard of living are 33.8 percent, 14.8 percent and 51.4 percent respectively. GDI (0.973) indicates that in general the Human Development status of females and males is not significantly different, considering life expectancy, schooling and income together. However, GII (0.557) shows that female deprivations are high in terms of health.

The National Human Development Balance Sheet

The balance sheet of National Human Development reflects levels of progress in building human capabilities and the remaining deprivations that should be addressed at national level.

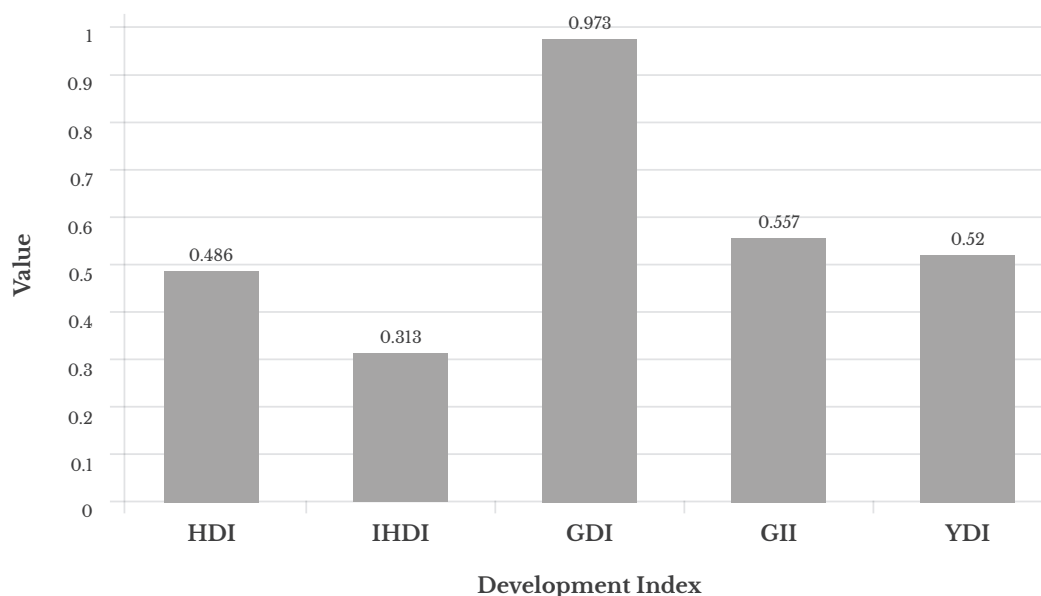



Health: high HIV and AIDS prevalence (25 percent for the 15 to 49 year age-group), and the increasing burden of non-communicable diseases, are key concerns. Some progress has been made in immunisation rates: 90 percent of one-year-olds have been immunised against measles, but stunting is still high at 33 percent, and preventive Anti-Retroviral Treatment (ART) coverage is 36 percent for all people living with HIV (PLHIV).





Education: there are significant advancements in building basic education capabilities. Adult literacy rate is high at 75.8 percent and net enrolment at primary level is 77.3 percent. But quality of education is low and transition to tertiary education is even lower especially for low-income households. There are also notable gender disparities in secondary and tertiary education in favour of females in terms of enrolment, transition and cohort survival rates.

Figure 1: Lesotho Human Development Indices at a Glance



 **Income and Poverty:** the Multiple Poverty Index (MPI) of 0.227 in 2014 reflects high poverty at least in 2 dimensions, health and standard of living. There are high (HDR 2014) poverty and unemployment levels and significant income inequalities, with, for example, males earning 1.5 times more than females.

 **Environment:** there is high environmental degradation, 66 percent of households living on degraded lands, with high dependence of households, especially in rural areas, on biomass for heating (51 percent) and cooking (53 percent), due to low access to clean energy. However, carbon emissions are low, so Lesotho does not have much influence on climate change.

 **Political Participation, Human Security and Satisfaction:** people are generally happy with freedom of choice but there is high dissatisfaction with health services and standard of living, 64 percent feel unsafe, orphanhood is high and gender-based violence is increasing. However progress is noticeable in voter turnout, and there is low homelessness (0.05 percent).

There are deep human deprivations in different development domains, but compared to the previous years, many of the outcomes in health, education and politics are improving.

“*There are deep human deprivations in different development domains, but compared to the previous years, many of the outcomes in health, education and politics are improving.*”

Leveraging the Power of Youth to Promote Human Development

Youth is a broad and diverse group in Lesotho. The UN defines youth as those aged between 15 and 24, whereas in Africa/Lesotho, it covers those between 15 and 35. The challenges and opportunities of this broad spectrum are diverse because they are at different transition phases. Globally, Lesotho is ranked 115 out of 170 countries with regard to the Youth Development Index (YDI) According to this Lesotho's assessment is as follows: Youth Development outcomes are better in terms of education, employment and political participation but very low in relation to civic participation and health. Lesotho is the worst performer on youth health in the Commonwealth.

Youth, Health and HIV/AIDS:

Stemming the tide of HIV and AIDS, Reversing high youth maternal mortality, and Combating non-communicable diseases through youth-oriented prevention and management strategies

The country score on youth health and well-being on YDI is 0.224 and ranked last among Commonwealth countries (CWC). The factors that determine the index are: youth rate, cannabis use, teenage pregnancy rates, HIV prevalence and tobacco use.

This report contains a range of specific and detailed recommendations for improving youth health in Lesotho, with regard to the very grave challenges which currently exist.

Youth and Education:

Getting the Skills Right

The Youth education index is relatively high at 0.688. This index captures overall performance in relation to literacy rates, mean years of schooling, and education spending as a share of GDP. However, higher quality and greater relevance and efficiency in the education system are needed.

This report identifies and analyses key action areas concerning youth and education, for example, addressing issues such as late enrolment and high repetition, especially among males; teacher training; learner materials for pupils with special needs; quality of and access to secondary education; diversity of subject matter; introduction of innovative pedagogical approaches; enhancement of digital literacy; building of competencies in maths and science; reversal of the high mismatch between available skills and requirements in the labour market; closure of critical-skills gaps through reskilling and industry-specific training; reduction of the gender disparities that exist at all levels; development of apprenticeship programmes; the facilitation of progress for people with disabilities; etc.

Youth and Employment:

Nurturing entrepreneurship and unlocking underlying comparative advantage through competitive investment climate and value-chain development

The Youth Employment Index is also quite high at 0.688. The country is placed 22nd out of 54 CWC. Though the Index suggests relatively good performance, unemployment among youth is high and is a potential source of social and political unrest. Therefore high-impact measures need to be identified urgently. Many young people are vulnerable to being overworked, underpaid, in short-term contracts without workers' benefits, and manoeuvring at the margins of the formal economy. A lot of young women are confined to unpaid housework to take care of the aged, sick and children and are therefore economically inactive.

This report identifies in detail key action areas to create jobs for youth such as the adoption of affirmative, decent youth employment policies; accelerating

investment-climate reforms to improve competitiveness; unlocking the potential in high job-creating sectors; closing skills gaps; the establishment of youth entrepreneurship and business financing development facilities. There are many such areas which this document analyses. It also explores a caveat: the disappearance of the youth bulge and its consequences; and the negative implications of child labour.

Political Participation and Civic Engagement:

Empowerment of Youth through Education and Facilitating Engagement

Lesotho scores 0.583 in terms of youth political participation and is ranked 14th out of 54 Commonwealth countries (CWC). There are a number of structural and cultural gender-based practices that need urgently to be addressed to improve the youth political participation and civic engagement so necessary to youth wellbeing. This report analyses in detail the ways in which political participation and civic engagement by youth may be addressed and improved.

Youth, Culture and Gender:

Engender youth development and eliminate cultural practices that subordinate women

Lesotho is signatory to international instruments that promote gender equality and has the supporting policy and legal frameworks, but these instruments are not always compatible with customary law or some cultural practices. Patriarchy and customary law promote male superiority and this is reflected in many ways including cultural disintegration, with increasing incidences of seizure of property by family members where there are double orphans or the surviving spouse is a female, of rape of elderly women, of increase in casual inter-generational sex. Nonetheless, there are clear indicators of changing forms of masculinities for the better in Lesotho, which are reflected in language, music and general discourse.

This report analyses this situation in depth and makes specific recommendations concerning the means by which, with regard to these issues, desirable social and

cultural change should be driven. Among these are the creating of awareness, relevant education, research on harmful cultural gender practices and the elimination of laws and policies which discriminate against women, along with many other detailed recommendations including sections on eliminating stigma associated with disability and the lesbian, gay, bisexual and transgender (LGBT) community.

Youth, Environment and Climate Change:

Capitalise on unique bio-heritage and water resources, and stimulate national response to climate change through 'climate-smart' youth

Lesotho has rich biodiversity. However, various factors are causing the degradation of this biodiversity. This report analyses the opportunities and challenges for Youth in this context, for example the continuing depletion of biodiversity as a result of the heavy reliance of the rural communities on it for grazing livestock and for fuel. The report considers the ways in which although climate change poses a threat for human development in Lesotho, it also creates opportunities for youth and the country through climate-proofing and adaptation programmes. It makes detailed recommendations concerning such issues as laws, policies, administrative requirements, education, disaster-risk-management, clean energy and water-sector research amongst many others.

Action for change

The Report addresses the question of what action is needed for change. A number of challenges and policy gaps have been identified, but the country is faced with a slow growth trajectory and serious shocks in government revenue. There are already a number of good plans and policies, but implementation is minimal and cross-sectoral linkages could be improved. There is also paucity of data in different Development domains. This report offers specific recommendations as to what should be undertaken including the following: the dissemination of the report; prioritisation within and across sectors, identification of best practice, the drawing up and implementation of plans, and devising of projects to mobilise private investment partnerships and donor support. It makes many other detailed and constructive proposals for the development of Youth in Lesotho.

Introduction

“

**Human advance is
conditioned by our
conception of progress**”

- *HDR, 1996*

INTRODUCTION

1.0

The National Human Development Report (NHDR) is a flagship publication of the United Nations Development Programme (UNDP) whose primary purpose is to foster human development globally, to facilitate development of evidence-based and strategic policy options as well as to enhance awareness on human development among policy-makers.

The preparation of the NHDR takes the Global Human Development Report approach to the national level and is prepared and owned by national teams. The Human Development concept is then brought into national policy dialogue, through the country-led and country-owned process of consultation, research and report writing. Countries are also encouraged to use disaggregated data by geographic location and population groups, identify development gaps, measure progress and flag early warning signs of possible conflict or future challenges. Consultation is intended to serve as a mechanism for people to articulate perceptions and priorities, as well as a resource for public policy debates and advocacy and to mobilize support for action and change.

The theme of the NHDR 2015 was ‘Leveraging the power of youth to promote human development’. It focuses on youth and issues pertinent to the youth in Lesotho in the context of sourcing their energy and resourcefulness for national processes targeted at human development. The publication is aimed at bringing forth diverse aspects of youth in Lesotho’s growth, to contribute to evidence-based policy recommendations based on demographic changes, purposeful judgement over young people’s progress and deprivations in relation to health, education, employment, participation in politics and civic engagement, environment and climate change, as well as highlighting gender, disability and rural-urban disparities.

GRAPHIC: THE THEME OF THIS NDHR

Leveraging the power of youth to promote human development.

This means empowering young people and assessing their progress and deprivations in:



Health



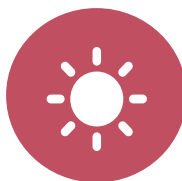
Education



Employment



Political and civic engagement



Environment and climate change



Rural-urban disparities



Disability



Gender

¹ www.hdr.org

INTRODUCTION

The implementation of the global Human Development framework, the Millennium Development Goals (MDGs), came to an end, and the successor programme, the Sustainable Development Goals (SDGs) was adopted by the international community in September/October 2015. The analysis made for this report was used in the formulation of the national positions during the consultations that led to the global agreement on SDGs, and the policy recommendations will also be critical in the consolidation of the national implementation Framework of the SDG agenda. At the national level, the implementation of the National Strategic Development plan ends in 2016/17 and that of the National Vision 2020 in 5 years' time. This report will therefore be useful in undertaking the review of the two key national development frameworks and informing policy direction. The implementation of the agreed policies could lead to a paradigm shift in Human Development, and take the nation one big leap forward in realising the National Vision 2020 goals.

1.1

The Human Development Approach

The Human Development approach was conceptualised 25 years ago by the United Nations Development Program (UNDP) and became a novel method for measuring human welfare. The original proponents of the Human Development paradigm, Mahbub ul Haq and Amartya Sen, revolutionised the way development was framed and measured. Whereas development had previously been calculated in accounting terms, Sen and ul Haq devised a humanistic approach that placed human welfare at the centre of development. Under the Human Development paradigm, individuals are the 'real wealth of nations' and development has the basic purpose of enlarging people's choices. In the words of Amartya Sen, the goal of development is 'the expansion of people's freedoms to live long, healthy and creative lives; to advance other goals they have reason to value; and to engage actively in shaping development equitably and sustainably on a shared planet. People are both the beneficiaries and the drivers of human development, as individuals and in groups'²

The Human Development approach has guided the work of the UN and continues to have a profound impact on development thinking. Current discussions on the post- 2015 development agenda reflect a holistic and integrated approach. This method targets the development of individual's capabilities, which can blossom even under great hardship if sufficient opportunities are made available. Further, the Human Development paradigm frames freedom of choice as the catalyst to realising human development. It rests on the following observation: the more choices individuals have, the more likely they are to build healthy and productive lives which they have reason to value. In this context, poverty is the deprivation of choice.

The Human Development approach changed the way countries measured their progress. It moved away from a mercantilist and monetary approach to an integrated socio-political and economic perspective. The Human Development Index (HDI) is the construct used to measure the basic dimensions of human development across countries. A simple approach that measures the unweighted average of a nation's longevity, education and income has evolved over the years to add

GRAPHIC: GLOBAL AND NATIONAL FRAMEWORKS



GLOBALLY

In September/October 2015:

- The implementation of the Millennium Development Goals (MDGs), came to an end.
- The Sustainable Development Goals (SDGs) were then adopted internationally.

NATIONALLY

- The implementation of the National Strategic Development plan ends in 2016/17.
- Implementation of the National Vision 2020 ends in 2020.



This report will be useful in reviewing the two key national development frameworks and informing policy direction toward these goals.

² UNDP, 2010, p. 2

INTRODUCTION

GRAPHIC:

THE MAIN HUMAN DEVELOPMENT INDICES



The Human Development Index is the most common measure of a region's development in terms of HEALTH, EDUCATION and INCOME.



The Inequality Adjusted Human Development Index adds the dimension of inequality.



The Multiple Poverty Index measures the income and basic needs perspectives of poverty, with a greater focus on capabilities.



The Gender-related Development Index and Gender Inequality Index have been adapted to include indices like gender equity.

dimensions of inequality and other indices to portray a more comprehensive picture of human development. While not perfect, it provides a very good estimation of the progress that countries attain through their policies on health, education, economic growth and inequality reduction.

One of the strengths of the Human Development paradigm is its dynamism. It has the flexibility to add and tailor measures in response to changing environments. The main composite human development indices are:

- Human Development Index (HDI)
- Inequality Adjusted Human Development Index (IHDI)
- Multiple Poverty Index (MPI)
- Gender-related Development Index (GDI) and Gender Inequality Index (GII)

These indices have been customised at regional and national levels to better reflect concomitant needs and priorities. Some researchers have also developed innovative methodologies and indicators to assess progress on human development. The HDI continues to be the most commonly-used measure of a country or region's progress on human development as it synthesizes the progress on indicators of health, education and income. The HDI is, however, limited to a measure of three capabilities. It excludes measures of individual self-worth, political freedom and environmental deprivation, all of which are aspects of holistic human development in terms of capabilities and 'functionings'.

The complementary index on human poverty known as the multi-dimensional poverty index (MPI) is a recognition of both the income and basic needs perspectives of poverty, with a greater focus on capabilities. As with the HDI, the MPI can be customised and adapted at the national and sub-national level to reflect the situation at the local level. These measures can also be used to evaluate specific policies. Additional indicators contribute to the measurement of gender equity and economic empowerment.

The National Context

“

The challenge ... is how to create policies and institutions that adapt to the unique opportunities and development challenges in an attempt to increase the net benefits ”

- UNCTAD³

THE NATIONAL CONTEXT

2.0

The Kingdom of Lesotho is a small, mountainous and landlocked country of 30,555 km².

It is completely surrounded by the Republic of South Africa (RSA). Only 9 percent of the land is arable. There are 4 agro-ecological zones, namely the highlands, lowlands, foothills and the Senqu River valley. The population is estimated at 1.89 million, with male to female ratio of 1.03 (97 males to 100 females). However, these gender ratios vary significantly between urban and rural areas. There is a ratio of 87 urban males to 100 urban females. In contrast, males slightly outnumber females in rural areas; the ratio is 101 rural males to 100 rural females.

The country is very young demographically, and nearly 40 percent of the population are aged between 15 and 35 years. The country is therefore experiencing a youth bulge. Population growth is estimated at 0.1 percent and the replacement rate is around 3.3, which is just around the internationally acceptable replacement rates. Adult mortality rate is high at 541 for females and 583 for males per 100,000 people. As a result adult life expectancy is low at 49.4 years.⁴ More than 70 percent of Lesotho's population resides in rural areas and engage in agriculture in varied degrees. There is increasing urbanisation and labour migration especially to the Republic of South Africa is still a key development feature, though the numbers are declining.

Lesotho is a constitutional monarchy with bi-cameral Parliament, the Senate as the upper house and the National Assembly. The legal system is based on Roman/Dutch law, English law and customary law. It is also a predominantly Christian country. Administratively, it is divided into 10 districts with 10 district councils, 65 community and 11 urban councils, and 1 municipal council which form local government. The National Assembly is made up of 80 elected constituency members based on the 'first past the post' model and then 40 proportional representatives, making a total of 120 members. Currently there is a coalition government of seven political parties.

2.1

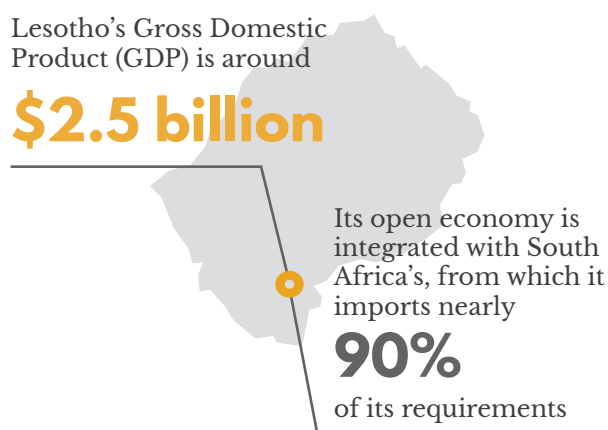
The Economy

Lesotho is a small economy with Gross Domestic Product (GDP) of around 2.5 billion dollars in constant prices. In the last five years, Lesotho enjoyed macroeconomic stability and achieved relatively good growth with moderate inflation. Real Gross Domestic Product grew on average by 4.5 percent. Inflation averaged just below 5 percent a year during the same period, largely tracking inflation in RSA.

GRAPHIC: LESOTHO'S GDP

Lesotho's Gross Domestic Product (GDP) is around

\$2.5 billion



2.1.1 Economic Performance and Share of Economic Activities to GDP

The primary industries account for 12.8 percent of total value addition, of which 7 percent is agriculture and the share of mining and quarrying is 5.8 percent. The mining sector grew very rapidly in the last 5 years and contributed about 2 percent of overall GDP growth in some years. The major setback is that mining is capital intensive and does not yield much in terms of job creation. The benefits to society largely depend on the efficiency of government spending of dividends and royalties received.

³ UNCTAD, Economic Development in Africa, Reclaiming policy space: Domestic Resource Mobilisation and Developmental States, 2007, p. 88 ⁴ Used mortality rate used in HDI ranking in HDR 2014 not 41.8 years recorded recently by the Bureau of Statistics (BOS)

THE NATIONAL CONTEXT

Table 1: Gross Domestic Product (GDP) – Share of Industries, Fiscal year (FY) 2009/10 – 2018/19

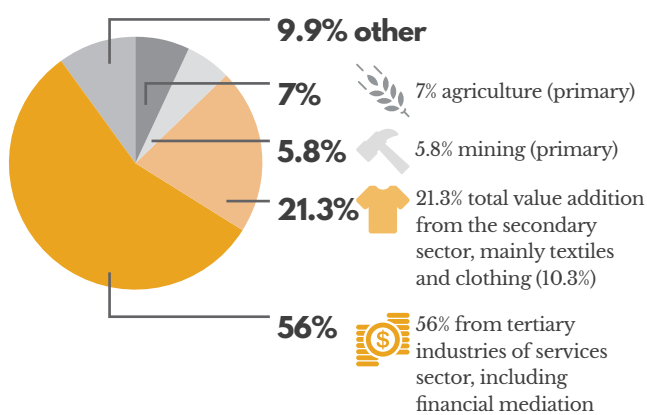
Industry (constant prices)	FY 09/10	FY 10/11	FY 11/12	FY 12/13	FY 13/14	FY 14/15	FY ^a 15/16	FY ^a 16/17	FY ^b 17/18	FY ^b 18/19
Agriculture	7.2	7.4	7.3	6.4	6.8	7.0	7.0	6.7	6.4	6.3
<i>Crops</i>	1.8	2.3	2.0	1.6	1.4	1.3	1.3	1.1	1.1	1.1
<i>Livestock</i>	4.1	3.8	3.7	3.6	3.4	3.3	3.3	3.1	3.0	2.9
<i>Services</i>	0.4	0.4	0.4	0.4	0.4	0.4	0.5	0.4	0.4	0.4
<i>Forestry and firewood</i>	0.8	0.9	1.2	0.9	1.5	1.9	2.0	2.0	1.9	1.8
Mining and quarrying	4.5	4.5	5.2	5.6	5.2	5.8	5.7	6.0	6.7	6.6
Primary industries	11.7	11.9	12.5	12.1	12.1	12.8	12.8	12.7	13.1	12.9
Manufacturing	15.5	15.5	13.4	12.1	10.5	10.3	9.7	9.2	8.7	8.3
<i>Food products and beverages</i>	2.7	2.7	2.8	2.6	2.3	2.1	2.1	2.0	2.0	1.9
<i>Textiles, clothing, footwear & leather</i>	10.1	10.3	8.9	7.8	6.6	6.8	6.2	5.8	5.4	5.1
<i>Other manufacturing</i>	2.7	2.5	1.7	1.7	1.6	1.4	1.4	1.4	1.3	1.3
Electricity and water	4.4	4.2	4.1	4.0	3.9	3.8	3.9	3.9	3.8	3.8
<i>Electricity</i>	1.4	1.3	1.3	1.4	1.4	1.4	1.5	1.5	1.5	1.6
<i>Water</i>	3.0	2.8	2.7	2.6	2.6	2.4	2.4	2.3	2.3	2.2
WASA	0.6	0.6	0.6	0.6	0.6	0.5	0.5	0.5	0.6	0.6
LHDA	2.4	2.2	2.2	2.1	2.0	1.9	1.9	1.8	1.7	1.7
Construction	5.5	6.2	6.5	7.6	8.2	7.1	6.7	6.6	6.3	6.1
Secondary industries	25.4	25.9	23.9	23.7	22.6	21.3	20.2	19.6	18.9	18.3
Wholesale and retail trade, repairs	6.8	6.8	7.1	7.6	8.1	8.6	9.0	9.4	10.0	10.7
Hotels and restaurants	1.2	1.1	1.1	1.1	1.1	1.1	1.1	1.1	1.1	1.1
Transport and communication	7.7	7.9	8.1	8.1	8.3	8.4	8.8	9.1	9.3	9.7
<i>Transport and storage</i>	2.9	2.8	2.8	2.8	2.9	3.0	3.2	3.3	3.4	3.5
<i>Post and telecommunication</i>	4.9	5.1	5.3	5.4	5.4	5.3	5.6	5.8	6.0	6.2
Financial intermediation	5.6	6.0	6.5	6.7	7.2	7.2	7.6	7.9	8.1	8.4
Real estate and business services	13.1	12.1	12.0	12.0	12.2	12.6	12.7	12.7	12.5	12.5
<i>Owner-occupied dwellings</i>	7.5	7.2	7.0	6.8	6.7	6.6	6.6	6.4	6.3	6.2
<i>Business services and renting</i>	5.6	5.0	5.0	5.2	5.5	6.0	6.1	6.2	6.3	6.3
Public administration	9.7	9.4	9.2	8.9	8.4	8.4	8.9	8.8	8.4	8.1
Education	7.1	6.9	6.7	6.4	6.1	5.8	5.8	5.8	5.7	5.6
Health and social work	1.7	1.8	2.5	3.0	3.3	3.1	3.1	3.1	3.0	3.0
Community, social & personal services	1.0	1.0	1.0	1.0	1.0	0.9	0.9	0.9	0.9	0.8
Tertiary industries	54.1	53.2	54.2	54.8	55.8	56.0	58.0	58.7	59.0	59.9
Financial services indirectly measured	-1.7	-1.9	-1.9	-1.9	-1.9	-2.0	-2.1	-2.2	-2.2	-2.3
All industries at basic prices	89.4	89.2	88.8	88.7	88.5	88.1	88.9	88.8	88.8	88.7
Indirect taxes on products	11.8	12.0	12.3	12.3	12.4	12.8	11.9	11.9	11.9	11.9
Subsidies on products	-1.2	-1.1	-1.0	-1.0	-0.9	-0.9	-0.8	-0.7	-0.7	-0.6
GDP at purchasers' prices	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

a Estimates; b Projections

Source: Department of Economic Policy, Ministry of Finance, 2015

THE NATIONAL CONTEXT

GRAPHIC: PRIMARY INDUSTRIES ACCOUNT FOR 12.8% OF THE TOTAL VALUE ADDITION



The secondary sector generates 21.3 percent of total value addition, which is dominated by the manufacture of textiles and clothing (10.3 percent), though its share is declining rapidly with increasing trade liberalization and declining levels of preferences in key export markets and the USA. The shift in export destination to the closer regional markets has been very slow. The existing large manufacturing firms are calibrated for the

high volume, low cost mass markets. Efforts to create partnerships between foreign investors that dominate the sector and local entrepreneurs have not been very successful. In addition, there is low value addition as the industry is predominantly Cut – Trim – Make. The capacity of textile enterprise incubation centres is also very limited in terms of increasing the local manufacturing base. Electricity and water distribution account for about 4 percent of total value added, of which half is attributed to the Lesotho Highlands Water Project. While construction is dominated by the government through capital investment in economic and social infrastructure, it makes 6 percent of GDP.

The highest value-addition comes from the tertiary industries or services sector, at about 56 percent of total value addition. Financial intermediation is growing rapidly with the increase in credit extension, though still relatively low, though with financial innovations in mobile money (MPESA and Eco-cash), a very positive outlook is anticipated in the medium term. Wholesale and retail activities as ‘follower’ activities, which benefit from growth in all other economic activities, are growing and their contribution to GDP is quite significant at around 10 percent.

Table 2: Key Macroeconomic Indicators, 2013/14 – 2018/19

INDICATOR	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
Fiscal Sector						
Total Expense: GDP	63.2	56.4	59.6	58.1	56.8	55.1
Fiscal balance: GDP	-2.8	3.3	-1.0	-7.5	-6.4	-3.8
SACU revenue: GDP	27.6	28.8	25.1	15.8	17.7	18.7
Debt: GDP	59.6	52.3	49.2	48.1	43.4	38.4
External Sector						
CAB/GDP	-0.1	-0.1	-0.1	-0.2	-0.3	-0.5
Imports/GDP	0.8	0.8	0.9	0.9	0.9	0.9
FR Monthly Import Cover	5.2	5.8	5.6	4.7	3.7	-
Number of Basotho Mine workers in RSA ('000)	33.5	31.8	30.3	28.9	27.4	26.1
Earnings (Billion Maloti)	3.56	3.27	3.24	3.24	3.22	3.23

Source: Ministry of Finance

THE NATIONAL CONTEXT

The economy is therefore driven by growth in mining, construction, financial intermediation and government spending which is largely financed by revenues from the Southern African Customs Union (SACU) revenue pool. Since the global economic crisis set in, Lesotho has not been able to generate significant new jobs, hence high youth unemployment, despite the moderate growth that has been realised.

Lesotho's open economy is largely integrated with that of South Africa from which it imports nearly 90 percent of its requirements. The main exports are garments, which are directed to the US market, and raw diamonds, which are sent to Europe. The transfer of water from the Lesotho Highlands Water Project also earns Lesotho sizeable water royalties of around 700 million Maloti. The economy is driven by government expenditure, which is about 60 percent of GDP.

A large number of the country's skilled workers migrate, mainly to South Africa or elsewhere, in search of better employment opportunities. Labour income from the RSA mines and remittances are estimated at 3.2 billion and 43 million Maloti respectively. The number of mine workers in RSA is declining every year, from 33,500 in 2013/14 to a projection of 26,100 in 2018/19.

Lesotho faces a challenging economic outlook, and growth is expected to slow to about 2.5 percent in the medium-term. The labour-intensive potential growth sectors such as agriculture, manufacturing and tourism are stagnant or expected to decline in the current policy scenario. Furthermore, SACU revenue that finances more than 40 percent of government expenditure, is highly volatile and expected to fall sharply in 2016/17 to just over 15 percent of GDP, compared with almost 30 percent in 2014/15.

There are also major uncertainties about future donor commitments on grants and soft lending to finance major infrastructure projects needed in many sectors due to not meeting some of the budget support commitments and unstable political situation. The current account balance (CAB) is also likely to decline further and the level of foreign reserves (FR) is also expected to be below the preferred target level of 6 months of import cover.

2.1.2 Economic Competitiveness

In terms of Doing Business, which measures regulatory quality and efficiency in 10 areas, Lesotho has moved up quite significantly. It was ranked 138 out of 189 countries in 2014, and moved to rank 110 in 2015.

The country scores very well in the 3 indicators, trading across borders, starting a business and paying of taxes. The worst performance is in getting credit and resolving insolvency. This investment climate reform agenda needs to give priority to the two areas, whose scores are below 40.

In comparison to SACU countries, Lesotho has always trailed behind the other 4 countries: Botswana (72), South Africa (73), Namibia (101) and Swaziland (105).

Table 3: Doing Business Indicators (DBIs) in Lesotho, 2015: Measuring Regulatory Quality and Efficiency

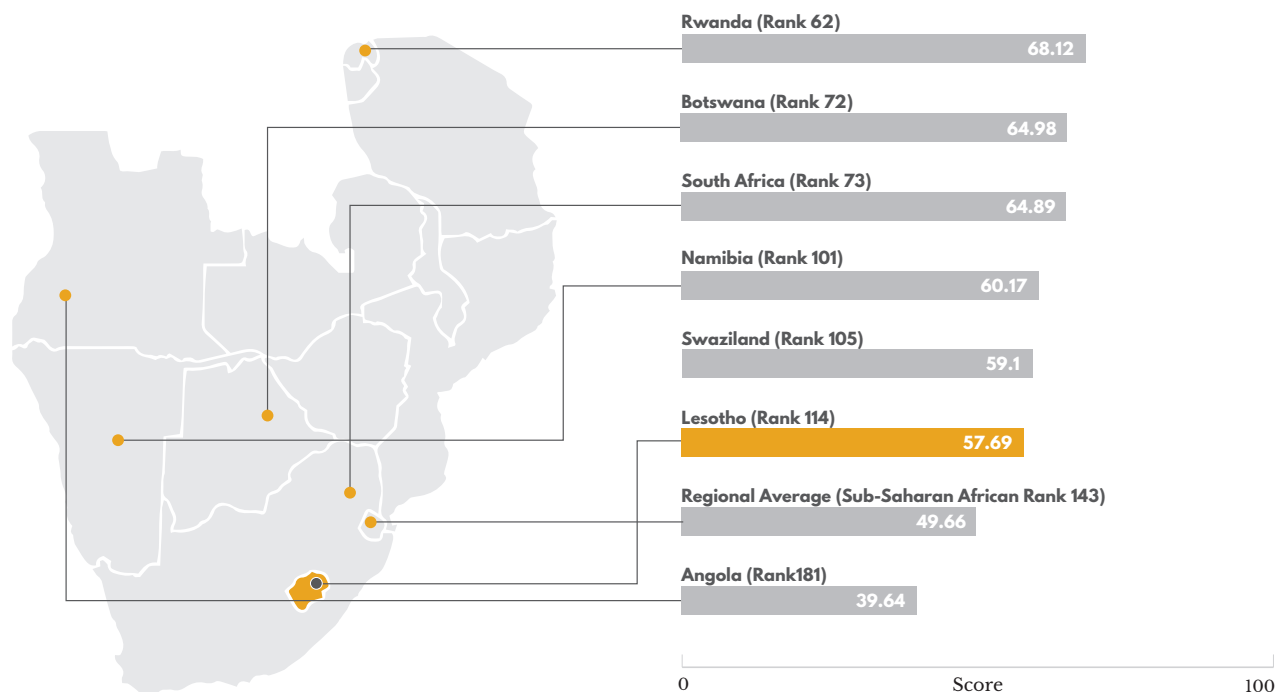
DOING BUSINESS INDICATOR	SCORE	RANK
Overall ranking		110
Starting a business	82.85	112
Dealing with construction permits	50.23	172
Getting electricity	51.21	147
Registering property	58.13	108
Getting credit	25	152
Protecting minority investors	57.67	99
Paying taxes	69.72	109
Trading across borders	91.69	36
Enforcing contracts	59.04	85
Resolving insolvency	37.35	117

Source: Doing Business 2016, Lesotho Economy Profile,⁵ World Bank

⁵ Note: The rankings are benchmarked to June 2015 and based on the average of each economy's distance to frontier (DTF) scores for the 10 topics included in this year's aggregate ranking. The distance to frontier score benchmarks economies with respect to regulatory practice, showing the absolute distance to the best performance in each Doing Business indicator. An economy's distance to frontier score is indicated on a scale from 0 to 100, where 0 represents the worst performance and 100 the frontier. For the economies for which the data cover 2 cities, scores are a population-weighted average for the 2 cities.

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Figure 2: Comparator Countries: Distance to Frontier in Doing Business



Distance to frontier countries for Lesotho is significantly higher than the sub-Saharan Africa average score, and not very different from Swaziland and Namibia. It would be beneficial for investors if all SACU countries were to improve their business environment and create seamless borders.

Lesotho is ranked well in terms of quality of institutions, especially in relation to the legal infrastructure. Even though the financial sector is largely underdeveloped, access to loans and venture capital are still slightly better than in most countries. Quality of infrastructure in general has to improve for Lesotho to be attractive to investment. The worst performance is in health, due to high prevalence of Human Immuno-Deficiency Virus (HIV), which result in high morbidity and affects business productivity. There is an appreciable improvement in primary education outcomes, but other countries are performing even better, which explains the poor ranking. The low enrolment rates in secondary and tertiary education suggest that there is a limited pool both of easily trainable people and professional skills.

The above analysis is in line with the recent growth diagnostics undertaken by the World Bank. These indicate that there are a number of areas where

Lesotho has to make improvements in order to be competitive for private investment. The critical areas are: uncompetitive investment; climate/regulatory framework; low productivity due to high morbidity and low technical skills competencies; limited access to finance; a weak private sector; limited infrastructure, including serviced industrial sites with access to water, electricity and communication and at potential growth centres.

Going forward, to maintain economic stability, the government has to initiate a sizeable fiscal adjustment for at least three years, mainly by reducing expenditures while increasing efficiency. In particular, it should review its wage bill, which has grown to 23 percent of GDP. It is the highest wage bill relative to GDP in sub-Saharan Africa. Strengthening budget controls and management of the public service will be critical to achieving a successful fiscal adjustment.

Since the global economic crisis set in, Lesotho has not been able to generate significant new jobs, hence high youth unemployment at 30.5 percent. The growth trajectory reveals an urgent need to adopt policies that will propel growth, including investment, climate reforms and mass job creation in the private sector, especially to absorb young people and to create a new

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Table 4: The Economy and Competitiveness Profile

Global Competitiveness Report, 2014

INDICATOR	RANKING (OUT OF 144 COUNTRIES)	INDICATOR	RANKING (OUT OFF 144 COUNTRIES)
Financial Market Development		Health	
Availability of financial services	131	HIV prevalence	142
Affordability of financial services	125	Business impact of HIV and AIDS	113
Financing through local equity market	109	Tuberculosis cases per 100,000 people	140
Ease of access to loans	63		
Venture capital availability	72		
Soundness of banks	130		
Infrastructure		Institutions	
Quality of overall infrastructure	98	Judicial independence	55
Quality of roads	97	Business costs of crime and violence	96
Quality of air transport infrastructure	144	Efficiency of the legal framework in settling disputes	70
Quality of electricity supply	97	Public trust in politicians	47
Mobile phone subscriptions	110		
Higher Education and Training		Primary Education	
Quality of the education system	49	Quality of primary education	66
Secondary education enrolment	119	Primary education enrolment, net	126
Tertiary education enrolment (gross)	111		
Quality of math and science education	90		
Internet access in schools	114		

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entrepreneurial class that can generate employment both in traditional growth sectors and in new generation industries in ICT and the green economy. Higher growth will also expand the tax base and capacity to implement new public programmes.

The bottom line is that Lesotho has to increase allocation and use-efficiency of public resources and also increase the role of private sector in the economy. Lesotho also has to build economic resilience, not only through fiscal reforms but also through diversification of product and export markets and stimulating growth of different sectors in order to ensure that it can withstand major economic shocks.

2.2

National Human Development: Lesotho at a Glance

National human development is assessed on the basis of the five key human development indices

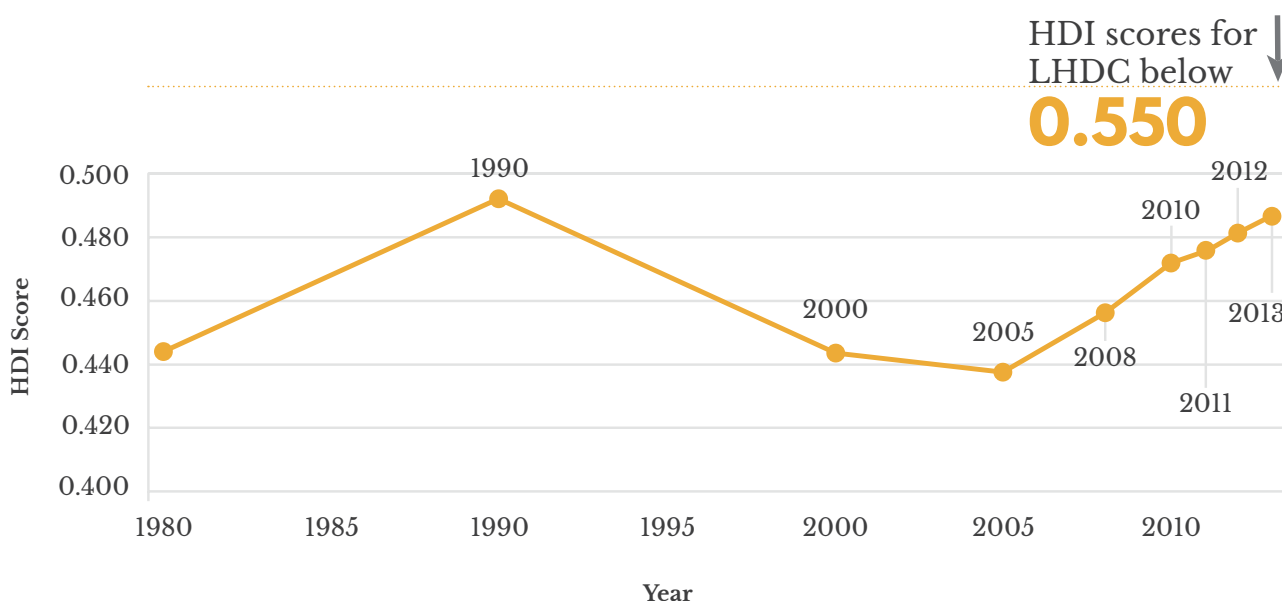
mentioned above. These are Human Development Index, Inequality-adjusted Human Development Index, Gender-related Development Index, Gender Inequality Index and Multiple Poverty Index.

2.2.1

Human Development Index

Lesotho has maintained slow but steady progress in terms of human development since 2005. She gained one point in ranking in terms of the Human Development Index (HDI), as compared to her 2013 ranking, thus standing at 162 out of 187 countries in 2014. The HDI value improved steadily, increasing from 0.437 in 2005 to 0.486 in 2013. All the indices indicated below, which determine the HDI value, also display steady progress over time. Life expectancy at birth has improved but is still unacceptably low at 49.4 (41 years), the lowest in the SADC region and significantly below SSA and LDC averages by 7.4 and 12.1 years respectively. Performance is comparatively much better in terms of mean and expected years of schooling at 5.9 and 11.1 years respectively and higher than the SSA average by 1.1 and LDCs by 2 years of mean schooling.

Figure 3: Human Development Index for Lesotho 1980 - 2013



Source: Human Development Report, 2014

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In relation to expected mean years of schooling, Lesotho scores better by 1.4 years and 1.7 years, as compared to SSA and LDCs, in that order. Gross National Income per capita is increasing yearly since the economy experienced moderate growth in the last 5 years.

However, overall the country has not made significant progress in moving out of the category of countries that are classified as low human development countries (LHDC). The HDI score for LHDC are below 0.550.

2.2.2 Inequality Adjusted Human Development Index (IHDI)

Inequality adjusted Human Development Index value is the HDI value that is adjusted for inequality in the 3 dimensions of HDI. Average values for HDI are discounted according to the level of inequality in each of the 3 dimensions. Table 6 shows that IHDI is significantly lower than the HDI at 0.313 and the country ranking declines by two points. Values for inequality adjusted Life Expectancy Index, Education Index and Income Index are 0.301, 0.382 and 0.267 respectively. The greatest inequality among the three is in income distribution.

The values for the key income distribution indicators also illustrate high income inequality with a Quintile ratio⁶ of 19. The Palma ratio⁷ is 3.9 and Gini Coefficient⁸ is 52.5 (HDR 2014). Lesotho also scores below LDCs and LHDCs average in terms of inequality adjusted life expectancy and inequality adjusted income index. As compared to the country that scores the highest in HDI, which is Norway, Lesotho's inequality adjusted indices as shown below are between 27 percent and 38 percent of those of Norway, showing major differences in human development progress and standard of living. Converging to even 50 percent of the best performer by the end of SDGs implementation period will require firm and sustained political commitment, effective growth and poverty reduction strategies, increased aid and foreign investment and much better management for development.

2.2.3 Gender Development Indices

Both the Gender Development Index (GDI) and the Gender Inequality Index (GII) reflect the extent of 'genderisation' of human development. The GII is a good indicator of womens' empowerment in particular.

Table 5: Determinants of Human Development Index, 2014

COUNTRY/ AREA	HUMAN DEVELOPMENT INDEX (HDI)	LIFE EXPECTANCY AT BIRTH	MEAN YEARS OF SCHOOLING	EXPECTED YEARS OF SCHOOLING	GROSS NATIONAL INCOME (GNI) PER CAPITA
Lesotho	0.486	49.4	5.9	11.1	2,798
Niger	0.337	58.4	1.4	5.4	873
SSA	0.502	56.8	4.8	9.7	3,152
LDCs	0.487	61.5	3.9	9.4	2,126
World	0.702	70.8	7.7	12.2	13,723

Source: HDR, 2014

⁶ Quintile ratio: Ratio of the average income of the richest 20 percent of the population to the average income of the poorest 20 percent of the population. ⁷ Palma ratio: Ratio of the richest 10 percent of the population's share of gross national income (GNI) divided by the poorest 40 percent's share, Palma (2011). ⁸ Gini coefficient: Measure of the deviation of the distribution of income among individuals or households within a country from a perfectly equal distribution. The Gini coefficient ranges from 0-1, and can also be expressed as a number from 0-100. A value of 0 represents absolute equality, and a value of 1 (or 100) absolute inequality.

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Table 6: Inequality Adjusted Human Development Index

Source: HDR, 2014

HUMAN DEVELOPMENT INDEX	INEQUALITY ADJUSTED HDI	OVERALL LOSS IN %	DIFFERENCE FROM HDI RANK TANCY INDEX	INEQUALITY ADJUSTED LIFE EXPECT- INDEX	INEQUALITY ADJUSTED EDUCATION INDEX	INEQUALITY ADJUSTED INCOME
Lesotho 0.486	0.313	35.6	-2	0.301	0.382	0.267
Norway 0.944	0.891 (35%)	5.6	0	0.914 (30%)	0.888 (38%)	0.871 (27%)
LDCs 0.487	0.336	31.0	-	0.433	0.253	0.348
LHDC 0.493	0.332	32.6	-	0.394	0.241	0.387

Gender-related Development Index

GDI captures differences in HDI for males and females. Lesotho ranks quite high in relation to GDI, at 43 out of 187 countries. However, large differences may be detected in income per capita between males and females, whereby males' per capita income is 1.5 times higher than that of females though there are significant imbalances in schooling between the sexes in favour of females. Female to male ratio of HDI is 0.973, suggesting low gender disparities in general.

The GDI value is explained by more or less the same life expectancy at birth of females and males of 49 years, mean years of schooling, register 6.8 for females and 4.6 for males, while expected years of schooling is 11.6 for females and 10.6 for males. The levels of expected years of schooling are quite comparable with average SSA at 8.8 years for females and 10.1 years for males, whereas Lesotho fares much better than the SSA average in terms of mean years of schooling, where SSA averages 3.7 for females and 5.4 for males in years.

Table 7: Gender-related Development Index Score, 2013

Source: HDR, 2014

Country/ Region	Female to male ratio of HDI	GDI rank	HUMAN DEVELOPMENT INDEX VALUE	
			Female	Male
Lesotho	0.973	43	0.474	0.488
LHDC ⁹	0.834	—	0.446	0.535
SSA ¹⁰	0.867	—	0.460	0.531
LDCS ¹¹	0.859	—	0.447	0.520
World	0.920	—	0.655	0.712

⁹ LHDC: Low Human Development Category of countries. ¹⁰ SSA: Sub-Saharan Countries. ¹¹ LDCs: Least Developed Countries

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Table 8: Determinants of Gender-related Development Index and Regional Comparisons

Source: HDR, 2014

COUNTRY/ REGION	LIFE EXPECTANCY AT BIRTH IN YEARS		MEAN YEARS OF SCHOOLING		EXPECTED YEARS OF SCHOOLING		ESTIMATED GNI PER CAPITA (2011 PPP\$)	
	Female	Male	Female	Male	Female	Male	Female	Male
Lesotho	49.5	49.2	6.8	4.6	11.6	10.6	2,217	3,395
LHDC	60.5	58.2	3.1	5.1	8.3	9.8	2,011	3,789
SSA	58.0	55.6	3.7	5.4	8.8	10.1	2,492	3,812
LDCS	62.8	60.3	2.9	4.5	9.0	10.1	1,576	2,629
World	73.0	68.8	6.0	7.4	12.0	12.3	8,956	18,277

Table 9: Determinants of GII and Regional Comparisons, 2013

Source: HDR, 2014

COUNTRY/ AREA	GENDER INEQUALITY INDEX 2013		MATERNAL MORTALITY RATIO 2010	ADOLESCENT BIRTH RATE 2010/2015	SHARE OF SEATS SEATS IN PARLIAMENT 2013
	Value	Rank	(deaths per 100,000 live births)	(births per 1,000 women aged 15-19)	(% held by women)
Lesotho	0.557	126	620	89.4	26.8
Very high human development	0.197	-	16	19.2	26.7
Medium human development	0.513	-	186	43.4	17.5
Low human development	0.587	-	427	92.3	20.0
Sub-Saharan Africa	0.578	-	474	109.7	21.7
Least developed countries	0.571	-	389	97.0	20.3

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Gender Inequality Index (GII)

The Gender Inequality Index (GII) reflects gender-based disadvantages in three dimensions: reproductive health, empowerment and the labour market.

Lesotho is rated at 127 out of 187 in terms of the GII. The GII score is determined by the level of maternal mortality ratio, adolescent birth rate, percentage of females occupying parliamentary seats and labour market participation rates.

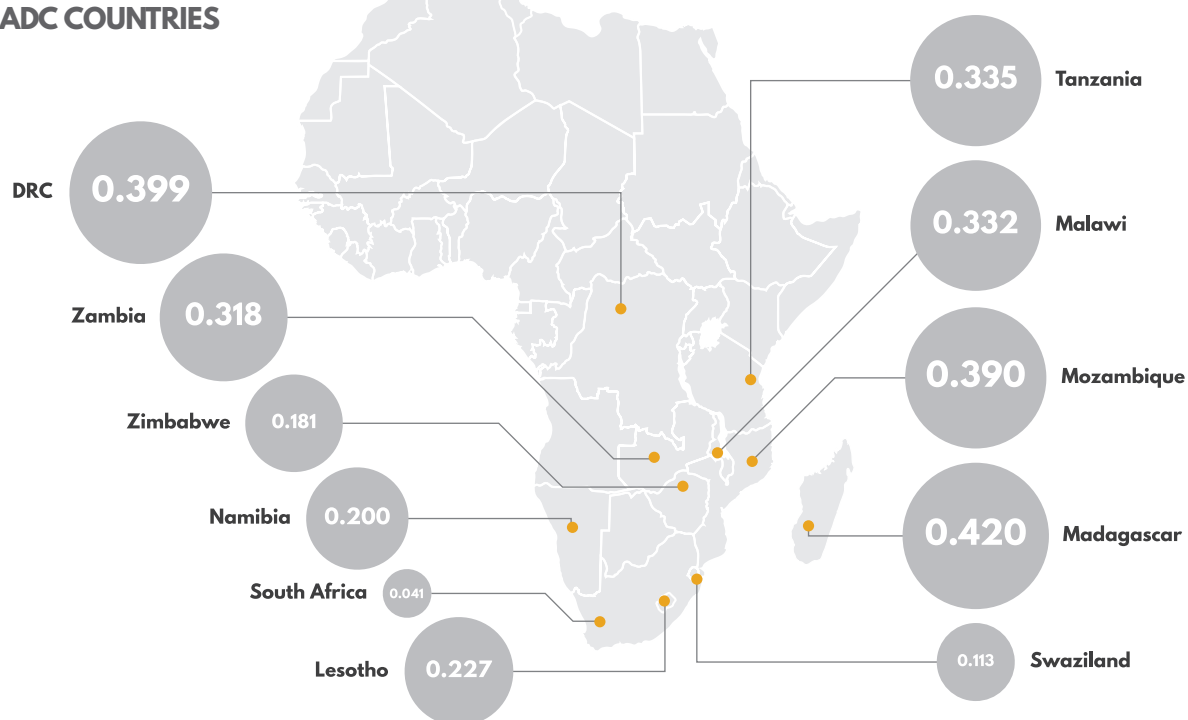
In comparison with countries of a similar HDI category, Lesotho emerges well. The adolescent birth rate (89.4 births per 1,000 women aged 15-19) and percentage of females occupying parliamentary seats (26.8 percent) in 2013, present a better situation in Lesotho than in most SSA countries and LDCs. Adolescent birth rate (ADR) averages 109 and 97 for SSA and LDCs respectively. The percentage of parliamentary seats occupied by women is 21.7 for SSA and 20.3 for LDCs. Female parliamentary seats are on average comparable with countries in the very high human development category, though significantly lower than those of the first 10 countries with the highest number of

females in parliament: Andorra (50 percent), Cuba (48.9 percent), Sweden (44.7 percent), Seychelles (43.8 percent), Senegal (42.7 percent), Finland (42.5 percent), RSA (41.1 percent), Nicaragua (40.2 percent), Iceland (39.7 percent) and Norway (39.6 percent) (HDR 2014). If female representation in Senate was taken into account, Lesotho would be far worse off. Unfortunately, maternal mortality ratio (620) is one of the highest in the world and discounts the positive gains in the other areas that are considered in determining GDI.

2.2.4 Multiple Poverty Index (MPI)

The MPI¹² identifies multiple deprivations at the household level in education, health and standard of living. The MPI value for Lesotho is 0.227 (the MPI value ranges between 0 and 1; the higher the value, the higher the level of multiple poverty) and is the highest among SACU countries. The proportion of the population that is living under multiple poverty dimensions is 49.5 percent; another 20 percent is living just above multi-dimensional poverty.

GRAPHIC: MPI IN SADC COUNTRIES



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Table 10: Multiple Poverty Index (MPI): SADC Countries Comparisons

COUNTRY	MPI	POPULATION LIVING IN MULTI-DIMENSIONAL POVERTY (%)	POPULATION LIVING BELOW \$1.25 A DAY	POPULATION LIVING BELOW NATIONAL POVERTY LINE	POPULATION NEAR MULTI-DIMENSIONAL POVERTY (%)	POPULATION IN SEVERE POVERTY (%)
Lesotho	0.227	49.5	43.41	56.6	20.4	18.2
DRC	0.399	74.4	87.72	71.3	15.5	46.2
Madagascar	0.420	77.0	81.29	75.3	11.7	48.0
Malawi	0.332	66.7	61.64	50.7	24.5	29.8
Mozambique	0.390	70.2	59.58	54.7	14.8	44.1
Namibia	0.200	42.1	31.91	28.7	22.6	15.7
South Africa	0.041	10.3	13.77	23	17.1	1.3
Swaziland	0.113	25.9	40.63	63	20.5	7.4
Tanzania	0.335	66.4	-	-	21.5	32.1
Zambia	0.318	62.8	-	-	18.7	31.3
Zimbabwe	0.181	41.0	-	41.6	24.9	12.2

Source: HDR 2014 (Data not available for SADC countries not shown)

Poor living standards account for 51.4 percent of deprivations, while health and education account for 33.8 percent and 14.8 percent respectively (HDR 2014). Judging by the weight of the factors that determine HDI, education outcomes contribute more positively towards human development than health and income. This means that poverty is mainly attributed to poor living standards, followed by low quality of health and to a small extent on limited education.

The population living below the national poverty line (56.6 percent) is higher than that living below \$1.25 per day (PPP) at 43.4 percent and those living in multiple poverty (49.5 percent). This also suggests that the population suffers more from income poverty than deprivations in health and education. Though poverty is high, Lesotho is performing better than most SADC countries, being the third with the lowest level of

multiple poverty out of the 11 SADC countries shown in Table 10. But the figures display the urgency with which countries which are classified as low human development countries must act in order to alleviate poverty. The Oxford Poverty and Human Development Initiative (OPHI) analysis for 2015 shows an improved situation with a Lesotho MPI of 0.156, the urban areas at 0.038, rural areas at 0.193; the proportion of the population living in multi-dimensional poverty has declined slightly from 45.9 percent to 44.1 percent, based on DHS 2014. The MPI indicators in Table 11 also support the conclusion that poverty in Lesotho is linked more to poor standards of living than education and health-related deprivations. However, the use of different indicators for the three development domains could paint a different picture. The analysis highlights the level of deprivation in basic services, including lack of access to clean drinking water (18 percent), no

¹² A person is multi-dimensionally poor if they are deprived in at least one third of the weighted indicators. There are two indicators for health (child mortality and nutrition) and for education (years of schooling and school attendance) and each carries the weight of 1/6. Whereas the standard of living domain has 6 indicators (access to electricity, improved sanitation, drinking water, quality of the floor of the house, type of fuel used for cooking and assets owned) and each carries the weight of 1/18. The proportion of people who are multi-dimensionally poor defines the incidence of poverty or head count ratio. The average proportion of indicators in which poor people are deprived is described as the intensity of their poverty. The MPI is calculated by multiplying the incidence of poverty by the average intensity of poverty. It reflects both the share of people in poverty and the degree to which they are deprived (Oxford Poverty and Human Development Initiative (OPHI) Country briefing June 2015: Lesotho).

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Table 11: Determinants of Multiple Poverty Index

Source: OPHI 2015

INDICATORS USED IN DETERMINING MULTIPLE POVERTY INDEX	RATIO OF POPULATION
Education Indicators	
Years of schooling – no member has completed at least 6 years of schooling	9.3%
School attendance – a school age child (up to grade 8) is not attending school	11.5%
Health Indicators	
Child Mortality – a child died in the household within the five years prior to the survey	13.3%
Nutrition – a household member is malnourished as measured by body mass for adults and height for age, for children	5.6%
Living standard Indicators	
Not having access to electricity	34.4%
Not having access to improved sanitation	31.1%
Not having access to clean drinking water	18%
Having a home with a dirt, sand or dung floor	23%
Using 'dirty' cooking fuel	33%
Not having at least one asset related to access to information,	
Not having at least one asset related to mobility,	26%
Not having at least one asset (arable land, livestock and refrigerator) related to livelihood	

access to electricity (34.4 percent), not having access to improved sanitation facilities (31.1 percent), living in poor housing (23 percent) and not having basic assets related to livelihood (26 percent).

2.3

National Balance Sheet of Human Development

The balance sheet of human development presents national progress and deficiencies in human capabilities which are vital dimensions of human development.

The deficiencies are defined as deprivations, showing capability shortfalls or the extent to which basic capabilities necessary to reach a certain level of essential human functioning, are lacking.

In this case the country is regarded as having made progress if the indicator shows at least 50 percent improvement in the last 15 years (the standard for global MDG targets), the set national target has been met or the score is comparable to high performers in that particular development domain.

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Table 12: National Balance Sheet of Human Development

PROGRESS	DEPRIVATIONS
Health	
<ul style="list-style-type: none"> • TB cases detected and cured, increased from 53 percent in 2003 to 63 percent in 2012 • 82.2 percent of the population have access to water 	<ul style="list-style-type: none"> • Life expectancy at birth is very low at 49.4 years (HDR, 2014) • Population without access to improved sanitation is 49.1 percent, 2014 • 16.9 percent of the population aged 20 years and older is obese
HIV	
<ul style="list-style-type: none"> • Condom use at last high risk sex, for males increased from 63 percent to 77 percent, and females from 65 percent to 76 percent between 2009 and 2014 • Adult ART coverage of all PLHIV increased from less than 2 percent in 2004 to 36 percent in 2014 	<ul style="list-style-type: none"> • High adult HIV prevalence (15-49 years) at 25 percent • Percentage of young people with comprehensive HIV knowledge is low, 31 percent males and 38 percent females
Education	
<ul style="list-style-type: none"> • Literacy rate is high at 75.8 percent • Expected years of schooling are 11 years, better than SSA average of 9.7 years 	<ul style="list-style-type: none"> • 20.9 percent of the population (25 years and older) have at least secondary education • Population with tertiary education is relatively low • Male enrolment is much lower than that of females in secondary and tertiary levels
Income, Employment and Poverty	
<ul style="list-style-type: none"> • GNP per capita increasing each year, \$2,797.89 PPP (2011) • Population that is over 70 years old receive old age pension 	<ul style="list-style-type: none"> • 56.6 percent of the population live below the national poverty line (2012), 49.5 percent live in multiple poverty and 18.2 percent in severe poverty • 25.3 percent of the population that is 15 years and older is unemployed (2008) • Gini coefficient of 52.5 shows high income inequality
Women	
<ul style="list-style-type: none"> • Mean years of schooling is 6.8 (compared to 3.1, 3.7, 2.9, for LHDC, SSA, LDC) • Share of females seats in Parliament is 25/120 from 17 in 2003 • Contraceptive prevalence (in the 15-49 year age bracket) increased from 40.6 percent to 60.2 percent in 2014 	<ul style="list-style-type: none"> • Females are more income dependent than males • One of the highest maternal mortality ratios in the world at 1,024 maternal deaths per 100,000 live births (LDHS 2014)
Children	
<ul style="list-style-type: none"> • Infant mortality declined from 91 deaths per 1,000 live births in 2004 and 2009 to 59 in 2014 • Percentage of one year olds immunized against measles increased from 71.3 percent to 90 percent, 2014 	<ul style="list-style-type: none"> • 39 percent of children under five are stunted • Under five child mortality rate of 85 per 1,000 live births; one of the highest in the world • 4 percent of the children (0-14 years) constitute total people living with HIV • High child labour (5-14 years) of 22.9 percent

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Table 12: National Balance Sheet of Human Development

PROGRESS	DEPRIVATIONS
Children	
<ul style="list-style-type: none"> • Infants born to HIV women living with HIV, who receive preventive ART has remained above 95% from 2010 to 2015 	
Environment	
<ul style="list-style-type: none"> • Carbon emissions per capita are low at 805,000 tonnes • Water harvesting capacity for national use is increasing 	<ul style="list-style-type: none"> • 53 percent of the population rely on biomass for cooking (2011) • 51 percent of the population rely on biomass for heating (2011) • 63.6 percent of the population live on degraded lands (2010) • 23 percent of the population have access to electricity • Forest cover is only 1.6 percent (2013) of total land area
Disability	
<ul style="list-style-type: none"> • Most of the blind adults can read in braille • The population of deaf children who know sign language is increasing 	<ul style="list-style-type: none"> • Only 10 people with disability are enrolled in tertiary education • Few people with disability have access to the required equipment and technology
Politics and Conflicts	
<ul style="list-style-type: none"> • Voter turnout in national elections is high at 58 percent • Adoption of Mixed Member Proportional Representation model allows multiple parties to be represented in Parliament and distribution of seats and political power is aligned with voter preference 	<ul style="list-style-type: none"> • There is limited youth representation in key political relatively structures, parliament (1) and cabinet (0) • Episodes of intra and inter party conflicts still persist after elections
Human Satisfaction and Security	
<ul style="list-style-type: none"> • 62 percent of population is satisfied with freedom of choice • Very low homelessness at 0.01 percent 	<ul style="list-style-type: none"> • 62 percent of the population feel unsafe • 23 percent of the population live in a home with a dirt, sand or dung floor • Homicide rate is high at 35.19/100,000 people (14.5 and 30.9 in Botswana and RSA) • Increasing (registered) gender-based violence, 1,572 cases in 2012/13 • Increased human trafficking • High orphanhood, 220,000 (compared to 120,000 and 160,000 in Swaziland and Botswana respectively) • 79 percent are not satisfied with local labour market • 63 percent of the population is not satisfied with health services • 69 percent of population is unhappy with their standard of living

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2.3.1

Health and HIV and AIDS

The quality of health of the population is ultimately reflected in the behaviour of life expectancy. Life expectancy dipped significantly in the last 15-20 years and is beginning to recover slightly. HDR 2014 shows that the adult mortality rate is very high at 541 for females and 583 for males per 100,000 people and much higher than SSA averages of adult mortality rates of 327 females and 372 for males. This is fuelled by high HIV and AIDS prevalence of 25 percent for people between 15 and 49 years. Lesotho now ranks second in the world in terms of HIV prevalence. Consequently, average life expectancy in Lesotho is only 41.8 years according to the BoS (2012), and 49.4 years according to the HDR (2014). These extremes are explained in part by the low number of physicians, which at 0.5 per 10,000 people, is much lower than the SSA and LDC average of 2.8 and 1.7, respectively. The picture is similar for other types of critical health human resources. Therefore, severe human resource gaps for health, in particular physicians, lack of equipment, drugstock shortages, poor referral systems and a low absorptive capacity of the resources allocated to the sector, contribute significantly to the country's poor health outcomes, given that the infrastructure for health has improved markedly in the last 3 to 5 years. The increase in non-communicable diseases is also compounding the problems in the sector

Nonetheless, progress has been made with regards to contraceptive usage (15-49 years), at 60.2 percent in 2014, up from 37 percent in 2004. Regarding condom use at last high risk sex, for males this increased from 63 percent to 77 percent, and amongst females from 65 percent to 76 percent between 2009 and 2014. Regarding child health, major improvements were made, with immunization against measles at 90 percent in 2014 compared to 71.3 percent in 2001 and under-five mortality declining from 113 to 85 per 1,000 live births.

2.3.2

Education

Adult literacy rates average 75.8 percent, which is among the highest in sub-Saharan Africa. Expected years of schooling are 11 years. These good outcomes are likely to be maintained given that there is high primary level net enrolment of 77.3 percent, though

this was a decline from 82 percent in 2000. Primary level gross enrolment showed an undesirable declining trend, registering 104.9 from a high of 127.4 percent in 2006. Crude cohort survival rate at primary school level increased from 40.9 percent in 2006 to 67.1 percent in 2013 and primary education dropout rate declined from 59 percent in 2006 to 32.9 percent in 2013. There is still much room to improve the quality of primary education by, among other means, increasing the number of qualified teachers. Currently the teacher/pupil ratio stands at 1:34 at primary level.

For Lesotho to increase its economic competitiveness it needs to build human capital and increase productivity by getting more people through secondary and relevant tertiary education. It needs more enrolment in maths and science, and in technical and vocational training. But the population that has the capability to enter such training is quite low. Tertiary enrolment is especially low for low-income households as most are not able to complete secondary school education. This is attributable to high dropout rate or to low cohort survival at secondary level, to low maths and science pass rates, to limited capacity for TVET and to slow implementation of curriculum reforms. Tellingly, even those with academic qualifications are unemployed, showing mismatches between the education system and the labour market.

2.3.3

Income, Employment and Poverty

Though income per capita is increasing every year so that Lesotho is now classified as a Low Middle Income Country by the World Bank, there are high-income inequalities as shown by Gini coefficient of 52.5. Moderate growth realised in the last 5 years has not translated in to any significant increases in employment. The Multiple Poverty Index reflects this challenging situation. The main constraints to job creation are reflected in the economic and competitiveness profile shown earlier. However, it is worth noting that the low ranking of financial sector competitiveness is reinforced by the level of Domestic Credit to the private sector which is very low, at only 22 percent of GDP (up from 12.3 in 2010). The use of child labour is still high (22 percent) and more effective strategies are required to eliminate it. The old age pension created for those over 70 years old significantly improves the welfare of the ageing population in Lesotho.

THE NATIONAL CONTEXT

2.3.4

Empowerment of Women

Improvements in women's capabilities are especially noticeable in relation to mean years of schooling, at 6.8 compared to 3.1, 3.7, and 2.9 for LHDC, SSA and LDCs respectively. Women's share of seats in Parliament increased from 17 in 2003 to 25 in 2012. Contraception prevalence (15-49), increased from 40.6 percent to 60.2 percent in 2014 and will have a positive impact on sexual and reproductive health. The female to male ratio in secondary education increased from 128 in 2001 to 137 in 2014 and there was also higher participation in tertiary education. While this is good for women's empowerment, it reflects gender disparities in favour of women. On the other hand, females are more income-dependent and therefore vulnerable to abuse. Furthermore, Lesotho is among countries with the highest maternal mortality in the world. This increased from 419 in 2001 to 1143 (620 HDR 2014) in 2011 against a global target of 90 per 100,000 live births. So, gender disparities need to be closed and effective programmes put into place to empower women to improve their livelihoods.

2.3.5

Political Participation, Human Satisfaction and Security

Political participation is one of the key human rights. This is realized through participation in voting in elections, seeking membership in political parties and structures and in having a voice in the formulation of public policy, legislation and national development programmes. Although Lesotho is a relatively young democracy, participation of those eligible to vote in national elections has been increasing and now stands at 58 percent (2012). The GEM shows that women's participation in parliament compares well with old democracies in the developed world. The stakeholders are normally consulted during the review or development of new policies and development plans, programmes and projects, but improvements can be made in terms of information dissemination and in the level of engagement of different constituencies.

One of the important indicators for deprivation of human security is homelessness, which is not very high in Lesotho. However, the small population that is homeless is comprised mainly of refugees. The

Government of Lesotho (GOL) needs to address the situation to protect their dignity and human rights. Furthermore, quality of housing in some areas is very poor as indicated earlier: 23 percent of the population live in a home with a dirt, sand or dung floor. There are pockets of 'near slums' in urban areas, some of the rented houses, especially 'malaene', are not structurally safe and sanitation facilities are inadequate. This is linked to poor monitoring and enforcement of construction and health regulations by the Government. These unsafe houses could collapse during heavy rains and strong winds.

The homicide rate in Lesotho is higher than that of neighbouring countries, RSA and Botswana, but the prison population in Lesotho is lower at 121 per 100,000 people compared to 205 in RSA and 294 in Botswana, per 100,000 people. This situation needs to be investigated as it may suggest, among other causes, huge inefficiencies within the justice system and the denial of justice for some people or that Lesotho has a more lax sentencing system compared to the two countries. It may also simply mean that people are incarcerated for many other crimes in the other two countries. Further investigations of crime in Lesotho might also uncover why perceptions of personal safety are so low, as only 38 percent of the population feel safe. With regard to human satisfaction, only 27 percent and 21 percent of the population are satisfied with the health care services and their standard of living in that order, while only 21 percent finds the local labour market serving them well and only 40 percent have trust in national government. On the positive side, 62 percent of the population is satisfied with freedom of choice.

2.3.6

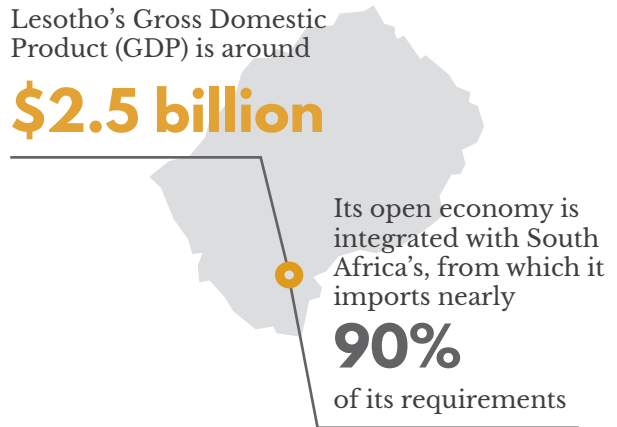
Population and Environment

Land degradation has been getting worse over time in Lesotho leading to desertification and loss of biodiversity in some areas. It has become uneconomical to grow traditional crops on these lands. However, 63 percent of Lesotho's population lives on this degraded land. There is high dependency on biomass for cooking (53 percent) and heating (51 percent) due to limited access to electricity. Access to improved sanitation is also low (49 percent), especially in rural areas. Finally, but not least, although carbon emissions are low, Lesotho is not immune from the vagaries of climate change.

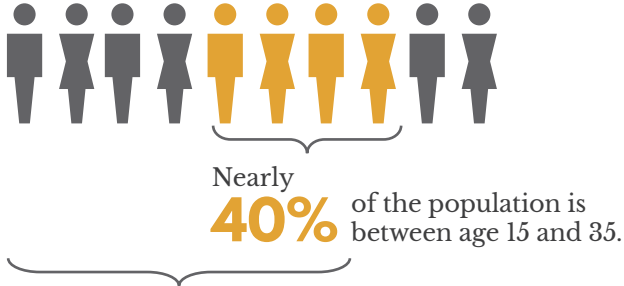
THE NATIONAL CONTEXT



THE ECONOMY



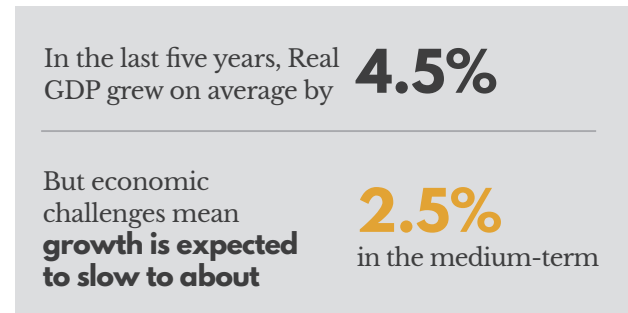
THE COUNTRY IS EXPERIENCING A YOUTH BULGE



More than **70%** of the population lives in rural areas and engages in agriculture.

ADULT LIFE EXPECTANCY IS LOW AT: **49.4 years**

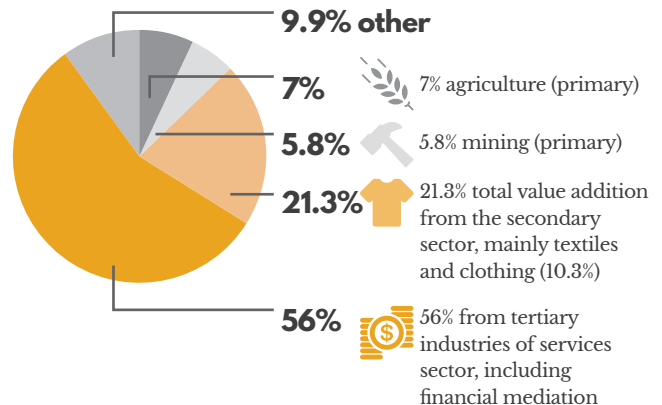
ADULT MORTALITY RATE IS HIGH AT:



Lesotho is among the top 10 most unequal countries in the world

Highest relative to GDP in sub-Saharan Africa

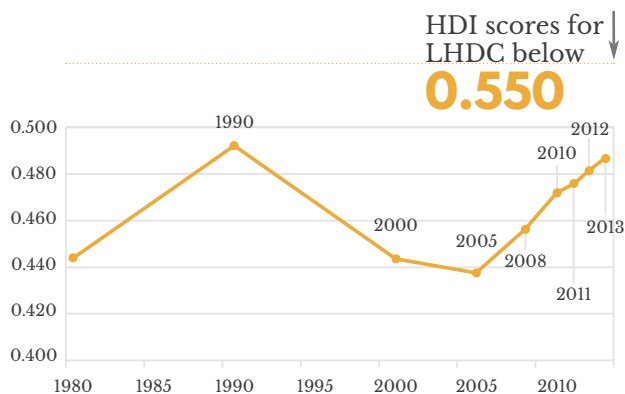
GRAPHIC: PRIMARY INDUSTRIES ACCOUNT FOR 12.8% OF THE TOTAL VALUE ADDITION



NATIONAL HUMAN DEVELOPMENT

The HDI has improved steadily, but Lesotho has not managed to move from the category of low human development countries (LHDC).

Human Development Index: Lesotho 1980 - 2013



GENDER-RELATED DEVELOPMENT INDEX (GDI)

Lesotho ranks quite high in relation to GDI, at **43 out of 187 countries**



Global female to male ratio of HDI =

0.920

Lesotho's female to male ratio of HDI **0.973** suggesting low gender disparities



In 2013, parliamentary seats occupied by women constituted **26.8%** (Comparable with very high human development countries)



Maternal mortality ratio is one of the highest in the world: **1,024 per 100,000 live births (2014)**

MULTIPLE POVERTY INDEX (MPI)





Lesotho's MPI = **0.227**
The highest among SACU countries

56.6% of the population live below national poverty line

49.5% in multiple poverty

18.2% in severe poverty

NATIONAL BALANCE SHEET OF HUMAN DEVELOPMENT

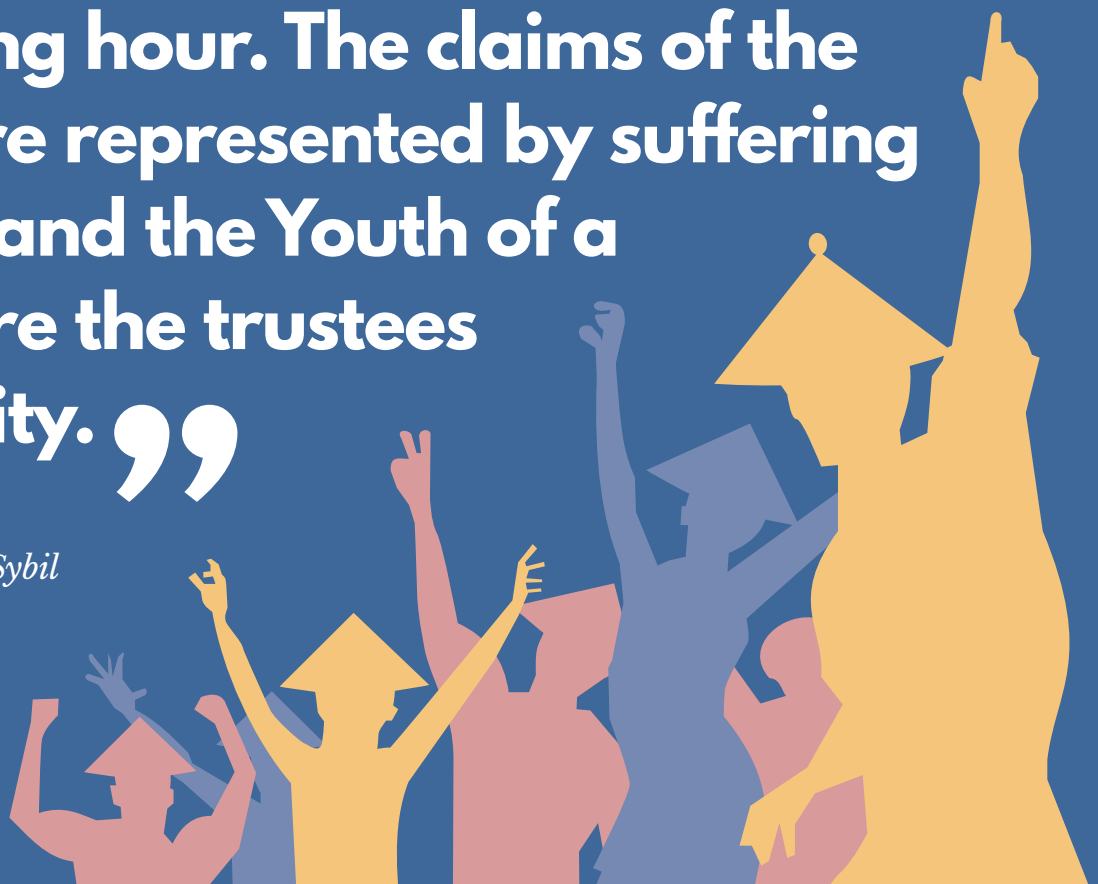
PROGRESS	DEPRIVATIONS
<ul style="list-style-type: none"> ✓ Adult ART coverage of all PLHIV increased from less than 2 percent in 2004 to 36 percent in 2014 	 <p>Health</p> <ul style="list-style-type: none"> ✗ Lesotho now ranks 2nd in the world in HIV/AIDS prevalence
<ul style="list-style-type: none"> ✓ Literacy rate is 75.8%, among the highest in Sub-Saharan Africa 	 <p>Education</p> <ul style="list-style-type: none"> ✗ 20.9% of the population (25 and above) have at least secondary education; tertiary is lower and male enrolment lags behind female
<ul style="list-style-type: none"> ✓ Carbon emissions per capita are low at 805,000 tonnes 	 <p>Environment</p> <ul style="list-style-type: none"> ✗ 53% of the population rely on biomass for cooking and 51% of for heating
<ul style="list-style-type: none"> ✓ 62% of population is satisfied with freedom of choice ✓ Very low homelessness at 0.01% 	 <p>Human Satisfaction</p> <ul style="list-style-type: none"> ✗ 62% of the population feel unsafe ✗ 79% not satisfied with the labour market ✗ 63% not satisfied with health services ✗ 69% unhappy with standard of living ✗ Only 40% have trust in national government

Youth, the Present and the Future

“

We live in an age when to be young and to be indifferent can be no longer synonymous. We must prepare for the coming hour. The claims of the Future are represented by suffering millions; and the Youth of a Nation are the trustees of Posterity.”

- Benjamin Disraeli, Sybil



YOUTH: THE PRESENT AND THE FUTURE

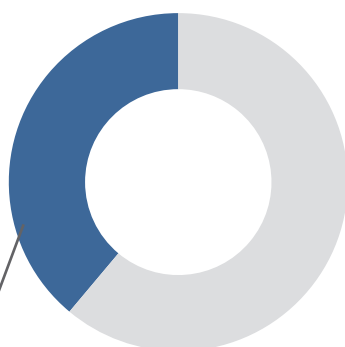
3.0

As of 2015, the youth population¹³ of the world has swelled to 1.8 billion;¹⁴ nearly 200 million of which live in Africa. Over 35 percent of the African population is between the ages of 15 and 35 years with 10 million youth being added to the labour market each year. Africa is justifiably known as the world's most youthful continent. UN Secretary-General Ban Ki-moon has noted, 'One of Africa's greatest untapped resources is its young people'.

GRAPHIC: LESOTHO'S YOUTH

38.9%

of the population
is aged 15 to 35



Total number
of youth = **754,468**

Nowhere is this truer than in Lesotho, where nearly 40 percent of the population is under 35. Lesotho's youth is the present and the future of the country, and carries an immense capacity to alter the country's growth trajectory. The NHDR builds upon several international and regional declarations on youth including the 1995 World Programme of Action to the year 2000 and Beyond (WPAY); the Commonwealth Plan of Action for Youth Empowerment 2007-2015; the African Union Declaration of the Decade of the Youth 2009-2018 and its plan of action and the Secretary General of the United Nations Five-Year Action Agenda (2012). These international programmes resonate with youth policy and Lesotho's development agenda particularly

in relation to youth and human development. The NHDR explores strategies to harness their energy, power, intellect, labour and ingenuity in efforts aimed at addressing Lesotho's development objectives through their active participation.

The post-2015 development agenda recognizes the contribution that the youth can make in achieving the 'future we want'. Identifying the most pressing needs of the youth and listening to their aspirations are central to the process of sustainable development. At the same time, young people are rights holders and an invaluable natural resource. Their participation in the shaping of sustainable development policies ensures the relevance and impact of those policies. The involvement of young people as equals in the process of developing and implementing the post-2015 development agenda is critical to its success.

3.1

Youth Development Index

Determining the level of youth participation in development has become even more critical as more countries experience youth bulges and the young generation shows impatience with its low economic, social and political engagement and participation. Youth development is defined as 'enhancing the status of young people, empowering them to build on their competencies and capabilities for life. It will enable them to contribute and benefit from a politically stable, economically viable, and legally supportive environment, ensuring their full participation as active citizens in their countries' (Youth Development Index (YDI) Results Report 2013, Commonwealth Secretariat).

The Youth Development Index examines youth development in five domains: health, education, employment, civic participation and political participation. The Youth Development Index is a composite index with 15 indicators under the five core human development areas as indicated in Table 13. The youth cohort in this context covers ages 15 to 29 years.

¹³ Globally, the term 'youth' refers to persons between 15-24 years. However, in Africa, per the AU definition, youth are aged between 15 and 35 years.

¹⁴ The Power of 1.8 Billion: Adolescents, Youth and the Transformation of the Future, UNFPA, 2014

YOUTH: THE PRESENT AND THE FUTURE

Table 13: Youth Development Index – Lesotho and Commonwealth Ranking

Human Development Domain	Overall Score (weight of score)	Commonwealth Ranking
<i>Youth Development Index</i>	0.52	33/51
Education - Mean years of schooling - Education spending as share of GDP - Youth literacy	0.688 (28%)	32
Health and Wellbeing - Youth mortality rate - Cannabis use - Teenage pregnancy rates - HIV prevalence - Tobacco use	0.224 (28%)	54
Employment - Youth unemployment - Youth unemployment ratio	0.683 (28%)	22
Political Participation - Youth policies and representation - Voter education - Youth ability to express political views	0.583 (8%)	14
Civic Participation - Youth volunteering rate - Percentage of youth who help strangers	0.336 (8%)	21

Source: The Commonwealth, Youth Development Index, Results Report September 2013

YOUTH: THE PRESENT AND THE FUTURE

Even though youth in Lesotho is the population that is between 15 and 35 years old, the scores and the related analysis provide useful information for policy-making. In the Commonwealth, Lesotho is the third country in terms of its large share of youth. The scores also show that Lesotho is performing relatively well in the education and employment domain. The scores on civic participation and health are significantly below the median point (0.5). The country is the worst performer in the Commonwealth in relation to youth health outcomes.

3.2

Leveraging the Power of Youth to Promote Human Development

The growing appreciation of the power of youth within the development process is the genesis of Lesotho's second NHDR.¹⁵ Lesotho's national policy framework, its Vision 2020 and the National Strategic Development Plan (NSDP) all regard youth as a central, dynamic force that must be included in every level of economic policy development. Lesotho's government has already achieved important milestones toward greater youth inclusion in public policy. These achievements include the formation of a National Youth Policy, the establishment of the National Youth Council Act and its accompanying regulations. The main purpose of the National Youth Council is for it to serve as an advisory body to the Government.

Nevertheless, there exists a wide gap between what is articulated at the policy level and the everyday realities of Lesotho's young people. Young people across the country have expressed an interest in being more actively involved in addressing societal and economic challenges. For this reason, Lesotho's NHDR focuses on 'leveraging the power of youth to promote human development'. By harnessing the energy, talents and resourcefulness of the nation's youth, the Kingdom of Lesotho plans to accelerate human development on a national scale.

3.3

Defining Youth in Lesotho

This report defines 'youth' as people living in Lesotho who are between 15 and 35 years of age. This definition reflects the demographic definition of youth used by the Government of Lesotho (GOL), which is in line with the African Youth Charter. The National Youth Policy further segments youth into three sub-groups: (1) 12-15 years are developing youth; (2) 15- 25 years are well-developed youth; and (3) 25-35 years are young adults.

In contrast, the United Nations defines youth as individuals between 15-24 years old. Under this definition, youth refers to the span of years in which people are not yet productive citizens, but are actively developing skills and knowledge in order to contribute to the economic, political and social spheres of life. The World Bank defines youth as the years between 12 and 24 years and argues that these are the critical years for learning and skills acquisition.

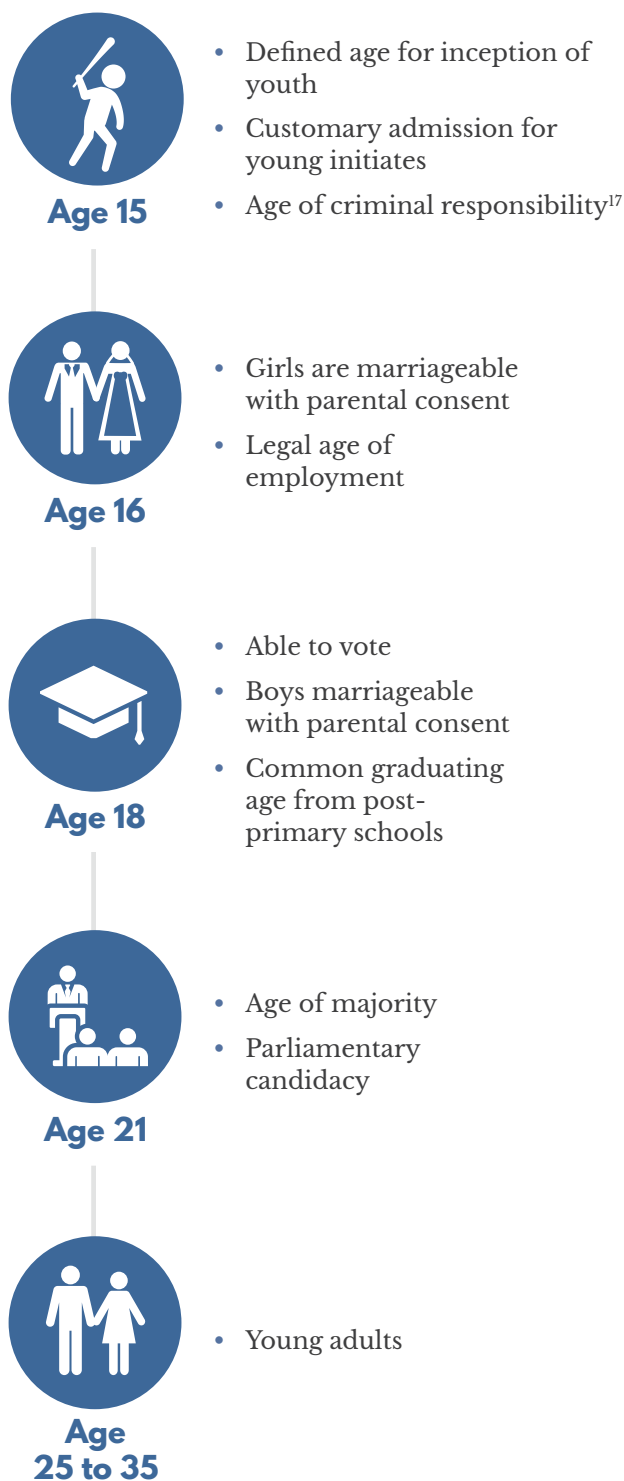
An assumption implied by age spans is that major processes in the transition from youth to adulthood take place within specified age limits. However, particularly in law, there are institutionalised filters that offer different perspectives on age. These include the age of majority, the voting age, and the age of sexual debut, the minimum employment age, the age of consent to marriage and standing for public office. These legal rights enable the assumption of adult duties and liberties at various ages.

The age of majority is broadly defined as the legal age at which an individual may enter into contracts or legal relationships. The age of majority in Lesotho's civil law is 21 years, as established by the Majority Ordinance of 1829.¹⁶ The voting age, according to Lesotho's electoral law, is 18 years. This is also the age of consent to marriage and eligibility to stand for public office, whilst the legal age of employment is 16 years. Table 14 shows the varying milestones identified in Lesotho.

¹⁵ Lesotho's first NHDR in 2006 focused on The Challenges of HIV and AIDS, Poverty and Food Insecurity ¹⁶ Sloth-Nielson, undated

YOUTH: THE PRESENT AND THE FUTURE

Table 14: A Snapshot of Important Transition Periods for Youth in Lesotho



Socio-political approaches to the definition of youth introduce two key elements: the first looks at youth as a process and the second, looks at youth in the context of power relations, citizenship and social-exclusion. The first approach entails an analysis of the transition from childhood to adulthood.

These typically include:

- (i) Going to school, completing tertiary education and attaining the basic skills and knowledge to become a fully productive and responsible adult
- (ii) Fulfilling certain social responsibilities such as forming one's own family and perhaps bringing up the next generation of children
- (iii) Becoming a citizen¹⁸
- (iv) In some cultures, enacting the passage of initiation into adulthood
- (v) Experiencing the gendered differences between men and women in their transitions to adulthood¹⁹

The second approach focuses on the ways in which society is hierarchically ordered with regard to age.²⁰ This inferior status of youth is also linked to their experiences of social exclusion, their increased vulnerability due to limited social and economic power and incomplete enjoyment of citizenship's rights and entitlements.

3.4 Youth Demographics

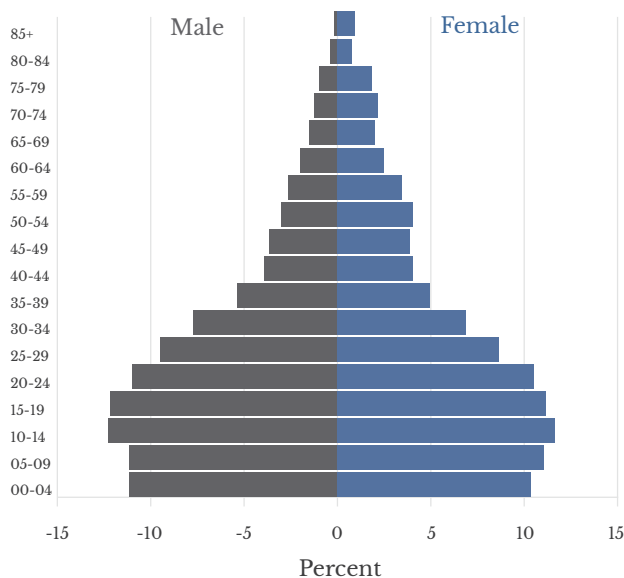
Lesotho has a largely young and predominantly rural population. The vast majority of Lesotho's population live in the countryside: of 1,894,194 people, 72.9 percent live in rural areas and 27.1 percent live in urban areas.²¹ The urban-rural divide in Lesotho has been one of the major causes of inequity in development opportunities in the country. This is particularly pronounced in the analysis of youth statistics throughout this report. The

¹⁷ Penal Code Act, 2010 ¹⁸ Wyn and White, 1997 ¹⁹ Nandigiri, 2013 ²⁰ Nandigiri, 2013; Wyn and White, 1997

²¹ As per the Lesotho Demographic Survey, 2011 published by the Bureau of Statistics in 2012.

YOUTH: THE PRESENT AND THE FUTURE

Figure 4: Lesotho's Population Pyramid Source: BoS



gender ratio of the entire population is 97 males to 100 females. However, these gender ratios vary significantly between urban and rural areas. In urban areas, females significantly outnumber males. There is a ratio of 87 urban males to 100 urban females. In contrast, males slightly outnumber females in rural areas; the ratio is 101 rural males to 100 rural females. Consistent with a large youth population, Lesotho's age population structure is pyramidal as indicated in Figure 4.

Lesotho has a demographically young population wherein 38.9 percent of Lesotho's population comprise youth (persons aged 15-35 years). This translates to a total youth population of 754,468.²² In other words, Lesotho is experiencing a 'youth bulge'; a situation where the youth comprise more than 20 percent of the total population.²³ Projections indicate the youth bulge is expected to peak at 40.8 percent in 2015 and fall to 39.3 percent in 2025.²⁴ The overall population of Lesotho is expected to increase to 1,924,381 in 2015 and 2,026,042 in 2025.²⁵ The youth population in Lesotho is expected to increase to 786,245 in 2015 and 796,365 in 2025.

According to demographic transition theory, youth bulges form when a country goes through a phase of declining infant mortality rates, whilst fertility is still high.²⁶ When this happens, the top of the population pyramid gets narrower while the base of the pyramid (representing younger citizens) expands.

GRAPHIC: YOUTH PROJECTIONS

Lesotho's youth bulge will peak at **40.8%** in **2015**

Then drop to **39.3%** in **2025**

GRAPHIC: DEMOGRAPHIC DIVIDEND, OR BOMB?

The youth bulge presents Lesotho with certain opportunities and risks.



OPPORTUNITY
'Demographic dividend'

The opportunity for rapid economic growth and poverty reduction due to the energy and productivity of a great many young people.



RISK
'Demographic bomb'

If the expanded labour force is not absorbed, the youth bulge can lead to an economic disaster with potential for widespread hunger, unemployment and instability – to which youth are more vulnerable.

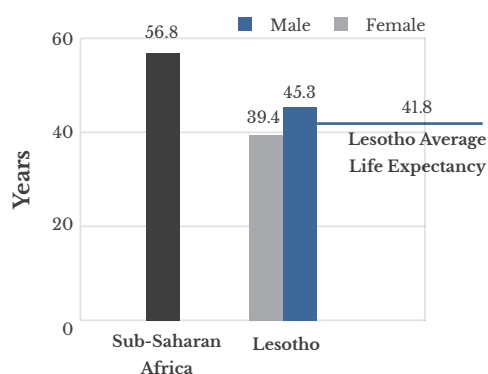
²² BoS, 2012 ²³ UNDP, 2010 ²⁴ BoS, 2012 ²⁵ BoS, 2009 ²⁶ Drummond et al., 2014 ²⁷ Bloom, 2012

YOUTH: THE PRESENT AND THE FUTURE

The youth bulge presents Lesotho with both opportunities and risks. The opportunities are referred to as a 'demographic dividend'; a window of opportunity during which a country may experience rapid economic growth and poverty reduction as a result of the energy and productivity of a large number of young people.²⁷ Based on the economic capacity to create jobs, a youth bulge may result in a reduction of dependency ratio and increase per capital income. Conversely, an economic inability to absorb the expanded labour force would transform the youth bulge into a 'demographic bomb' – an economic disaster with potential for widespread hunger, unemployment and instability. In the 'demographic bomb' scenario, the youth are much more vulnerable to shocks, which in turn potentiates even greater economic, social and political challenges.

Demographic dividends do not occur automatically or spontaneously. They must be carefully planned and built into development policies. The existence of a bulge therefore represents only latent potential.²⁸ To leverage this potential, investments are typically required in four areas: education, health, employment, and the encouragement of youth participation in governance. Combined with a demographically young population, Lesotho has a low life expectancy. Males in Lesotho have a life expectancy of 39.4 years whereas females have a life expectancy of 45.3 years.²⁹ At just 41.8 years, Lesotho's average life expectancy is much lower than the average life expectancy of sub-Saharan Africa which stands at 56.8 years.³⁰ It is also lower than that of low human development countries, which stands at 59.4 years.

GRAPHIC: LIFE EXPECTANCY



The lower life expectancy in Lesotho is in large part due to the high prevalence of HIV and AIDS. Lesotho has the second highest prevalence rate of HIV and AIDS in the world. Among adults aged between 15 and 49 years in Lesotho, 25 percent are HIV-positive. The prevalence among young women (15-24 years) is significantly higher than the prevalence among young men. In the age group 15-29 years, over 60 percent of HIV-positive individuals are female. There are 128 new HIV infections in young women (15-29 years) per week. The high prevalence of HIV has had a devastating impact on family, education, the workforce and the most productive years of a person's life. The resulting low life expectancy is a major source of human development deprivation in Lesotho.

3.5

Youth and Lesotho's Development Policies

In recent years, Lesotho's development strategies have been greatly influenced by three documents: Lesotho's Vision 2020;³¹ National Strategic Development Plan (2012-2017) and the National Youth Policy. All three documents have, implicitly or explicitly, recognized the importance of youth as drivers and beneficiaries in development. In the year 2000, Lesotho, along with 188 other countries, committed itself to the realisation of the Millennium Development Goals (MDG) by 2015. With one year to go, Lesotho has performed well in only two of the eight MDGs.

It is on track to achieve universal primary education (MDG 2) as well as in promoting gender equality and empowering women (MDG 3). Lesotho is unlikely to meet the MDGs relating to eradicating poverty and hunger (MDG 1), reducing infant mortality (MDG 4), improving maternal health (MDG 5), combating HIV and tuberculosis (MDG 6) and ensuring environmental sustainability (MDG 7). The slow progress on MDGs 1, 4, 5, 6 and 7 negatively impact Lesotho's youth since they define the environment in which the youth grow, are educated and develop.

²⁸ Drummond et al., 2014 ²⁹ BoS, 2012 (HDR 2014 estimates life expectancy at 49.5) ³⁰ UNDP, 2014

³¹ Lesotho's Vision 2020 states that: 'By the Year 2020, Lesotho shall be a stable democracy, a united and prosperous nation at peace with itself and its neighbours. It shall have a healthy and well-developed resource base. Its economy will be strong; its environment well-managed and its technology well-established.'

YOUTH: THE PRESENT AND THE FUTURE

Even for those in optimal living conditions, youth is a challenging stage of life. By its very nature, youth is a period of great excitement as well as one of inherent vulnerability. Youthful behaviour is often impulsive, energetic, and risk-taking. Given the severity of the HIV/AIDS pandemic in Lesotho and widespread unemployment, the country has a particular challenge to help its youth manage this transitional stage to adulthood safely and productively. Development policies aim to leverage youth as positive agents of change whose energies and abilities can be channelled for development, locally, nationally and internationally. Accordingly, the National Strategic Development Plan (NSDP) indicates that youth should be given an opportunity to participate in its implementation across all of the six pillars.

In 2003, the Government of Lesotho (GoL) adopted the National Youth Policy and in 2008 passed the National Youth Council Act. Both are very important instruments in the endeavour to meet the aspirations of the youth.

The National Youth Policy provides a framework for tapping the youth potential, energy and creative drive to make a meaningful contribution in economic and social development. It further addresses the concerns and issues pertaining to youth development and engagement. The passage of the National Youth Council Act in 2008, the National Youth Council Regulations in 2009 and the election the District and National Councils are major developments in encouraging youth participation in governance.

GRAPHIC: SIX PILLARS OF THE LESOTHO NSDP:

1.  Pursue employment-creating economic growth
2.  Develop infrastructure
3.  Enhance skills, technology adoption, innovation
4.  Improve health, combat HIV, reduce social vulnerability
5.  Reverse environmental damage, adapt to climate change
6.  Promote peace, democracy and effective institutions

GRAPHIC: LESOTHO AND THE MDGS

Lesotho is on track to meet



MDG 2:
Universal
primary
education



MDG 3:
Promoting
gender equality
and empowering
women

Lesotho is unlikely to meet



MDG 1:
Eradicating
poverty
and hunger



MDG 4:
Reducing
infant
mortality



MDG 5:
Improving
maternal
health



MDG 6:
Combating
HIV and
Tuberculosis



MDG 7:
Ensuring
environmental
sustainability

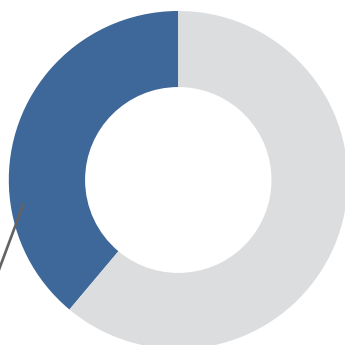
YOUTH: THE PRESENT AND THE FUTURE

The post-2015 development agenda recognises the contribution youth can make in achieving the ‘future we want’.

IN LESOTHO:

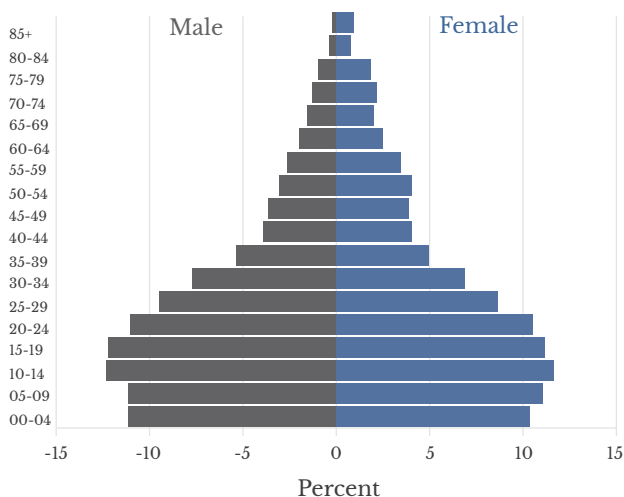
38.9%

of the population is aged 15 to 35



Total number of youth = **754,468**

LESOTHO'S POPULATION PYRAMID



LESOTHO'S YOUTH BULGE

Youth bulge...

A situation where youth comprise **more than 20%** of the total population.

PROJECTIONS SHOW THAT:

Lesotho's youth bulge will peak at **40.8%** in **2015**

Then drop to **39.3%** in **2025**

DEMOGRAPHIC DIVIDEND, OR BOMB?

The youth bulge presents Lesotho with certain opportunities and risks.



OPPORTUNITY
'Demographic dividend'

The opportunity for rapid economic growth and poverty reduction due to the energy and productivity of a great many young people.



RISK
'Demographic bomb'

If the expanded labour force is not absorbed, the youth bulge can lead to an economic disaster with potential for widespread hunger, unemployment and instability – to which youth are more vulnerable.

THEREFORE LESOTHO'S NHDR FOCUSES ON:

'Leveraging the power of youth to promote human development.'

Harnessing the energy, talent and resourcefulness of youth will help improve the country's growth.

TRANSITION PERIODS FOR YOUTH IN LESOTHO



Age 15

- Defined age for inception of youth
- Customary admission for young initiates
- Age of criminal responsibility



Age 16

- Girls are marriageable with parental consent
- Legal age of employment



Age 18

- Able to vote
- Boys marriageable with parental consent
- Common graduating age from post-primary schools



Age 21

- Age of majority
- Parliamentary candidacy



Age 25 to 35

- Young adults

YOUTH AND DEVELOPMENT POLICIES

In recent years, Lesotho has been greatly influenced by three documents that recognise the importance of youth as drivers and beneficiaries in development:



Lesotho's Vision 2020



National Strategic Development Plan (2012-2017)



National Youth Policy

GOVERNMENT MILESTONES INCLUDE:

- National Youth Policy, 2003
- Establishment of National Youth Council Act, 2008
- National Youth Council Regulations, 2009

THE NATIONAL STRATEGIC DEVELOPMENT PLAN (NSDP) SAYS YOUTH SHOULD PARTICIPATE IN ITS OBJECTIVES TO:



Pursue employment-creating economic growth



Develop infrastructure



Enhance skills, technology adoption, innovation



Improve health, combat HIV, reduce social vulnerability



Reverse environmental damage, adapt to climate change



Promote peace, democracy and effective institutions

Youth and Health

“

Prevention is cheaper
than treatment”



Summary

Stemming the tide on HIV and AIDS, reversing high maternal mortality and non-communicable diseases

The country score on youth health and wellbeing is 0.224, the lowest amongst the Commonwealth countries (CWC). Major challenges to address include a high prevalence of HIV and AIDS as well as tuberculosis (TB) and sexually transmitted infections (STIs). These are mainly fuelled by slow behaviour changes in risky practices such as:

- Inconsistent use of condoms
- Uncovered population (64 percent) requiring antiretroviral therapy (ART)
- Food insecurity (39 percent)
- Poor nutrition
- High maternal/adolescent mortality (19 percent) linked to premature sex and marriage
- High teenage pregnancy
- Unsafe and illegal termination of pregnancy
- Unmet needs for family planning
- High alcohol and illicit substance abuse leading to increasing mental- and alcohol-related diseases

Other contributing factors to this low score include poor access to information and detection services for cancer and other non-communicable diseases, as well as limited access to assistive technology for youth with disabilities.

Policy recommendations

- Develop and facilitate the implementation of a comprehensive and integrated HIV and AIDS youth strategy. This strategy is to follow best practice, be highly efficient and correctly target the different youth groups, especially adolescents, the LGBT community and those with disabilities.
- Improve adolescent education on sexual and reproductive health and rights, scale up adolescent health centres and provide access to contraception.
- Adopt effective strategies to combat maternal and child mortality rates.
- Intensify nutrition education and household food programmes.
- Promote physical exercise and diverse sporting codes.
- Improve knowledge and coverage of services for early detection of cancer, diabetes, high blood pressure and other non-communicable diseases.
- Improve professional capacity and access to mental health and psycho-social services.

Global health threats such as Ebola and Evian flu should also remain on the National Health System's radar.

YOUTH AND HEALTH

4.0

The potential to live a long and healthy life is the most fundamental right. Young people who are healthy are able to contribute to their own wellbeing as well as that of their communities and societies. While the youth of any population can reasonably be expected to be the healthiest age group within any society, behavioural risks can alter this situation considerably. In Lesotho, both prevalence of disease among youth and high youth mortality rates reflect a multiplicity of factors, which will be addressed in this chapter. These factors include: poor health care, poor access and quality of health service, lack of education concerning safe sex, poor sanitation, multiple concurrent sexual partners and a culture of silence around sexual health.

A holistic approach is required to address these factors in order to halt and reverse the very high mortality and morbidity rates amongst the youth in Lesotho. Box 1 discusses the implications of the various indices that measure Human Development and what they reveal about youth health in Lesotho.

Against this background, the analysis of disease prevalence among youth in this chapter focuses on MDG 5 and MDG 6. The target of MDG 5 is to improve maternal health by reducing by three-quarters the maternal mortality ratio from the 1990 baseline and achieving universal reproductive health by 2015. The target of MDG 6 is to halt and begin to reverse the spread of HIV/AIDS, malaria and tuberculosis. In addition sexual and reproductive health and substance abuse are also discussed in this chapter.

The section below presents the risk factors that compromise the health of youth. In particular, the areas of HIV, tuberculosis, maternal mortality, reproductive health, disability, mental health and substance abuse are discussed.

GRAPHIC: YDI



Lesotho Scores **0.52** on Youth Development Index (YDI)

but only **0.224** on health, the lowest score among Commonwealth countries

GRAPHIC: AIDS PREVALENCE

OF THE POPULATION AGED 15-49:



24.6% have HIV/AIDS

The prevalence increases with age and peaks in the **35-39** year age group for women, and in the **40-44** year age group for men

GRAPHIC: HIV DRIVERS AND VULNERABILITIES

THE MOST VULNERABLE YOUTH GROUPS TO HIV INFECTION ARE:



Economically dependent or poverty-stricken



Married: There is a higher prevalence of HIV/AIDS among married men and women.

+ PLUS, HIV OFTEN COHABITS WITH:

- **Tuberculosis (74%)**. Lesotho is among the 15 countries in the world with the highest TB prevalence.
- **Sexually transmitted diseases (47.9%)**, which also constitute an epidemic in Lesotho.

YOUTH AND HEALTH

BOX 1: HUMAN DEVELOPMENT INDICES AND YOUTH HEALTH IN LESOTHO

THE HUMAN DEVELOPMENT INDEX: Lesotho's performance on the health dimension contributed the least to the country's HDI. This indicates that health care should be the highest policy priority for improving the wellness and access to health services in the country.

THE YOUTH DEVELOPMENT INDEX (15-29 YEARS): Lesotho scores 0.52 on YDI and only 0.224 on health, the lowest score among Commonwealth countries.

THE SURVIVORSHIP INDEX: This is used as the proxy measure of youth health. Lesotho's survivorship index is very low and reflects a high youth mortality rate, on account of high prevalence of HIV and AIDS as well as high rates of co-infection with TB.

THE MULTIDIMENSIONAL POVERTY INDEX: The Multidimensional Poverty Index indicates that lack of sanitation is among the top four deprivations among the youth in Lesotho. Clearly, lack of sanitation contributes to the spread of disease and ill health.

THE GENDER INEQUALITY INDEX: The maternal mortality rate of 1,024 deaths/100,000 live births is extremely high. This calls for urgent improvements to pre- and post-natal care, effective outreach to address deleterious practices around pregnancy and better medical care and equipment for childbirth.

THE YOUTH VULNERABILITY INDEX: HIV and AIDS prevalence, smoking and drinking stand out among the top four causes of vulnerability among the youth in Lesotho.

4.1

Health and HIV and AIDS

Lesotho has the second highest HIV/AIDS prevalence in the world. According to the latest LDHS (2014), 24.6 percent of those aged 15 to 49 in Lesotho are either HIV positive or have AIDS. The country is making slow progress on this MDG pertaining to halting and reversal of the prevalence of HIV and AIDS.³²

“

Lesotho has the second highest HIV/AIDS prevalence in the world.

”

4.1.1 HIV Incidence and Prevalence

Within the youth sector, the prevalence of HIV increases with age. The rates of HIV incidence across age and gender cohorts is displayed in Figure 5. As the chart shows, the prevalence of HIV is relatively low in the 15-19 age group at 4.8 percent for young men and 5.4 percent for young women. However, in the 20-24 age group, the HIV rate for women jumps to 21.5 percent. In contrast, men aged 20-24 have a much lower prevalence of HIV at 7.5 percent. In the next age bracket, between 25 and 29 years, the HIV rate for males climbs rapidly to 17.9 percent. The prevalence of HIV among youth peaks in the 30-34 year age group for both young women (44.9 percent positive) and young men (27.5 percent positive).

This sharp increase is probably due to long incubation periods and delayed testing amongst the youth. The primary mode of transmission of HIV through Lesotho's population is through multiple and concurrent partners.³³ This much higher prevalence

³² MDG Status Report, Kingdom of Lesotho, 2014 ³³ UNGASS, 2012

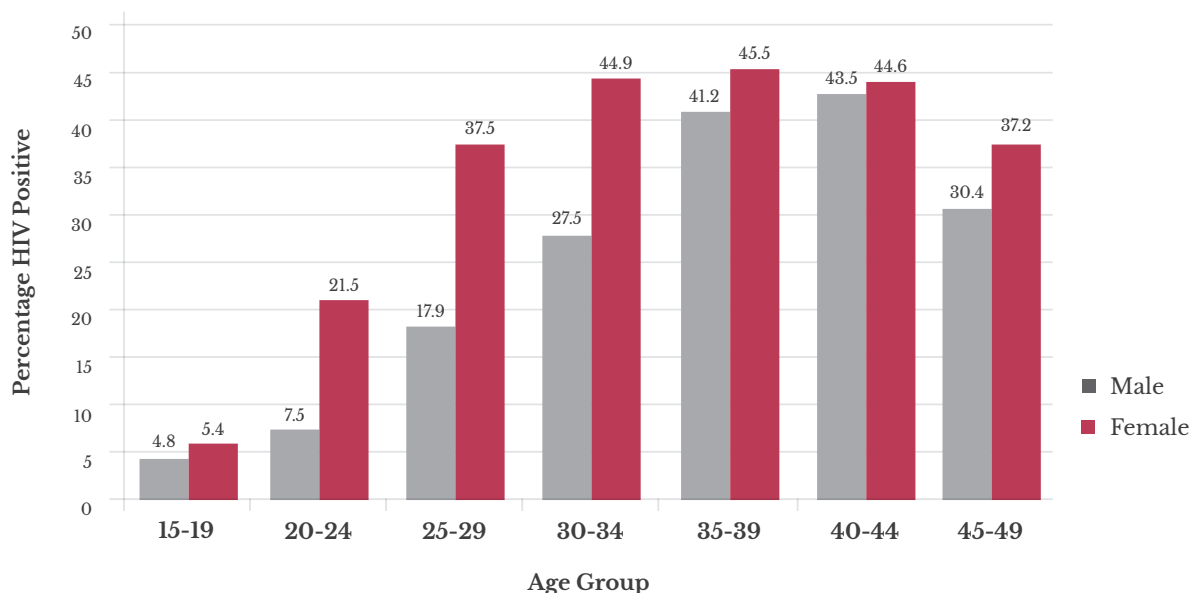
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in the 30-44 age group does not necessarily mean that people in this age band contracted HIV in their 30s. It may include a large number of 30 years olds who contracted HIV while in their teens and 20s, but who were unaware of their HIV status until they were tested in their 30s. Nevertheless, just under half of those in their thirties and early fourties in Lesotho are HIV-positive or suffering from AIDS.

4.1.2 HIV and AIDS and Marriage

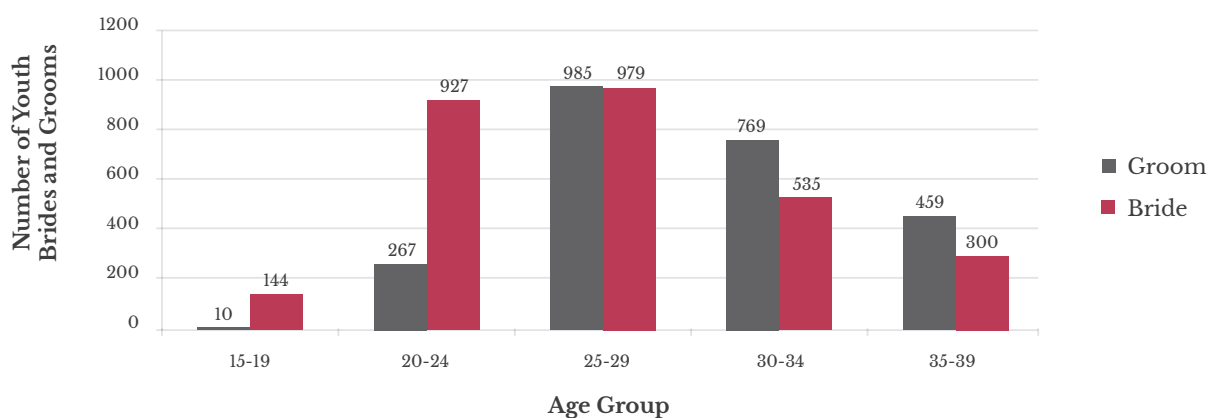
There is a higher prevalence of HIV/AIDS among married men and women than their unmarried counterparts. To understand this issue further, some background on marriage customs in Lesotho is helpful. Marriage in Lesotho is governed by both customary

Figure 5: Prevalence of HIV by Age and Sex, 2014



Source: LDHS, 2014

Figure 6: Age Distribution of Youth Brides and Grooms who Married in 2011



Source: BoS, 2013

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and civil law. The legal age of marriage in Lesotho is 18 years for boys and 16 years for girls. Under Lesotho's civil law, marriage by persons under the age of 18 years is only permissible upon consent of the parents. Under customary law, a marriage is valid upon payment or partial payment of dowry by the family of groom to the family of the bride.

Traditional marriages are conducted according to customary law. In this type of marriage, the family of the groom pays dowry, 'bohali', which is paid either factually or symbolically in cattle. It is more or less the norm that six head of cattle indicate serious intent to get married. In Sesotho this is called 'ho phetha hlooho' which literally means that the groom has 'acquired the head of the bride'. The families then engage in further negotiations to complete the dowry. In modern times, cattle have often been replaced with money, which is then symbolically converted to cattle.

Civil marriages are carried out by an authorised officer (usually a clergyman or the District Administrator) who then proffers a marriage certificate. Whilst both forms are taken to be equally valid before the law, in many cases married couples first go through the traditional marriage and then through the civil marriage, though

cases of going through the process in the reverse order are also quite common. Statistics on the number of marriages that took place in 2011 indicate that a total of 3,188 individuals got married in that year. The age distribution of young men and young women who got married in that year is presented in Figure 6.

The data presented in Figure 6 indicates that the modal age of marriage for both young men and young women is between 25 and 29 years. The data further indicates that significantly more women than men married in the years preceding the modal age group whilst significantly more men than women married after the modal age group. This is in part explained by the societal pressure placed on women to get married before the age of 30, after which they are often referred to as 'mafetoa' – which means 'women who have significantly passed age for marriage'.

The two age groups in which there is a significant increase in the incidence of HIV overlap with the modal age-groups at which men and women get married. This raises the question of the association between these age bands, marriage and HIV incidence. This association was explored in the Lesotho Demographic Health Survey 2014 and the results are indicated in Figure 7.

Figure 7: HIV Prevalence by Marital Status in Lesotho among Females and Males, Age 15-49, 2014



Source: LDHS, 2014

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The statistics presented in Figure 7 are not age disaggregated. Nevertheless, these statistics imply a correlation between marriage and HIV incidence. Among individuals who never married, the incidence of HIV is 8.7 percent among men and 16.1 percent among women. Among individuals who have been married, the incidence is significantly higher. Of all men currently married or living with their partners, 29.6 percent are HIV positive. Of all women currently married or living with their partners, 31 percent are HIV positive.

The prevalence of HIV rises dramatically to 48.6 percent among women who are divorced or separated, and 43.3 percent among divorced/separated men. However, the highest incidence of HIV in the population is among women who have survived their husbands. 67.9 percent of widows in Lesotho are HIV positive. Widowers also have a high incidence of HIV at 49.3 percent, but this is considerably lower than that of women.

According to the LDHS (2014), the prevalence of HIV among youth aged 15-24 is lowest among both men and women who have never been married (unmarried women: 8.9 percent prevalence; unmarried men: 5.5 percent prevalence) and is highest among divorced/separated/widowed women (44.6 percent). The survey sample size for divorced/separated/widowed men

was based on fewer than 25 unweighted cases and was therefore suppressed.

4.1.3 Drivers of the HIV/AIDS Epidemic in Lesotho

Numerous drivers of the HIV/AIDS epidemic have been identified. These drivers can be categorised into biomedical, behavioural, social and structural factors. However, the analysis will focus on multiple concurrent partnerships, inconsistent use of condoms, poverty and risky behaviour that includes commercial, transactional and intergenerational sex as the most relevant to youth. New infections (48.5 percent) are likely to come from individuals with one sex partner.³⁴ It was estimated that their partners would contribute approximately 21.5 percent. Multiple concurrent partnerships would lead to 23.75 percent of new infections. The contribution of sex workers was estimated at 0.5 percent, while their clients will contribute up to 1.7 percent of new infections. Almost 3-4 percent of new infections come from men who have sex with men (MSM) and their female partners.³⁵ No infections were expected to come through blood transfusion.

Table 15: Drivers of the HIV and AIDS Epidemic

Biomedical	Behavioural	Social	Structural
<ul style="list-style-type: none"> - Low levels of safe male medical circumcision (MMC) - Presence of STIs - Early age of sexual debut among young females. - High viral load levels 	<ul style="list-style-type: none"> - Low, incorrect and inconsistent condom use - Multiple and concurrent partnerships - Alcohol and drug abuse - Low perception of personal risks to HIV infection 	<ul style="list-style-type: none"> - Peer pressure. - Intergenerational sex - Transactional sex - Male dominated gender norms - Sexual and gender-based violence 	<ul style="list-style-type: none"> - Gender inequality - Income disparities - Poverty - Food insecurity - Erosion of traditional values - Mobility and migration

Source: Review of the HIV and AIDS Strategic Plan 2011/12-2015/16, 2013

³⁴LDHS, 2009 ³⁵Ibid ³⁶ Lesotho (2012): HIV/AIDS TRaC Study Evaluating HIV Counseling and Testing Uptake, Consistent Condom Use, and Concurrent Sexual Partnerships among Men and Women aged 15 to 35 years in Lesotho

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Multiple and Concurrent Sexual Partners

A national study undertaken by Population Services International (PSI), Lesotho (2012)³⁶ using a nationally representative sample of 1810 individuals, indicates that 33.8 percent of youths (15-35 years old) reported having multiple concurrent sexual partnerships. This was much more common among men. Fifty-seven percent of young men reported multiple concurrent sexual partnerships while 15.5 percent of women did so. This data is consistent with the PSI (2012) finding that greater numbers of men have concurrent sexual partnerships than women across all age groups. These findings are also consistent with data from the Lesotho Demographic Health survey as presented below.

Table 16: Multiple Sexual Partners, Men and Women in the past 12 months, 2014

Percentage who had 2+ Partners in the Past 12 Months

AGE GROUP	MALE	FEMALE
15-19	15.3%	2.9%
20-24	31.8%	7.6%
25-29	38.5%	8.1%
30-39	30.7%	8.6%
40-49	21.2%	5.6%

Source: LDHS, 2014

There is a progressive increase in concurrent sexual partnerships throughout the 15- 29 age span among men and 15-39 among women. This is followed by a decline in concurrent sexual relationships in the 30-49 age span among men, and in the 40-49 age span among women. Concurrency of sexual partnerships was highest amongst people who were married or living together (31.1 percent among men and 7.1 percent among women).³⁷ Amongst women who were never married, concurrency of sexual partnerships was only 5.6 percent as against 23.5 percent among men who never married. The contexts in which concurrent sexual partnerships take place impact the spread of STIs and HIV/AIDS. Concurrent sexual partnerships take place in a variety of high-risk contexts that include:

- (i) Commercial sex work or prostitution;
- (ii) transactional sex which can be defined as ‘... the exchange of gifts (material, monetary) for sex, framed outside prostitution or sex work by those who participate in the exchange;³⁸
- (iii) polygamy;
- (iv) extra-marital relationships; and
- (v) casual sex or swinging (locally termed ‘mopenyo’ in the local youth vernacular which literally means ‘a way of squeezing’).

While the family-based ‘respectable’ morality of Basotho culture is to frown on promiscuity, especially for females, analysis of online and informal conversations by young women reveal a youth norm of discussing sexual partners. In focus group discussions and in virtual platforms/internet networks, Lesotho youth used the metaphor of a blanket to describe different relationship types. Young women referred to lovers they value the most as ‘Seanamarena’, which is a Victorian blanket greatly valued by the Basotho and closely associated with chieftainship. Young women often referred to their sexual partners whom they ‘love’ and have sex with but are not in a monogamous relationship with as ‘minks’. ‘Minks’ are colourful, warm and soft winter blankets widely used for bedding among middle and upper class Basotho. ‘Lethokoa’, a grey blanket widely used by herd boys, is a term used by female Lesotho youth for a one-night stand.

The prevalence of concurrent partners stands as a high risk factor contributing to HIV/AIDS epidemic. According to Hearst and Chen, ‘In countries like Uganda that have curbed generalised epidemics, reducing the number of individuals’ sex partners appears to have been more important than promoting the use of condoms.’³⁹

³⁷ LDHS, 2014 ³⁸ Stoeberau et al., 2011 ³⁹ Condom promotion for AIDS prevention in the developing world: is it working? (2004)

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Inconsistent Condom Use

Condom use could be an effective method of halting and reversing the HIV/AIDS epidemic in Lesotho. However, one of the vulnerabilities of this method is that it has to be consistently applied. Just one incidence of non-use can result in HIV, other STIs or pregnancy. Inconsistent condom use is prevalent. Lesotho's public education outreach to halt and reverse the spread of HIV has centred on the 'ABC' (Abstain, Be Faithful and Condomise) approach. The LDHS (2014) shows that, among young people aged 15-24 who have never been married and had engaged in sexual intercourse in 12 months prior, condom use among women and men was comparable (82 percent and 80 percent respectively). Among men and women (aged 15-49) who had two or more partners in the preceding year, 54 percent of women and 65 percent of men reported using a condom during their most recent sexual intercourse. Ninety-two percent of women and 87 percent of men know that a way to prevent HIV transmission is through using condoms consistently. Condom use among the youth is intrinsically linked to power relations between men and women. While contraceptive use in general is 'an expression of a woman's control over her reproductive health',⁴⁰ women can be intimidated into not making use of condoms. In transactional or commercial sex, a woman may be in a particularly disempowered position to insist on condom use.

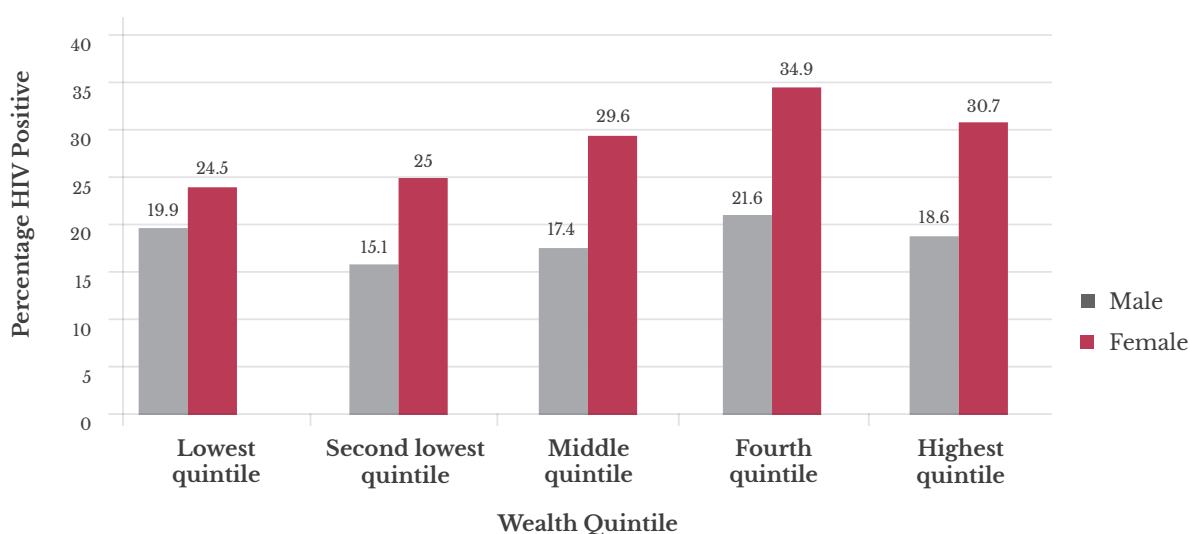
This is also a risk factor in intergenerational relationships in which a young woman's sexual partner is five or more years her senior. Intergenerational relationships are extremely common among young women in Lesotho. In the context of intergenerational sexual partnerships, a younger female partner may feel embarrassed to introduce or insist on condom use.

Significant public outreach and education is necessary to communicate that condom use is the shared responsibility of both men and women; protecting each partner from STIs and unwanted pregnancy.

Poverty

Poverty is one of the drivers of the HIV/AIDS epidemic in Lesotho.⁴¹ Lesotho has a population of 1.9 million inhabitants of whom 57.1 percent are estimated to be living in poverty. People born into poverty are less likely to have access to education where they may hear about safe-sex practices. They are also less likely to have educated parents or friends who can educate them about practising safe sex. They are more likely, if female, to turn to prostitution as a way of supporting themselves and their families. Prostitution puts sex workers at extremely high risk for HIV/AIDS acquisition and transmission.

Figure 8: Prevalence of HIV by Wealth Quintile, 2014



Source: LDHS, 2014

⁴⁰ As argued by Magnusson et al., 2012 ⁴¹ Lesotho, UNGASS Report 2012

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The Lesotho Demographic Health Survey (2014) provides some indication of the association between wealth and the incidence of HIV across different wealth quintiles. Among men, the levels of HIV prevalence is fairly constant across the wealth quintiles, ranging from 15.1 percent in the second quintile to 21.6 percent in the fourth quintile. A different distribution is apparent among women whereby the lowest rate of prevalence is found in the lowest quintile at 24.5 percent and peaks in the fourth quintile at 34.9 percent. The data is not disaggregated by age and therefore does not allow for analysis of the links between wealth and HIV/AIDS among youth.

The vulnerability to poverty for young females is also reflected in the proliferation of female sex work in the city of Maseru and in the border towns on the road to South Africa such as Maputsoe, as well as around areas where big development projects such as dams are being constructed.⁴² Sex work predisposes young women not only to health risks but also harassment by police. There have been reports of police demanding free sex from sex workers. There have also been reports of sex workers asking police for help from men who rape them and the police failing to help them. The box below represents a female sex worker's voice on their plight on the street. The conundrum is that the same patriarchal conditioning that has pushed these young women into poverty benefits men who exploit these young women for sex.

BOX 2: SEX WORK AND SAFETY: A SEX WORKER'S REFLECTION

'If you have a child to provide for, an ailing mother to look after and an education that cannot give you a job, you have less choice. Anybody who thinks we enjoy sleeping with more than 10 men in a month, get thrown into a sewerage hole by police when you refuse to have sex with them, and there is no day you have sex because you want to have pleasure but it is because you have to have food for your child; then you must think twice.'

A reflection from a young female sex worker (10th Nov. 2013)

Risky Sexual Behaviour among the Youth

High poverty in Lesotho creates practices of transactional sex which contribute to the HIV/AIDS epidemic. It is important to understand how these transactions play themselves out among the youth in order to design interventions that are appropriate.

A quick referral to the discourse used by youth in their social networks both, real and virtual,⁴³ highlights some of the transactional sexual relationships that involve sex for material rewards rather than for cash.

These relationships include:

- (i) Relationships with the 'cheese-boys' or 'players';
- (ii) Relationships with sugar daddies, and
- (iii) Relationships with sugar mommies.

There are young women who have sexual relationships with a young man who is perceived as being wealthy. These young men are called 'cheese-boys'. If these males are also known to have multiple sexual partners they are also known as 'players'.⁴⁴ They wear the latest designer labels, use the latest smart phones and drive trendy cars including the VW Golf ('baby tlo nlate' loosely translated as 'babe come and fetch me') or the BMW 3-series ('g-string' – so named after the 'g-string panty' due to the curves on its headlights).

There is also a growing trend of young men and young women having intergenerational sexual relationships with older men and women. The older men are known as 'sugar daddies', the older women as 'sugar mommies' or 'old mutual'. The young men in sexual relationships with older women are referred to as 'Ben-10s' while young women in sexual relationships with older men are known as 'Barbies' or 'Bo-nana'. The commonality here is that the youth see sexual association with wealthy peers or wealthy adults as an opportunity to gain status symbols such as cellular phones, sunglasses, and fashionable clothes. In such transactional relationships, consistent condom use may be unlikely.

⁴² For example, see Braun, 2010 ⁴³ NUL Confessions – Facebook; Lesotho Players Confessions – Facebook ⁴⁴ Ragnarsson et al., 2010

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BOX 3: HIV AND CULTURE: SEX TALK IS TABOO

Between the high rates of concurrent sexual relationships, the prevalence of commercial sex and the growing trends of youth engaging in transactional sex, there is a paradoxical situation in Lesotho. Sex is a taboo topic for conversation within families, churches and schools. Parents have few to no discussions about sex with their children. Meanwhile, in the 'real world', there is a high prevalence of high risk sexual relationships taking place and an HIV/AIDS epidemic at large. Culturally-sensitive outreach is necessary in order to improve awareness among youth about the dangers of unprotected sex in general and unprotected sex with multiple concurrent partners, in particular.

4.2

Sexually Transmitted Infections (STIs)

According to the World Health Organisation (WHO), there are more than 30 different bacteria, viruses and parasites that cause infections that are transmissible primarily through person-to-person sexual contact. They include gonorrhoea, chlamydial infection, syphilis, trichomoniasis, chancroid, genital herpes, genital warts, human immunodeficiency virus (HIV) infection and hepatitis B infection.

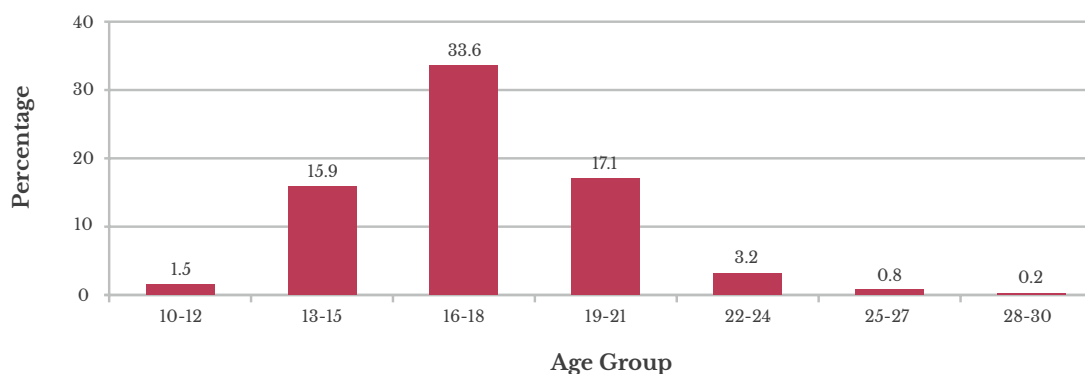
Apart from its epidemic rates of HIV/AIDS, Lesotho is facing an STI epidemic. In 2012, there were a total of 97,120 cases of STIs that were treated in the OutPatient Departments (OPD) in the country.⁴⁵ Data disaggregated by age, sex and location is not available to assess the

extent to which these statistics relate to youth. However, given trends in other areas of youth sexual activity, it can be inferred that the prevalence of STIs among the youth is high. There is a close association between HIV and other STIs. Many STIs cause open ulcers around the genital area which can facilitate the transmission of HIV. In 2011, the comorbidity of HIV among STI clients was 47.9 percent.⁴⁶ Clearly, greater action in the form which behavioural change communication and education takes, is needed to prevent and treat STIs and HIV/AIDS among the youth of Lesotho.

4.2.1 Age of Sexual Debut

The timing of sexual debut has an impact on the physical, mental and reproductive development of a young person. Early sexual debut, before age of 16, in particular, increases the risk of unintended pregnancy

Figure 9: Age of Debut to Sex by Youth in Lesotho, 2012



⁴⁵ Statistics provided by the Ministry of Health, 2013 ⁴⁶ Ministry of Health, 2013 ⁴⁷ Mmbaga et al., 2013

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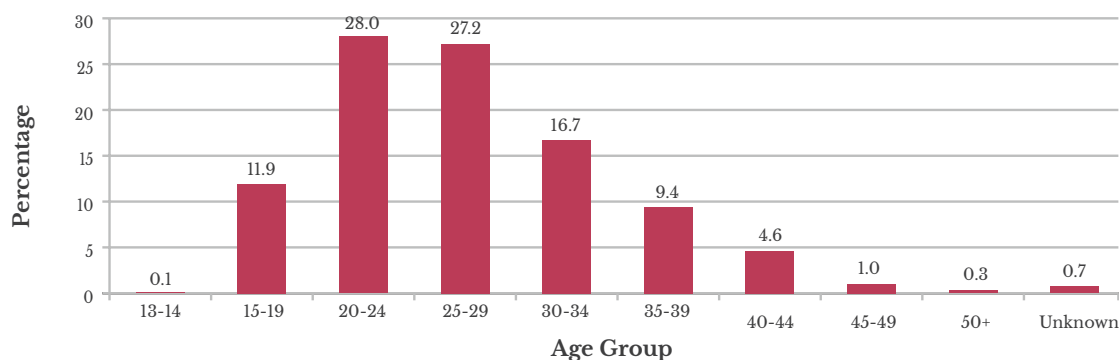
and STIs including HIV.⁴⁷ The findings of the data on the age of sexual debut are presented in the Figure 9. Statistics from the Lesotho Youth Empowerment Survey, 2012, indicated that 73.2 percent of youths interviewed reported having had sex while 26.8 percent of youths reported never having had sex.

The data presented in Figure 9 indicates that the modal age of sexual debut is 16-18 years accounting for 46.5 percent of all youths. It is important to note that a total of 17.4 percent of youths had their sexual debut younger than the age of 16, which is the legal age of sexual consent. The data collected in the survey was not nuanced enough to determine the nature of the sexual debut (consensual or forced) or the age of the other sexual partner. Such information would be useful in delineating the issue of intergenerational sex,⁴⁸ which

has been identified as a key driving force behind the HIV/AIDS epidemic. Legally, a child under the age of 16 cannot have sex consensually which makes sex with any under-16 year old a statutory rape. Furthermore, it is traditional and common for girls and young women in Lesotho to have sexual partners who are five or more years older than they are. This age difference, added to the higher gender status attributed to males, creates a power dynamic in which the female is subservient to her male partner and therefore much more hesitant to insist on condom use and other practices that will protect her health. The younger the girl is at the time of her sexual debut, the more likely she will be unaware of how to protect herself and inadequately confident to insist on doing so. For this reason, the large percentage of Basotho who become sexually active before the age of 16 are at high risk for unplanned pregnancy or STIs.

Figure 10: Age Distribution of Reported Cases of Abortion in Lesotho, 2013

Source: Ministry of Health, 2013



4.3 Illegal Abortion

Abortion is illegal in Lesotho except in cases where childbirth would put the mother's life in danger. The Ministry of Health's Annual Joint Report 2012/13 indicates that abortion remains the leading cause of female hospital admissions in Lesotho. It has been fluctuating between 10 percent and 16 percent from 2010 to 2013. The same report indicates that there were a total of 1,199 reported abortions in Lesotho in 2012. The trend shows that the incidence of abortion has been highest among 20-24-year olds and is lower in each successive age group. The statistical breakdown of the proportion of abortions by age is presented in Figure 10.

The LDHS 2014 has shown that contraceptive use among married women in Lesotho has increased from 37 percent in 2004 to 47 percent in 2009, and 60.2 percent in 2014. This has resulted in a decrease in the unmet need for family planning among married women, which was 31 percent in 2004, 23 percent in 2009 and 18 percent in 2014. Nonetheless, this is still high, and, combined with inconsistent use of condoms, these factors expose women to reproductive health risks and unwanted pregnancies. The complications associated with illegal abortion have had serious public health implications in Lesotho; it constitutes a major health risk among young women in Lesotho.

Based on data from the Ministry of Health (2013), the vast majority (83.8 percent) of illegal abortions which

⁴⁸ Intergenerational sex is typically defined as sex with a partner 5 years senior

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resulted in a hospital visit were among women aged 15-34. The modal age group at which abortions occurred was 20-24 years. This accounted for 28 percent of all reported abortions closely followed by the 25-29 age group which accounted for 27.2 percent of all reported abortions. These figures are almost certainly an under-representation of the actual picture, given that abortion is illegal in Lesotho. Illegal termination of unwanted pregnancies is frequent among teenagers through back street providers or self-induced with sharp instruments or swallowed concoctions. These illegal methods of abortion are often unsafe and can result in death. Other than death, unsafe abortion may cause chronic infection and infertility. The cost of treating unsafe abortion and childbirth complications as well as premature births is high.⁴⁹

4.4

Teenage Pregnancy

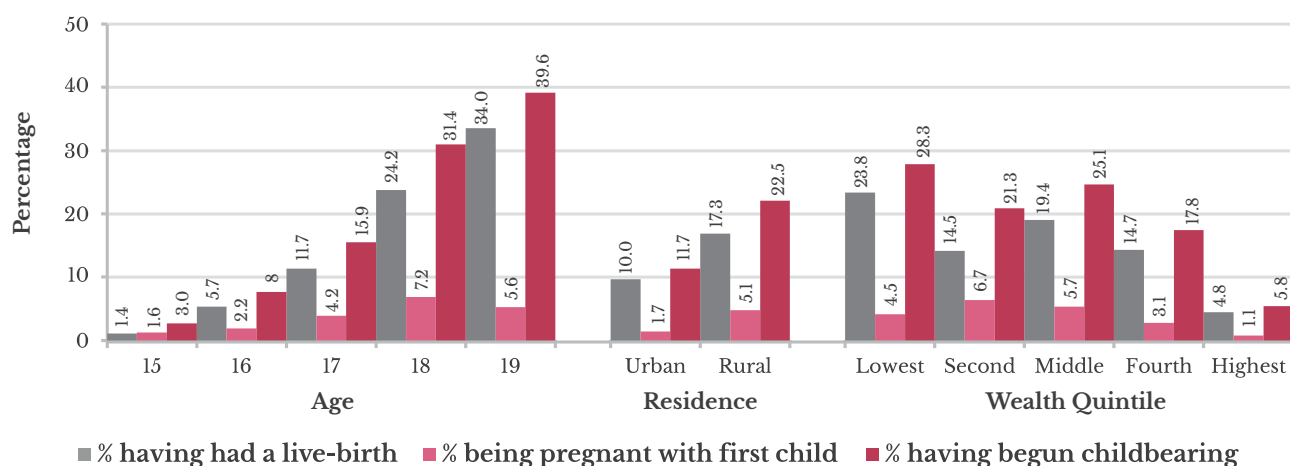
Teenage pregnancy is a major health concern because it is associated with higher maternal child mortality and morbidity and carries high risks, such as pregnancy-induced hypertension, obstructed labour, prolonged labour and unsafe abortion. Younger mothers are also much less likely to receive prenatal care. In Lesotho the adolescent birth rate is the 'percentage of women aged 15-19 who have had a live birth or who are pregnant with their first child'. According to the LDHS, 2014, 19

percent of mothers aged 15-19 had started childbearing, and only 15 percent had live-births. Consistent to the preceding analysis of education, wealth and health access, there seemed to be more teenage pregnancies among the rural girls and those in the lowest wealth quintile. Moreover, teen pregnancy adversely impacts long-term wellbeing, as young mothers are less likely to continue their education and find decent employment. There are lower pregnancy rates among girls with higher education, and results also show a reduced mortality rate among mothers and children under five in this category. Studies show that one in sub-Saharan Africa, one in four girls will drop of school due to pregnancy.

In Basotho society, norms of sexual activity are framed by societal and institutional laws. Firstly, the Sexual Offences Act 1993 stipulates that the age of consent to intercourse is 16 years. Secondly, the societal expectation is that sex is only acceptable within the institution of marriage. Sex before marriage, as well as sex outside marriage, is considered immoral. This perception is widely articulated through customary law and religion. Out-of-wedlock pregnancy and child-rearing are stigmatized. Unmarried girls or women who bear children are often ostracised or forced into marriage by their parents in order to hide the embarrassment ('sekhobo') of having conceived a child outside of marriage. Children born out of wedlock are often similarly discriminated against by their mother's families. Sexually active youth have a high incentive to protect themselves from unplanned pregnancy, but because of the taboo nature of sex in Basotho culture, they have few resources on how to do so.

Figure 11: Teenage Pregnancy and Motherhood by Age, Residence and Wealth Quintile

Source: Adapted from the LDHS, 2014



⁴⁹ <http://www.lppa.org.ls/resources/Youth%20&%20Sexuality.pdf>

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BOX 4: MISCONCEPTIONS AND REASONS FOR NOT USING CONDOMS AND OTHER CONTRACEPTION

- 'If I have sexual intercourse once in a while I cannot fall pregnant'
- 'Contraceptive pills cause irreversible weight gain'
- 'Breasts droop significantly if one uses contraceptive pills'
- 'Condom reduces sensation and significantly delays ejaculation (It is like having a sweet with a cover on)'
- 'Use of condoms causes gas or fluids to flow back into the testicles or bladder'
- 'At times the chance to have sex presents itself unexpectedly and it is difficult to let go and miss that rare opportunity'

Derived from interview with LPPA Clinic Manager, Maseru on youth perceptions about contraception

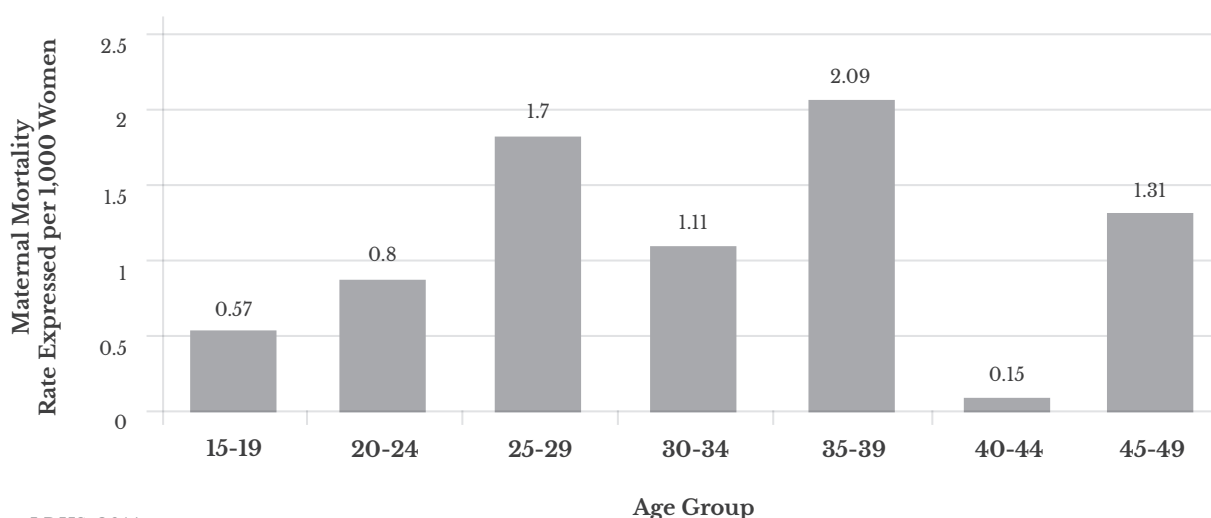
4.5

Maternal Mortality

Lesotho has one of the highest maternal mortality rates in the world. According to the 2014 LDHS, the national maternal mortality rate stands at 1,024 deaths per 100,000 births.

Statistics provided by BoS (2013) indicate that 51.5 percent of maternal deaths occurred six weeks after childbirth, 34.9 percent occurred during pregnancy and 13.6 percent occurred during child birth. Inadequate health care for girls and women is clearly implicated in these high rates of maternal mortality. There is also a critical link between wealth and maternal care.⁵⁰ This has also been substantiated by the Lesotho Demographic Health Survey (2014), which indicates that antenatal care as well as deliveries in a medical facility or supervised by a doctor are more prevalent in higher income quintiles.

Figure 12: Maternal Mortality Rates by Age Group, 2014



Source: LDHS, 2014

⁵⁰ Houweling et al., 2007

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The findings of the Lesotho Demographic Health Survey (2014) also indicate significant differences in patterns of delivery attendance in rural and urban areas as well as between Lesotho's ecological zones. Younger women (age 20 or younger) are more likely to deliver in health facilities than women in older age groups (80.6 percent compared with 76.6 percent or lower). Births to younger women, first-order births, and births in urban areas, the Lowlands zone, and Maseru district are more likely to occur with assistance from a skilled provider than other births. The proportion reporting that the delivery was assisted by a doctor was highest among urban women and women with the highest education and wealth status.

While access to health care is certainly a primary factor in maternal mortality, there are also cultural practices that may contribute to the deaths of so many mothers just before, during or in the weeks following childbirth. Houweling argues that 'Pregnancy and childbirth are imbued with strong cultural meaning, and hence cultural factors may be more important determinants of uptake of maternity care than of other forms of care'.⁵¹ In Lesotho folklore, a high maternal death rate is expected. An old Sesotho adage, still repeated today, is: 'Monna o tla bolaoa ke marumo, mosali o tla bolaoa ke pelehi'. This can be loosely translated as 'a man shall die from the spear and a woman shall die in childbirth'. Such fatalistic beliefs about maternal mortality may discourage women and their families from taking a more proactive stance toward pre and post-natal health care.

Moreover, cultural beliefs may not only undermine the use of health care available to pre-and post-natal women, they may also encourage practices that may be harmful, and even toxic, to the child-bearing woman. For example, expectant mothers in Lesotho are encouraged by their elders to use herbal remedies to treat common ailments of pregnancy, such as nausea or backache. These herbal remedies have been used for generations and are part of Lesotho's folk culture. The herbal mixtures are believed to 'enhance' the expectant mother's health and the health of the foetus. Unfortunately, the ingredients of these traditional herbal mixtures have not been examined for efficacy or toxicity. From a medical standpoint, it is simply unknown whether the traditional herbal remedies improve the ailments of pregnancy, have

no effect on them or endanger the pregnant mother and her unborn child. Because of their reliance on these herbal remedies, expectant mothers in Lesotho will often go to hospital or see a doctor or nurse only after complications are very advanced. This behaviour undoubtedly increases maternal mortality.

Clearly, the high maternal mortality rate in Lesotho requires both a public awareness outreach approach as well as an increase in health care infrastructure, particularly in rural areas. Reducing maternal mortality ratio by three quarters is target 5A of MDG 5. Assessment of the targets of this MDG is that they are off track.⁵² Maternal mortality has a devastating effect on the survival rate of new-borns which is much lower than those born to mothers who survive childbirth and the weeks that follow. Maternal mortality also impoverishes the lives of surviving children who must be raised without their mothers.

4.6 Tuberculosis (TB)

Tuberculosis is a significant public health challenge in Lesotho. The incidence rate of tuberculosis is estimated at 633 per 100,000 people. This places Lesotho among the 15 countries in the world with the highest tuberculosis prevalence in the world.⁵³ The halting and reversal in the prevalence of tuberculosis is a target of MDG 6. The Ministry of Health (2013) indicated that the modal age of all reported cases was 24-34 years. The incidence of tuberculosis in Lesotho also indicates a very strong coinfection rate of 74 percent with HIV,⁵⁴ with HIV being a fuelling factor for the TB epidemic.

The total number of new TB cases reported in 2012 was 10,317. Notification rate of new cases has consistently been greater in males than females, although the rates are high for both sexes. In 2013, notification rate of new cases was 545 per 100,000 males and 395 per 100,000 females.⁵⁵ Forty-one per cent of total new cases notified in 2013 were young adults in the age group 25-34. The peak of TB cases in this age group is consistent with the HIV prevalence peak in the 30-34 age group (40.5 percent).⁵⁶

⁵¹ Houweling et al., 2007, p. 750 ⁵² MDG Report, 2013 ⁵³ WHO, 2012 ⁵⁴ Ministry of Health, 2013

⁵⁵ WHO- TB surveillance and epidemiological analysis – Lesotho – November 10-21, 2014 ⁵⁶ LDHS, 2009

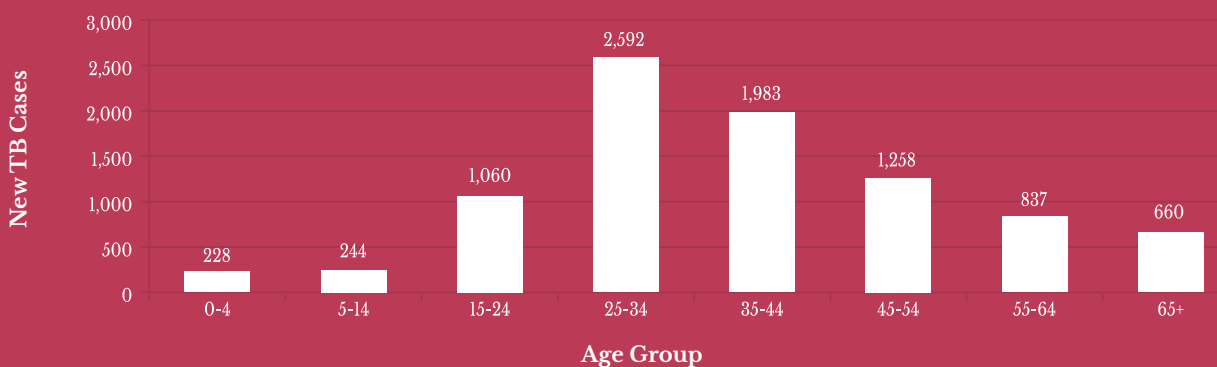
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Figure 13: Percentage of Births Delivered by a Skilled Provider by Number of Births, Urban or Rural, Education, Wealth Quintile and Age, 2014

Source: LHDR, 2014



Figure 14: Age Distribution of Tuberculosis New Cases, Lesotho, 2013



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4.7

Drug and Substance Use

Substance abuse among youth is a public health concern due to its health and social effects. The substances commonly abused by youth in Lesotho can very broadly be categorised into three categories:

- (i) alcohol
- (ii) tobacco
- (iii) narcotic drugs and other substances

4.7.1 Alcohol Consumption

Youth often consume alcoholic beverages. Branded alcoholic beverages include wines, brandies, and whiskies. Unbranded alcoholic beverages largely comprise home-brewed 'beers' and spirits. The LYES survey (2012) indicated that an average of 19.7 percent of youths in Lesotho were regular drinkers of alcoholic beverages and 80.3 percent indicated that they were not. The distribution of drinking and nondrinking of alcoholic beverages is presented in Table 17.

The data indicates that there is a progressive increase in consumption of alcoholic beverages from a low of 4.8 percent (one in every 20 youths) among 15-17 year olds to 32.5 percent among 30-32 year olds. However, no data exists on the patterns of consumption and the frequency of drinking. Asked for the reasons of drinking the data collected indicates that the proportions of youth drinking for entertainment are the highest, comprising 58.9 percent. Youth drinking to release stress are 19.4 percent and youth drinking because friends and peers drink comprise 20.3 percent.

4.7.2 Tobacco

The Ministry of Health (2013) estimated that 6,646,600 cigarette sticks were sold from the local tobacco firm in March 2011 to March 2012. There is a gradual increase in the rate of tobacco smoking by age, and at least 3 percent

of the youth will have tried a tobacco smoke by age 17. More tobacco users are found among the 30-32 year olds.

4.7.3 Narcotic Drugs and Other Substances

The tendency of youths to experiment often leads them to the use of narcotic drugs and other toxic substances which are inhaled, chewed or injected. The most abundantly available narcotic drug in Lesotho is marijuana. Younger youths (largely 15-17) have also been found to inhale glue, petrol and benzene. The distribution of substance abuse among youths is presented in Table 19.

4.8

Nutrition and Physical Fitness

National food insecurity is quite high, estimated at 39 percent (2009). Food insecurity is correlated with poor agricultural production and income poverty. The situation gets worse during the drought years as more than 70 percent lives in rural areas and are most of them are subsistence farmers. At the same time obesity is high, which is attributed to declining physical education and participation in sports in schools and more so in adult youth stages. This is why the prevalence of non-communicable diseases is also increasing and start at an early age.

4.9

Emerging Non-Communicable Diseases

The burden of disease on the population and youth is increasing as the incidence of non-communicable diseases increases. The prevalence of hypertension, cancer, obesity and drug and alcohol related diseases are high and start at early age. Access to information is very low for cancer and there is only one testing facility for cervical cancer, which is in Maseru.

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Table 17: Percentage of Youth Drinking Alcohol by Age, 2012

Source: Lesotho Youth Empowerment Survey, 2012

RESPONSE	AGE							Total (%)
	15-17	18-20	21-23	24-26	27-29	30-32	33-35	
Consumes Alcohol	4.8	12.3	17.0	21.2	29.8	32.5	20.0	19.7
Abstains from Alcohol	95.2	87.7	83.0	78.8	70.2	67.5	80.0	80.3
Total (%)	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table 18: Percentage of Youth Smoking Cigarettes by Age, 2012

Source: Lesotho Youth Empowerment Survey, 2012

RESPONSE	AGE							Total (%)
	15-17	18-20	21-23	24-26	27-29	30-32	33-35	
Smokes	3.0	10.5	17.0	24.7	24.0	40.0	26.2	20.8
Doesn't Smoke	97.0	89.5	83.0	75.3	76.0	60.0	73.8	79.2
Total (%)	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table 19: Percentage of Youth Using Illicit Substances, 2012

RESPONSE	AGE							Total (%)
	15-17	18-20	21-23	24-26	27-29	30-32	33-35	
Uses Substances	2.2	2.7	3.8	3.4	3.8	7.5	4.6	4.0
Doesn't use Substances	97.8	97.3	96.2	96.6	96.2	92.5	95.4	96.0
Total (%)	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

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4.10

Health and Disability

According to the Lesotho Demographic Survey (2011), there were 49,461 persons with disability in Lesotho. The data does not disaggregate by severity of the disability. This translates to 2.61 percent of the population. This may well be an underestimate since data collected from 59 countries surveyed by the WHO in 2004 indicated that the incidence of disability in adult populations ranges from 11.8 percent in high-income countries to 18 percent in lower income countries.

The BoS study (2013) noted that the top 10 forms of disability include partial blindness, lame/paralysed limb, mental retardation, leg or foot amputation, mental illness, speech problems, amputation of fingers, total deafness and amputation of hands. When the data is disaggregated by gender, 54.8 percent of people with disabilities are males as against 45.2 percent who are female. The World Health Organization (WHO) defines disability as an ‘...umbrella term for impairments, activity limitations and participation restrictions, referring to the negative aspects of the interaction between an individual (with a health condition) and that individual’s contextual factors (environmental and personal factors)’.

This definition attempts to bring together two models of disability, namely, the medical model and the social model of disability. In the medical model of disability, the causes of disability are attributed to biological conditions of the individual, which are defined as departing from normal human functioning and determine handicap in terms of disadvantage.⁵⁷ This model of disability has, since the mid-1970s, come under increasing criticism. As noted by Barnes (2000), in 1976 the Union of the Physically Impaired Against Segregation (UPIAS) in formulating the ‘Fundamental Principles of Disability’ stated that ‘In the final analysis, the particular form of poverty principally associated with physical impairment is caused by our exclusion from the ability to earn a living on a par with our able bodied peers due to the way employment is organised. This exclusion is linked with our exclusion from participation in social activities and provisions that

make general employment possible’ (UPIAS, 1976, p. 14; Barnes, 2000, p. 442). This statement shifted the disability discourse from focusing on the perceived limitations of an individual as articulated in the medical model of disability, to a contention that disabled people were disadvantaged not because of their impairment but due to limitations imposed on them by social, cultural, economic and environmental barriers (Albert, 2004).

According to this formulation, the focus of policy intervention should be on eliminating patterns of discrimination and social exclusion rather than on conceptions of disability as pathology or a health problem of the individual (Albert, 2004). It is therefore the responsibility of a community or government to facilitate the inclusion of the disabled by creating an infrastructure that allows for their full participation in the social, economic, and cultural lives of their community.

In Lesotho, there are two main legal frameworks for providing for persons with disabilities, the National Disability and Rehabilitation Policy from 2011 and the Disability Equity Bill from 2014, a bill for an act to establish the Disability Advisory Council and thus be better able to provide for equalisation of opportunities for persons with disabilities. The National Disability and Rehabilitation Policy provides a general environment for removal of barriers, change of attitudes as well as promotion of good practice for inclusion of the disabled in development programs.

4.11

Gender and Health

Traditional ideals of masculinity tend to emphasise sexual prowess and toughness as key characteristics of manhood. Girls on the other hand receive different messages about sex. Families, the media, and social, religious and educational institutions communicate the idea that females do not want or need sexual activity as much as men do. Girls are socialized to believe that sexual relationships are only appropriate within committed, monogamous relationships. Girls who

⁵⁷ Albert, 2004

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violate this ideal are harshly stigmatized as promiscuous and unclean.

These beliefs have powerful ramifications for sexual health. Cultural beliefs about gender actually encourage males to act out their gender by pursuing sex with females. Moreover, cultural beliefs place the onus exclusively on the girl to resist sexual advances from boys and men. Furthermore, girls and women are perceived (and will carry the burden) as single-handedly responsible for any pregnancy or STIs transmitted as a result of unmarried sex.

This cultural framing discourages boys and men from taking their share of responsibility for preventing unwanted pregnancy and the spread of STIs. It also discourages girls and young women from seeking out contraception and condoms. They fear that seeking out contraception and condoms will mark them as promiscuous. Complicating the situation further is the fact that health care workers do not always honour the privacy of the patient in Lesotho. Many young people surveyed stated that health care workers had shared information about their sexual activity with their relatives. This promotes a lack of trust between youth and health providers and erodes the likelihood that the youth will reach out for safe sex education and resources.

Rural-Urban and Gender Disparities in Substance and Alcohol Use among Youth

In terms of substance abuse, drinking and tobacco smoking, all of which compromise good health, rural and urban young men participated in these activities more frequently than rural and urban young women. However, urban young women seem to be more inclined towards drinking than their rural female peers.

According to Table 20, the incidence of smoking among urban and rural youth was nearly the same at 17.1 and 16.6 percent respectively, while drinking was much higher amongst urban youth at 28.0 percent compared to rural youth at 13.3 percent. The same applies to substance abuse at 7.5 percent for urban youth and 2.3 percent for rural youth. In terms of contracting STIs, the proportion of urban youth who responded in the affirmative (18.5 percent) was more than twice the proportion of their rural counterparts (7.2 percent).

The proportion of those who knew about their HIV status was higher amongst rural youth (63.6 percent) compared to urban youth (59.2 percent). With the exception of drinking and STIs, there seem to be no significant disparities between urban and rural youth in terms of other health indicators.

Figure 15 summarises the analysis of the above data in terms of gender and place of residence (rural vs. urban). Emerging from this analysis is the predominance of knowledge of HIV status by rural young women (84 percent) compared to their rural male peers (44 percent). The same applies to urban women (66 percent) compared to their urban male (30 percent) counterparts. In terms of contracting STIs, urban male and female youths were higher in proportion compared to their rural counterparts. From Figure 15 it is also obvious that substance abuse, drinking and tobacco smoking were more pronounced amongst rural and urban young men than rural and urban young women. However, young urban women seem to be more inclined towards drinking than their rural female peers, which might also partially explain the higher incidence of young urban women reporting STI infections relative to young rural women.

4.12

Rural-Urban Disparities in Health

It is vitally important for youth to access health services when they need them. Sexually transmitted infections have assumed epidemic proportions in Lesotho. Their association with the HIV-AIDS epidemic makes the matter much more critical. However, there is still very limited literature as well as data on the health-seeking behaviour of youth in Lesotho. Evidence from elsewhere seems to suggest that youth face social and economic barriers in accessing health services. Kennedy et al. (2013) draw attention to various factors that may inhibit youth from accessing health services and categorise them into demand side and supply side barriers. On the demand side, Kennedy et al. (2013) note that sociocultural norms and taboos regarding sex behaviour, which strongly associate STIs with promiscuity and low moral values may be inhibiting

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youth from seeking medical help. Furthermore, youth may fear disclosure due to perceived or sometimes even real lack of privacy and confidentiality. In this respect, Kennedy et al. (2013) also draw attention to the fact that the fear of parents and community leaders including religious leaders has played a critical role in enabling or disabling girls from accessing critical reproductive health services.

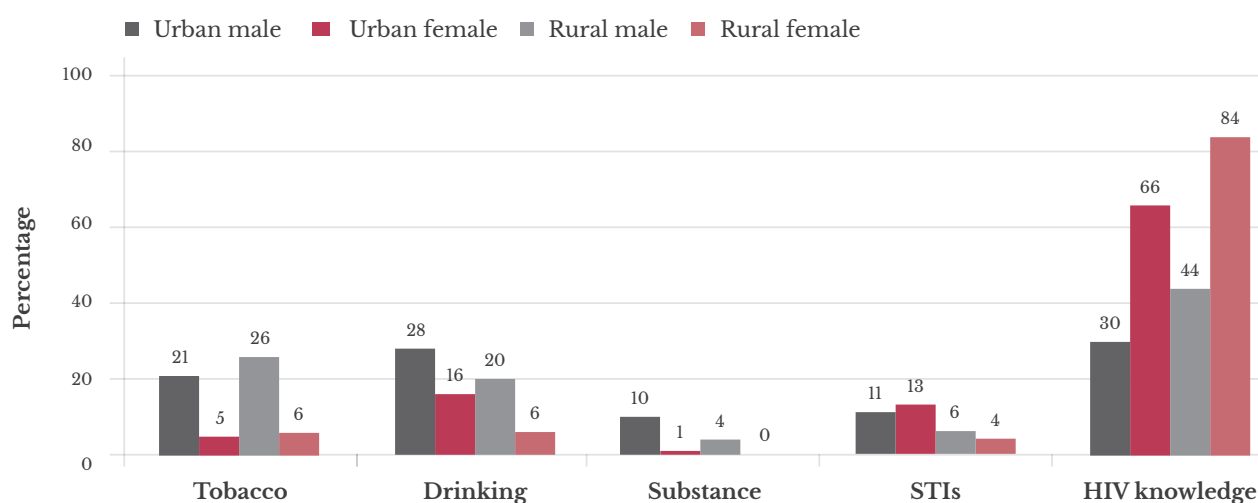
Table 21 summarises results for sources of medical help in times of illness. The results show that the majority of rural youth used clinics (64.7 percent) compared to urban youth (42.9 percent). In contrast, a majority of urban youth (44.3 percent) visited hospitals in times of illness compared to 27.7 percent of rural youth. Similarly, a higher proportion of urban youth (6.6 percent) visited private doctors/nurses compared to rural youth (1.8 percent).

Table 20: Rural and Urban Youth Health Indicators, 2012

Source: Lesotho Youth Employment Survey (LYES) Database, 2012

INDICATOR	URBAN			RURAL		
	Yes	No	Total	Yes	No	Total
Smoking	39 (17.1%)	189 (82.9%)	228	129 (16.6%)	648 (83.4%)	777
Drinking	28.0%	164 (72%)	228	103 (13.3%)	674 (86.7%)	777
Substance Abuse	7.5%	211 (92.5%)	228	18 (2.3%)	759 (97.7%)	777
STI	18.5%	150 (81.5%)	183	40 (7.2%)	513 (92.8%)	553
Knowledge of HIV Status	59.2%	91 (40.8%)	223	485 (63.6%)	277 (36.4%)	762

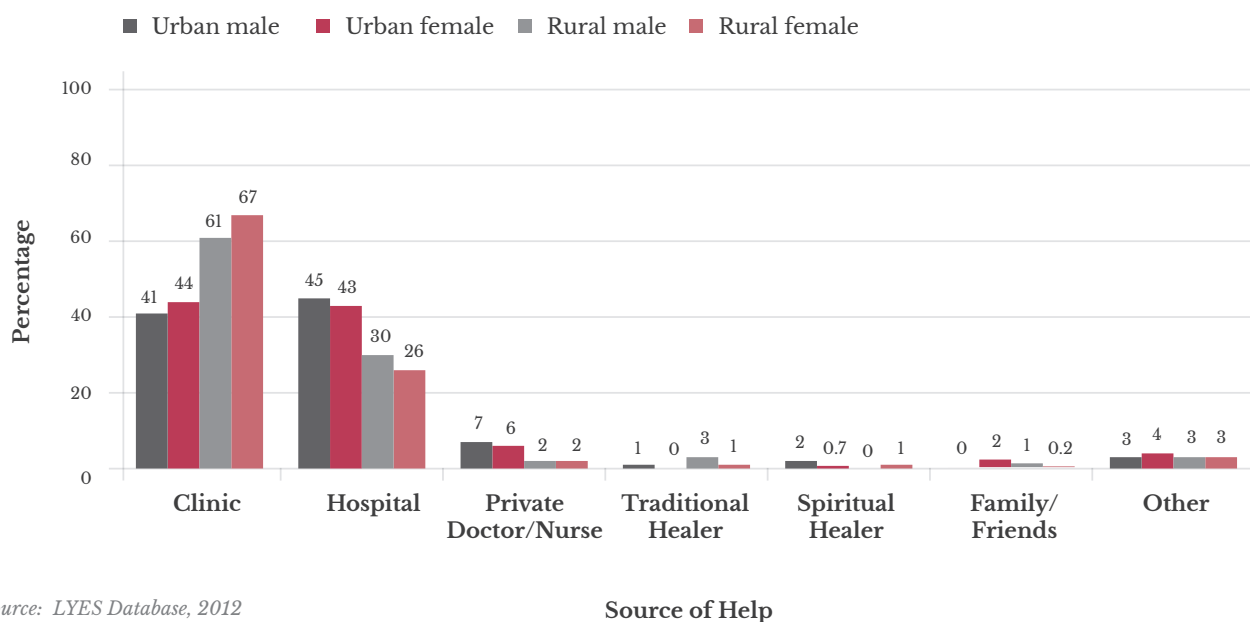
Figure 15: Rural and Urban Substance Use by Gender, 2012



Source: LYES Database, 2012

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Figure 16: Source of Medical Help by Gender and Place of Residence



Source: LYES Database, 2012

The results in Table 21 reflect the disparity of these facilities between rural and urban areas, with more hospitals and private healthcare facilities found in urban areas than in rural areas. The results show that access to superior healthcare facilities is skewed in favour of urban youth. Figure 16 shows the data for those responding in the affirmative to questions concerning visits to the establishments indicated during illness. This data is disaggregated by gender and place of residence.

Figure 16 confirms the assertion that visits to different sources of medical help is possibly influenced by the availability of these services in rural and urban areas, with the latter clearly having distinct advantages in this respect. Nevertheless, gender plays a role in the sources of medical help used. Slightly more young rural and urban females frequented clinics than young rural and urban males did. With respect to hospital visits, slightly more urban and rural males visited hospitals than urban and rural females. As would be expected, more urban males and females visited private doctors/nurses than their rural counterparts. Visits to traditional and spiritual healers were fairly rare.

Table 21: Health Facilities Visited During Illness, 2012

SOURCE OF MEDICAL HELP	URBAN	RURAL
Clinic	98 (42.9%)	503 (64.7%)
Hospital	101 (44.3%)	215 (27.7%)
Private doc/sister	15 (6.6%)	14 (1.8%)
Traditional healer	1 (0.4%)	14 (1.8%)
Spiritual healer	3 (1.3%)	4 (0.5%)
Family & Friends	2 (0.9%)	4 (0.5%)
Other	8 (3.5%)	23 (2.9%)
Total	228 (100%)	777 (100%)

Source: LYES Database, 2012

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4.13

Key Messages, Conclusions and Recommendations

The youth in Lesotho face formidable health challenges. However, highlighting these challenges should not overshadow their resilience and their agency. The statistics on youth vulnerability generally indicate that larger proportions of youth are not infected with HIV, do not engage in substance abuse, do survive childbirth, are free from tuberculosis and maintain relatively good reproductive and sexual health. Ruger (2010) uses the concept of health agency to describe the ability of people to acquire and draw on health-related information, knowledge and skills to preserve good health and to develop habits and conditions that prevent to the extent possible, the onset of morbidity and mortality. Youth are not passive agents in the face of health complications. They are active participants capable of improving their short and long-term health prospects. Indeed, many youths exhibit remarkable levels of resilience. Brooks (2006) draws attention to the fact that 'Resilience is an ecological phenomenon.... It cannot be developed by sheer willpower within the at-risk person. It is developed through interactions within the environment, including families, schools, neighbourhoods, and the larger community.'⁵⁸

4.13.1

Key Messages

- There is high HIV prevalence among youth, more so among females. In the 30-34 year age bracket, female HIV prevalence is 44.9 percent, and male HIV prevalence is 27.5 percent.
- The most vulnerable youth groups to HIV infection are the married and economically dependent or those living in poverty.
- High HIV prevalence is driven by early and unprotected sex debut, slow behaviour change, particularly low and inconsistent use of condoms despite high casual, multiple and concurrent sexual partnerships and intergenerational sex.
- HIV often cohabits with tuberculosis (74 percent) and sexually transmitted diseases (47.9 percent), which are high, at 97,120 cases per year.
- There is a notable increase in the youth population that seeks to know their HIV status, but most of them do not have comprehensive knowledge about HIV and AIDS and contraception, especially among adolescents.
- Males often dominate or make final decisions on condom use and family planning products and services in general in line with culture based gender roles.
- Medical circumcision which serves to reduce risk of HIV infection among males, is increasing, though lower in rural areas, where traditional circumcision is high.
- Coverage of ART treatment has increased from less than 2 percent in 2004 to 36 percent in 2014 and could reduce risk of HIV re/infection.
- Sex talk is still taboo, but teenage pregnancy is high and this is related to low age of sex debut and marriage, and unmet demand for contraception among adolescents.
- Contraception use is generally high but there is 18 percent demand for family planning services that is not met and it is not clear if the unsatisfied demand is mostly for adolescents or other groups.
- There is relatively high unsafe and illegal termination of pregnancy among adolescents and to a lesser extent for older categories of youth.
- Maternal mortality is high. According to the lifetime risk of maternal death, 1 in 32 women will die from pregnancy or childbearing.
- The burden of disease on the general population and youth is increasing as the incidence of non-communicable diseases increases.
- Food insecurity is quite high (39 percent) and co-exists with obesity.
- The health services do not yet respond to the needs of the young LGBT population even though they are at the critical stage of transition and self-discovery.
- Information on cancer in general and access to testing for cervical cancer are very limited, as testing services exist only in Maseru.

⁵⁸ Brooks, 2016, p.70

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- Despite signs of increasing demand for psychosocial support and/or mental health services, access is low. Only HIV and AIDS related counselling services have better coverage, though quality of service has not yet reached acceptable levels in most health centres. There is a need to expand counselling services due to obvious pressure from the disease.
- Alcohol and illegal substance abuse are relatively high among youth.
- Population with disability is relatively low (2.6 percent of the population in 2011), but this could be underestimated. People with a disability face difficult access to public spaces, information and assistive technology.
- It is difficult and costly to access health services in rural Lesotho, resulting in lower uptake of family planning services, higher teenage pregnancy and maternal mortality. Coverage of youth centred health services (youth health corners) is also limited in rural health centres.

4.13.2 Conclusions and Recommendations

The burden of communicable diseases on the youth population is very high and the increase in non-communicable diseases necessitates a more robust health system and prevention strategies as the best cure. The vulnerability of youth and the larger population towards global health threats such as Ebola and Evian flu and those that could be brought about by climate change should also be on the national health system radar. Though major challenges remain, some progress has been made in areas of ART coverage for those living with HIV, KYS uptake, and contraception prevalence has increased by more than 20 percent, since 2004. It is worth noting that the greater section of youth is generally in good health.

Targeting Zero HIV Incidence and AIDS

Even though HIV prevalence is among the highest in the world, there are signs of a decline in the rate of new HIV infections. A generation of zero HIV incidence and zero AIDS is possible. There is evidence that when prevention efforts are applied with collective

resolve and vigour between governments, civil society and the private sector, the spread of HIV infection can be halted. Therefore, more effective behaviour change accelerators should be identified and smarter programmes are needed to increase condomisation and promote positive behaviour change. Investigations are necessary to unpack the reasons for inconsistent use of condoms for the various youth populations. The establishment of a condom distribution agency and/or a robust and more efficient distribution network should also be considered.

Youth needs and challenges regarding health are not necessarily the same as those of the larger population. In order to provide well targeted interventions and get results, a comprehensive and integrated HIV and AIDS youth strategy that follows best practice should be developed in collaboration with youth groups. Similarly, youth are not a uniform group; factors such as literacy, geography, gender, vulnerabilities, marital status, income level and age group should be taken into account. High co-infection of HIV, TB and STI also require integrated services and multi-skilled frontline health personnel and as a result necessary education should be provided to ensure quality services.

Strengthening Sexual and Reproductive Health Services

It is argued that ‘...having opportunities for sexual satisfaction and for choice in matters of reproduction’ is a key human capability’ (Martha Nussbaum, 2003, p.42). The extension of this capability and functioning to youth is contentious in traditional societies such as that of Lesotho. While there are legal ages of consent, moral and societal expectations around sexual behaviour may differ. These complexities problematize outreach to youth that would promote sexual health.

More investigations and action are required to cover the 18 percent of unmet demand for family planning services. In addition, the debate on legalisation of abortion and research should be revived so that the needs of all sections of society are investigated and informed policy stance is taken. For adolescents, extending coverage and quality of services in adolescent health corners should be considered a priority as well as effective use of resource centres available in the districts.

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Formal sex education programmes should be launched in consultation with parents to break the silence and empower parents to engage in age-appropriate sex talk with children and young adults. Education programmes should also integrate rights-based approaches. There is a very good possibility that parents are not discussing sex with their children not only because the subject is taboo, but because they do not know how to broach the subject of sex. There is a need to equip parents with communication skills that will enable them to initiate discussions with their children on sex-related matters. Parents may themselves benefit from comprehensive sex education. Research to delineate the needs of parents and caregivers in this area and outreach to persuade them to broach this important topic needs to be undertaken and also to enable the dispelling of myths and misconceptions about condoms and contraception in general.

Combating Maternal Mortality

A major plan to combat maternal and child mortality rates is needed urgently as well as the resolve to implement it. The improvements in health infrastructure plus 'waiting mothers' quarters' should be complemented with accelerated programmes for building human resources for health, in particular to ensure that all nurses and village health workers have appropriate competencies in midwifery, translating professional ethics into operational standards in health facilities and making decentralisation work in the health sector.

Other sectors should also respond by, among other actions, building basic infrastructure to improve physical accessibility and communication. This should follow a cluster approach instead of isolated projects for different sectors, so that social returns could be higher for all government investments. A minimum infrastructure platform needs to be defined to achieve success in fighting maternal and child mortality. The lessons from new innovations such as performance-based financing in health should also be taken into consideration to improve quality of services.

Promoting Good Nutrition

Extension services related to nutrition and family health should include youth and promotion of small-scale crops and livestock production; preservation and processing programmes to improve household food

security should be intensified. Fragmentation and/or poor coordination of nutrition programmes in different ministries should be addressed. In addition, the required supply of micronutrients/vitamins should be secured, especially for vulnerable groups. In the private sector especially, retailers could play a big role in providing essential information in addition to health and nutrition programmes offered in different public programmes.

Reducing Incidence of Non-Communicable Diseases

The incidence of non-communicable diseases is increasing and attributable to poor lifestyle and nutrition. Therefore, participation in sports should be encouraged. Recreational sports could also keep youth away from illegal activities and promote social cohesion among and between communities or nations. Recreational sport is also a platform for building talent for competitive sports, which could be a source of employment or income.

District and community councils should include sports promotion in their plans and secure land for development of infrastructure. Coverage of services for early detection of cancer and information for prevention and treatment needs to be increased.

Improving Mental Health and Psychosocial Services

The high incidence of HIV and relatively high alcohol and illicit substance abuse suggest the need for increased psychosocial services. Though HIV and AIDS counselling services are available across the country and community level, there is room to improve quality of services. Also, ways of integrating mental health into primary health care and legislation protecting against discrimination of people with mental illnesses should be looked into.

Effective social mobilization programmes are necessary to educate youth and parents on drivers and effects of alcoholism and illicit substance abuse and solicit youth solutions to prevent use of substances and combat drug trafficking. Institutions such as Blue Cross need to be supported to increase outreach of services.

YOUTH AND HEALTH

Support for People Living with Disability

Although the rate of disability is not exceptionally high (2.6 percent), education on prevention, services for early detection, accessibility of public information and infrastructure as well as access to technology are critical. Youth groups should contribute in the mobilisation of resources from the government and international community, including NGOs to source assistive technology.

The government should develop appropriate standards for housing and public spaces to ensure accessibility. Information dissemination and consultation strategies also need to be improved to ensure that information in the public domain is accessible to young people living with disability.

Reducing Gender and Rural/Urban Disparities

Though rural-urban disparities are narrowing, there are distinct geographical disparities. In rural areas, it is difficult and costly to access health services, resulting in lower uptake of family planning services, higher teenage pregnancy and maternal mortality. Youth programming in the health sector should take such differences into consideration.

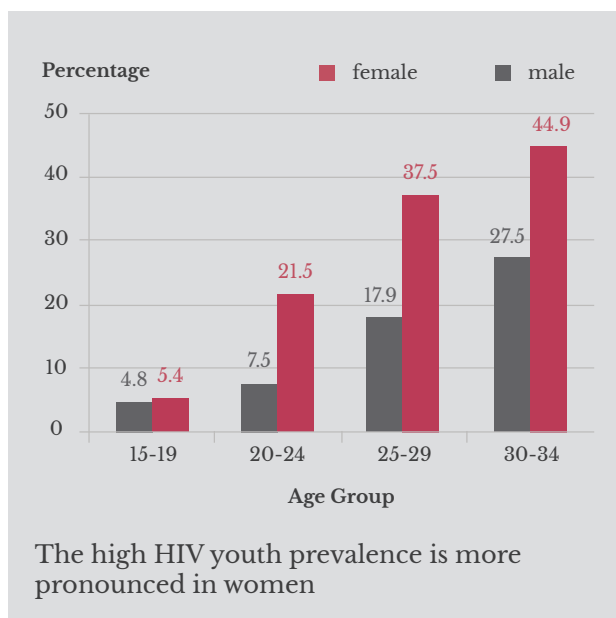
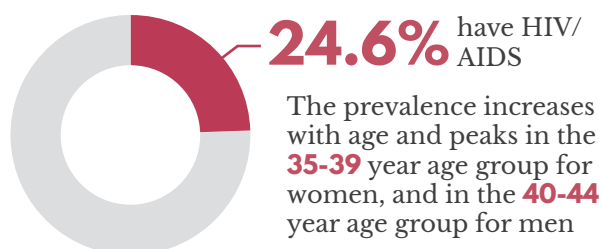
YOUTH AND HEALTH

Statistics on youth vulnerability indicate that young people in Lesotho are generally healthy, but that challenges and behavioural risks exist.



HIV AND AIDS IN LESOTHO

OF THE POPULATION AGED 15-49:



PLUS, HIV OFTEN COHABITS WITH:

- **Tuberculosis (74%)**. Lesotho is among the 15 countries in the world with the highest TB prevalence.
- **Sexually transmitted diseases (47.9%)**, which also constitute an epidemic in Lesotho.

HIV DRIVERS AND VULNERABILITIES

THE MOST VULNERABLE YOUTH GROUPS TO HIV INFECTION ARE:



Economically dependent or poverty-stricken



Married: There is a higher prevalence of HIV/AIDS among married men and women.

LESOTHO'S HIGH HIV PREVALENCE AMONGST YOUTH IS DRIVEN BY:



1. Multiple and concurrent sexual partnerships

- The primary mode of HIV transmission in Lesotho
- **33.8%** of youths (age 15 to 35) report multiple partners.
- More common among young men – **57%** young men compared to only **15.5%** young women.
- Concurrency highest in people who are married or living together – **31.1%** among men and **7.1%** among women.



2. Low and inconsistent use of condoms

- Among men and women (aged 15-49) who had two or more partners in the preceding year, **54%** of women and **65%** of men reported using a condom during their most recent sexual intercourse.



3. Early and unprotected sex debut

- Modal age of sexual debut is 16 to 18 years accounting for **46.5%** of all youths.
- **17.4%** of youth had their sexual debut younger than 16, the legal age of consent.



4. Risky sexual behaviour

- High poverty creates practices of prostitution and transactional sex (sex in exchange for gifts or status).
- Intergenerational sex is also culturally and socially common.

MATERNAL MORTALITY

Lesotho's maternal mortality rate:

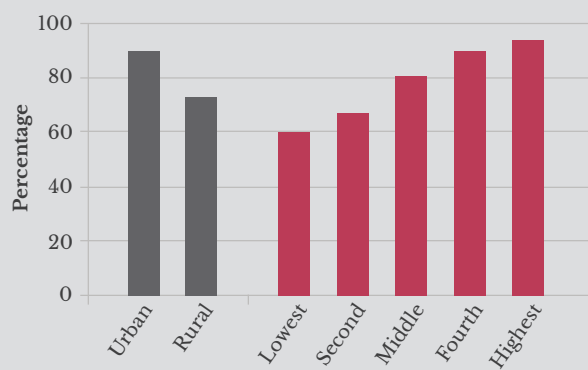
1,024 deaths
per **100,000** births

Two important contributing factors are:

-  1. Access to healthcare
-  2. Cultural practices

Inadequate healthcare for females is clearly implicated. There is also a critical link between urban-rural services, wealth and maternal mortality.

Percentage of births delivered by a skilled provider according to urban/rural location and wealth quintile, 2014



OTHER SEXUAL HEALTH ISSUES



Teenage pregnancy

- 19% of mothers aged 15 to 19 had started childbearing, and only 15% had live births.



Illegal abortion

- The leading cause of female hospital admissions in Lesotho – been fluctuating between 10% and 16% from 2010 to 2013.



Sex talk is taboo

- Sex is a taboo topic for conversation within families, churches and schools.



Contraception

- Prevalence has increased by more than 20% over the last decade, but there is still an 18% unmet demand for family planning services.



Cultural beliefs

- The onus is exclusively on girls to resist sexual advances and carry the burden of pregnancies or STIs resulting from unmarried sex.

RURAL-URBAN DISPARITIES

Health differences in Lesotho's rural and urban areas are due largely to:





Differences in attitude and behaviour





Disparities in cost, access and quality of health services

HEALTH FACILITIES VISITED DURING ILLNESS, 2012

	 URBAN	 RURAL
Clinic	42.9%	64.7%
Hospital	44.3%	27.7%
Private doctor/sister	6.6%	1.8%

More hospitals and private healthcare facilities are found in urban areas than in rural.

HEALTH INDICATORS, 2012

	URBAN YOUTH	RURAL YOUTH
 Alcohol drinking	28.0%	13.3%
 Substance abuse	7.5%	2.3%
STIs Sexually Transmitted Infections	18.5%	7.2%
HIV± Knowledge of HIV status	59.2%	63.6%

RURAL HEALTH CARE ISSUES ALSO LEAD TO:

- Lower uptake of family planning services
- Higher teenage pregnancy
- Higher maternal mortality

Youth and Education

“

The central motif of a vision of the future... one sustained by excellence, technological literacy, skills training, performance and enterprise. ”

- Journal of Educational Enquiry, 2001⁵⁹



Summary

Getting the skills right

The youth education index is relatively high at 0.688 and Lesotho is rated 32 out of 54 CWC. However, there are still issues that need addressing. Access to education for youth in poor households needs to be increased, especially for those with disabilities. The education system also needs improvement so as to address the limited options in terms of entrepreneurship culture, soft and life skills, creativity, maths and science competencies, technical and vocational skills, Information and Communication Technology (ICT) literacy and competencies, skills mismatch and the balancing of scales in relation to gender.

Policy recommendations

- Increase access to secondary education, technical and vocational education and training (TVET), and tertiary education, especially for youth from poor households and those with disabilities.
- Establish effective mechanisms for detection of learning disabilities, and develop accessible complementary/remedial programmes, including ICT-based solutions.
- Facilitate integration of a broad range of skills in the curricula at different levels, and build capacity of teachers in the areas of critical thinking, ICT, entrepreneurship, life skills, creativity and innovation, sex education, environment and civic education.
- Identify current and future skills gaps, prepare human resource development plans for different sectors, and provide career guidance to young people so as to assist them in better aligning their career choices with labour market needs. Also reinstate skills, apprenticeship and internship programmes so as to increase employability and quality of services.
- Improve competency and enrolment in maths, science and technology, particularly among young women, and strengthen research and innovation capacity in areas of need and comparative advantage.

YOUTH AND EDUCATION

5.0

Education is a key dimension of human development. It is the gateway to enabling young people to acquire the skills, information and values necessary to acquire or create jobs through which they can transform their own lives and the lives of others. As such, it is a catalyst for positive social change, be it social justice, improvement of public health, reduction of poverty, or the achievement of gender equality.⁶⁰

Access to education is fundamental to the empowerment of youth as well as an acknowledged human right in international law.⁶¹ Education is not an end in itself but a means to an end, enabling gainful employment with higher income returns for those with higher levels of education. On a national level, strong educational systems enable a country to compete in global markets. As argued by the World Bank, ‘... Jobs are the cornerstone of economic and social development. Economies grow as people get better at what they do, as they move from farms to firms, and as more productive jobs are created and less productive ones disappear. Jobs are thus transformational – they can transform what we earn, what we do, and even who we are.’⁶²

5.1

Access to Education

Institutions within the country educate the majority of Lesotho’s youth. However, significant numbers of Basotho are educated outside of Lesotho, principally in the Republic of South Africa.⁶³ For instance, in 2014/15 alone 1,180 youth were studying in South Africa. This number may be higher as a number of Basotho may not even be registered with the Consular office. The analysis carried out herein will focus on the education that the

BOX 5: HUMAN DEVELOPMENT INDICES AND EDUCATION

THE HUMAN DEVELOPMENT INDEX:

Lesotho’s educational outcomes have earned the nation a score of 0.505. This is a fair score, however there is significant room for improvement.

THE YOUTH DEVELOPMENT INDEX:

Education was the strongest performer on this indicator for Lesotho with a score of 0.688.

THE MULTIDIMENSIONAL POVERTY INDEX:

Years of schooling was a key deprivation for youth.

THE GENDER INEQUALITY INDEX (GII):

The empowerment component of the GII entails attainment at secondary and higher education levels. The score for young women (0.277) was found to be slightly higher than that of men (0.174).

THE YOUTH VULNERABILITY INDEX:

The calculation of the vulnerability index indicated a very high dropout rate as a key risk factor for the youth in Lesotho.

youth receive in Lesotho. Lesotho’s education system is divided into four basic levels: primary, lower secondary, upper secondary and tertiary. The primary level comprises seven years, secondary comprises five years and tertiary comprises three to four years. Children are expected to start school at the age of 6 and primary school is compulsory up to age 13. After primary school, formal secondary education, vocational training and non-formal education are available to students.

This chapter concerns itself with youth between the ages of 15 and 35. Unless otherwise mentioned, this entire age band is intended whenever the chapter makes mention of the term ‘youth’. A total of 156,062 youth were enrolled in Lesotho’s educational institutions in 2013. This represents 20.7 percent of all Lesotho’s youth. Just under 80 percent of the country’s youth was no longer in active pursuit of educational opportunities. This enrolment does not include youth who are enrolled in schools outside the country. Among the 20.7 percent of youth enrolled in educational institutions there are a number of in-built distortions that are revealed by the Gender Parity Index. The Gender Parity Index (GPI) measures equity between boys and girls

⁶⁰ United Nations Education and Science Organisation (UNESCO), 2012 ⁶¹ Ibid ⁶² World Bank, 2013 ⁶³ Consular Office, Ministry of Foreign Affairs, Lesotho

YOUTH AND EDUCATION

at each school level.⁶⁴ It measures the ratio of females to males at each education level. The interpretation of the index is that a value of one (1) signifies enrolment equity between males and females. This equal access and enrolment in education is the target from a policy perspective. A value of more than one (1) indicates that more females than males of the appropriate age were enrolled in registered primary schools, while a value of less than one (1) indicates that more males than females were enrolled.

Mean Years of Schooling (MYS) indicates the average number of completed years of education of a country's population, excluding years spent repeating individual grades. These estimates are produced by the Unesco Institute of Statistics (UIS).⁶⁵ MYS estimates cover population aged 25 and older, which is the indicator used in the calculation of the Human Development Index (HDI). MYS is derived from data on educational attainment. Lesotho's mean years of schooling have steadily increased from 3.7 to 5.9 years in 1980 and 2013 respectively. In contrast, the mean years of schooling for the sub-Saharan African region are 4.8 years.

The general pattern in Lesotho is that there are more females than males in school as indicated by the gender parity ratio of 1.068. The only levels where the gender parity index is less than one, thereby indicating more males than females, is at primary school and in non-formal education. At the primary school level, there

should be no youth (since primary school is designed to end at age 13 and youth begins at age 15). The presence of youth in primary school indicates slow progression. This means that some males are making slower progress in primary school than their female counterparts. This is not unusual and a similar pattern can be found in countries around the world. It can be explained in developmental terms because intellectual maturation tends to occur earlier in females than in males. The non-formal education system also has a higher proportion of males since, in many instances, it targets herd-boys who, due to their occupation, often drop out of school early.

5.2

Youth Literacy

Lesotho has made impressive progress in expanding the expected and mean years of schooling since 1980. In both categories, Lesotho outperforms the averages in sub-Saharan Africa. Expected Years of Schooling (EYS) is a component of the education indicator in the Human Development Index (HDI).⁶⁶

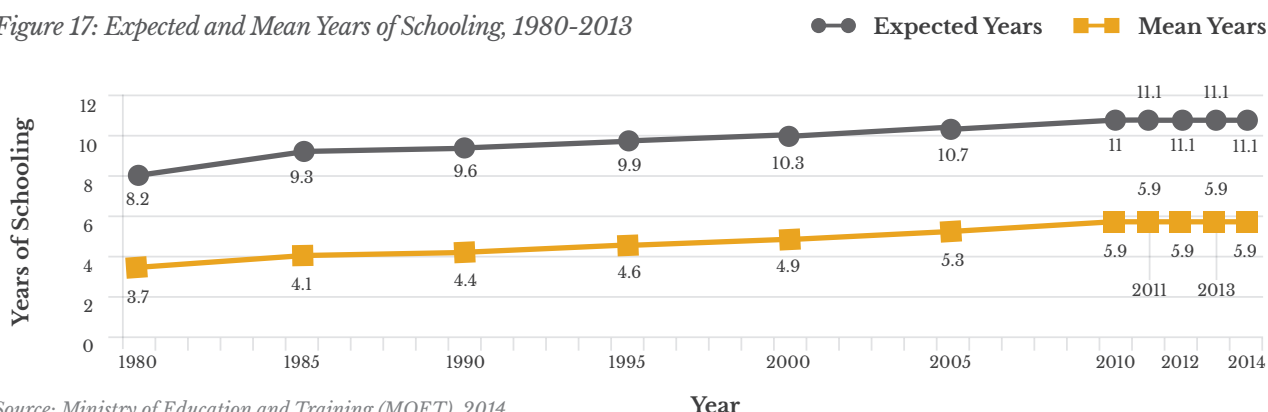
Table 22: Youth Enrolment in Lesotho's Education System, 2013

EDUCATION LEVEL	MALE	FEMALE	TOTAL	GENDER PARITY INDEX
Primary	20,023	13,068	33,091	0.653
Lower Secondary	31,671	35,737	67,408	1.128
Upper Secondary	14,796	20,308	35,104	1.372
Tertiary	10,357	15,151	25,508	1.462
Vocational	1,469	1,823	3,292	1.240
Non-Formal Education	4,974	2,919	7,893	0.587
Totals	83,290 (48.3%)	89,006 (51.7%)	172,296	1.068

⁶⁴ MOET, 2014 ⁶⁵ The UIS Glossary includes statistical terms related to education, science, technology and innovation, culture, and communication and information, <http://glossary.uis.unesco.org> ⁶⁶ UNDP, 2010

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Figure 17: Expected and Mean Years of Schooling, 1980-2013



Source: Ministry of Education and Training (MOET), 2014

It is a measure of the number of years of schooling a child is expected to receive, assuming the current rates of enrolment are maintained throughout the child's life.⁶⁷ As of 2013, the expected duration of schooling in Lesotho is 11 years. By point of contrast, in sub-Saharan Africa, the expected duration of schooling is 9.7 years.

5.3

Primary Education

At the primary education level, the goal of Lesotho's policy is '... to contribute to the reduction of poverty in Lesotho through the provision of a sustainable, improved, quality assured, universal free and compulsory primary education'.⁶⁸ Lesotho is committed to Millennium Development Goals (MDGs) 2 and 3, which entail: (i) ensuring that all children are able to complete primary education and (ii) attaining gender equity at primary school level by the year 2015. In order to deliver on these two commitments, the Government of Lesotho (GOL) introduced free primary education in the year 2000. Primary education is also compulsory for all pupils between the ages of six and 13 years. There are 1,469 primary schools in Lesotho, the majority of which (80.7 percent) are owned by one of four church institutions: the Roman Catholic Church, the Lesotho Evangelical Church, the Anglican Church of Lesotho and the African Methodist Episcopal Church. As determined by the Ministry of Education and Training, the official age range for primary school is six to 13 years. Pupils who fall outside these age parameters are

referred to as either under or over age. The expectation would therefore be that no youth would attend primary school. However, statistics on 2013 primary school enrolment indicate that 9 percent of the 369,469 pupils enrolled in primary school are aged 15 and above. Among these students aged 15 and above who are enrolled at primary school level, the ratio of males to females is significantly higher. This is in contrast to the general trend at the primary school level, which indicates that significantly more girls than boys attend primary school. Boys account for 57.5 percent of total primary school enrolment while girls comprise 42.5 percent of the total enrolment.⁶⁹ One of the reasons for a greater number of male youth in primary education is the higher number of male repeaters in primary school. As seen in Figure 18, male repeaters consistently outnumber female repeaters, with the overall number of repeaters steadily decreasing with increasing age.

GOL has a policy of inclusive education across all levels of the country's education system. The policy is intended to, 'ensure the integration/inclusion of learners with special educational needs/disabilities into the regular school system at all levels in order to enable them to acquire appropriate life skills and education'.⁷⁰ Learners with special needs include the disabled (physical or mental), the gifted and talented, and those with behavioural problems.

The 2012 statistics indicate that a total of 19,682 pupils enrolled at primary school level had special educational needs. Of the nearly 20,000 primary school students designated as having special needs, 19 percent were age 15 or older. Taking into consideration that 36,927 youth were enrolled at primary school, the 3,739 youths with special education needs comprised slightly more than 10 percent of youths enrolled at primary school. As

⁶⁷ UNESCO, 2009 ⁶⁸ MOET, 2005: 43 ⁶⁹ BOS, 2012 ⁷⁰ MOET, 2005

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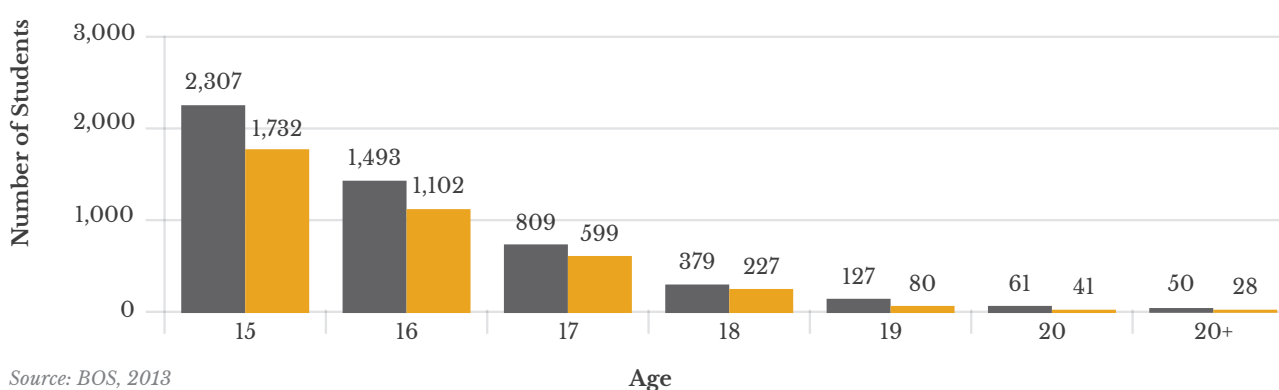
Table 23: Registered Primary Schools' Special Educational Needs by Age, Grade and Gender, 2012

Source: BoS, 2012

AGE	STD 1		STD 2		STD 3		STD 4		STD 5		STD 6		STD 7		TOTAL
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
15	7	2	20	6	37	24	104	59	246	125	205	135	157	181	1,308
16	2	2	4	5	16	17	55	39	124	89	203	118	164	165	1,003
17	3	1	3	7	9	11	24	22	72	40	111	65	158	109	635
18	1	1	4	4	9	5	14	13	25	23	49	44	92	71	355
19	0	1	3	2	0	1	4	9	21	9	31	23	42	29	175
20	1	0	0	1	1	4	7	4	4	11	19	14	22	13	101
20+	0	0	2	3	6	3	8	15	13	13	29	19	30	21	162
Total	14	7	36	28	78	65	216	161	505	310	647	418	665	589	3,739

Figure 18: Enrolment of Repeaters in Registered Primary Schools, 2013

■ Male ■ Female



Source: BOS, 2013

Table 23 reflects, the administrative data of the Ministry of Education⁷¹ indicates that the percentage of males with special needs exceeds the percentage of females with special needs.

5.3.1 Gross Enrolment Rate (GER) – Primary

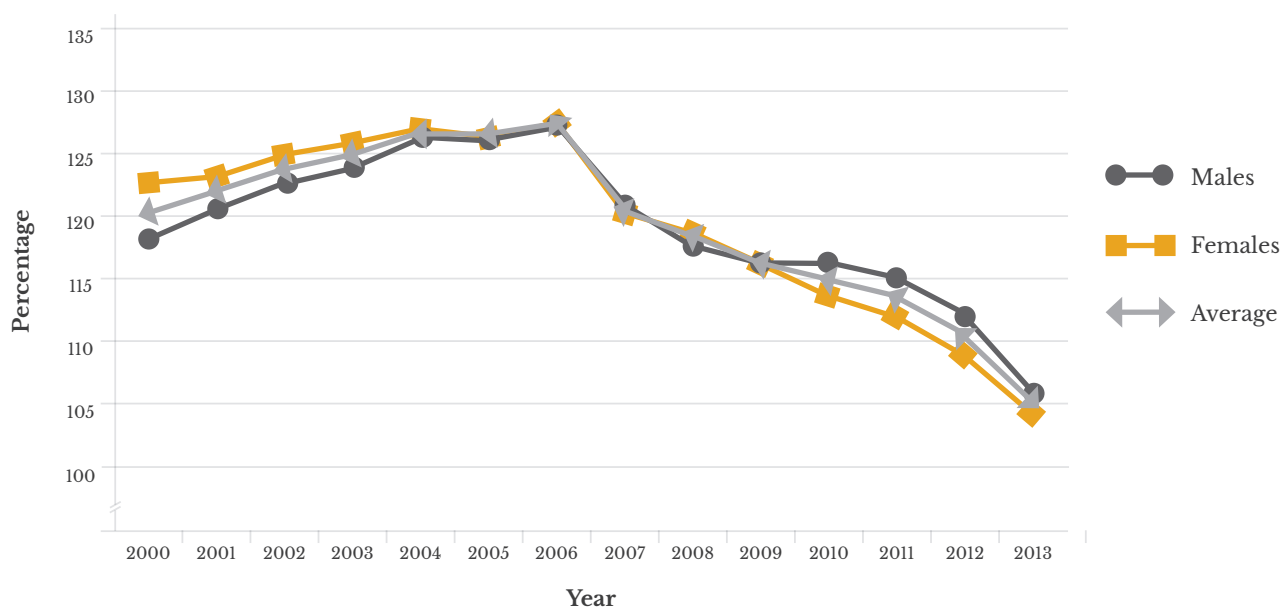
The Gross Enrolment Rate is the total enrolment within a country, 'in a specific level of education, regardless of age, expressed as a percentage of the population in the official age group corresponding to this level of education'.⁷² GER values can be over 100 percent when the population of students who attend school covers

pupils beyond school age. The presence of pupils with ages older than the standard age in a particular education level indicates either repeated years or late entry into school. The introduction of Free Primary Education (FPE) in 2000 saw the gross enrolment rate increase until about 2006, when it peaked. Thereafter a decline in the enrolment rate is seen with slight gender differences (see Figure 19). The peak in the GER beyond 100 percent denotes that, on account of the introduction of FPE, a large number of older pupils enrolled for primary education.

⁷¹Ministry of Education and Training: Education Statistics Bulletin, 2012 Statistical Tables ⁷²Official UN definition of GER

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Figure 19: Gross Enrolment Rates Primary, 2000-2013



Source: MOET, 2014

5.3.2 Net Enrolment Rate – Primary

The Net Enrolment Ratio (NER) is the enrolment of the official age group for a given level of education expressed as a percentage of the corresponding population. It measures the percentage of children who are ‘on-track’ with their education. For example, an NER of 34 percent would mean that out of every 100 children within the official age group for primary education, only 34 children attended.

In Lesotho’s case, the 2013 NER is in the mid to high 70s. The NER is consistently higher for females than males. As of 2013, 75 out of every 100 primary school-age boys actually attended primary school. In contrast 79 out of every 100 primary school age girls attended primary school in 2013. Figure 20 shows that Lesotho’s NER is declining after having peaked in 2002/2003 in response to the push from the FPE Act of 2000. The declining rate of enrolment is threatening Lesotho’s progress on MDG 2.

5.3.3 Cohort Survival Rates

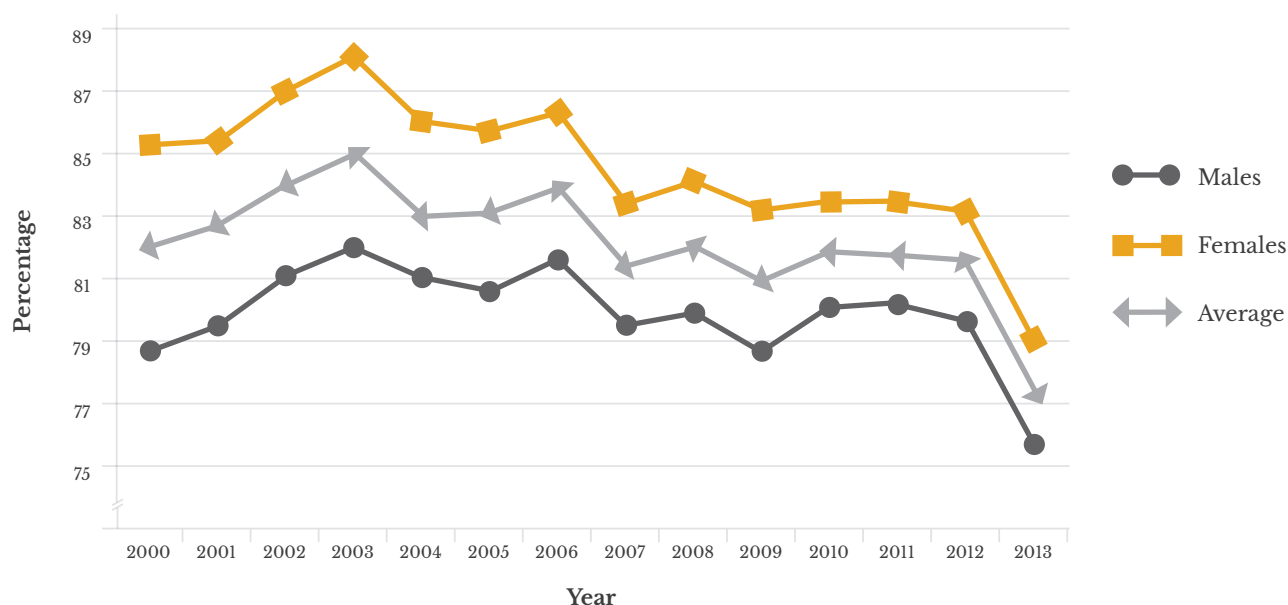
The cohort survival rate is defined as the proportion of pupils starting Grade 1 who reach and complete Grade 7, the final grade of primary school. The cohort survival rate measures the education system’s success in promoting students from one education level to the next, as well as its internal efficiency. It illustrates the promotion of pupils from one grade to the next as well as the dropout rate. Survival rates approaching 100 percent indicate a high level of cohort survival and zero incidence of dropping out. Educational internal efficiency is analysed by means of the cohort student flow method, depending on the type of data collected.⁷³ It signifies the factors that influence the progression and dropout rates of the system.

Free primary education was introduced in Lesotho in 2000. The crude cohort survival rate increased from 40.9 percent when the class of 2000 completed primary

⁷³ These methods are: true cohort, apparent cohort, and reconstructed cohort. UNESCO Institute of Statistics (UIS)

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Figure 20: Net Primary School Enrolment Rates – Males and Females, 2000-2013

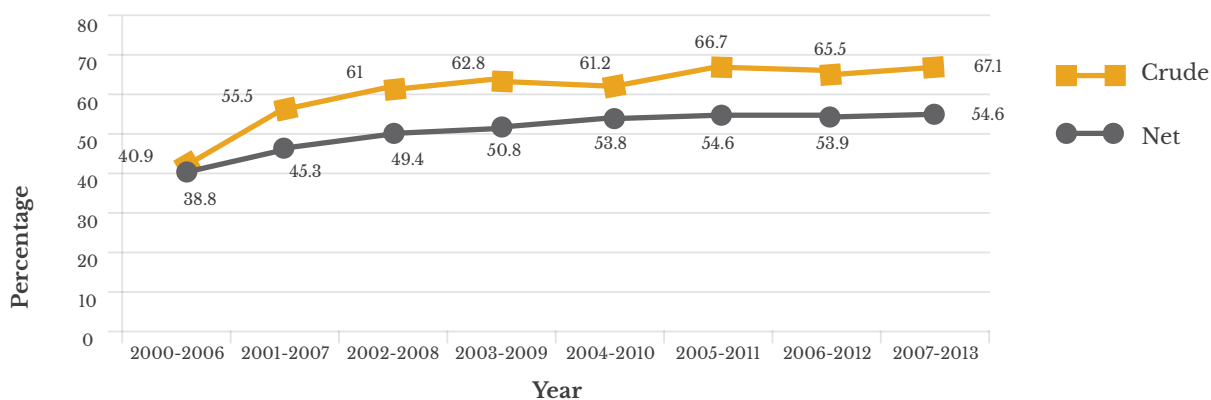


Source: MOET, 2014

school in 2006, to 67.1 percent in 2013 when the class of 2007 completed primary school. The net enrolment rate increased from 38.8 percent to 54.6 percent over the same period. Conversely, the dropout rate decreased from 59.1 percent in 2006 to 32.9 percent in 2013. In 2013, therefore, a total of 276,081 members of the cohort that had started primary school in 2007 completed the final year of primary school while 133,535 members of that same cohort had dropped

out of school. The high dropout rate raises at least two concerns. The first is what is prompting one-third of Lesotho’s students to drop out before completing their primary education; the second is what will become of students who fail to complete even primary education?

Figure 21: Crude and Net Cohort Survival Rates - Primary, 2000-2013



Source: MOET, 2014

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5.3.4 Transition Rates from Primary to Secondary School

Upon successful completion of primary school, it is expected, but not legally required, that students will continue on to secondary school. The percentage of students who, having completed primary school, immediately progress to secondary school is known as the transition rate. High transition rates designate a high level of 'flow' from one level of education to the next. Overall there have been only marginal differences between transition rates of males and females from the end of primary to the beginning of secondary school. Between 2001 and 2007, the transition rates for males were higher than those for females, though by less than two percentage points. After 2007, the transition rates for females marginally surpassed those for males, by approximately two percentage points on average. The overall trend indicates that the transition rates for males and females increased from a low of 62.8 percent in 2002 to a peak of 75.5 percent in 2010, but then levelled off in subsequent years up to 2013.

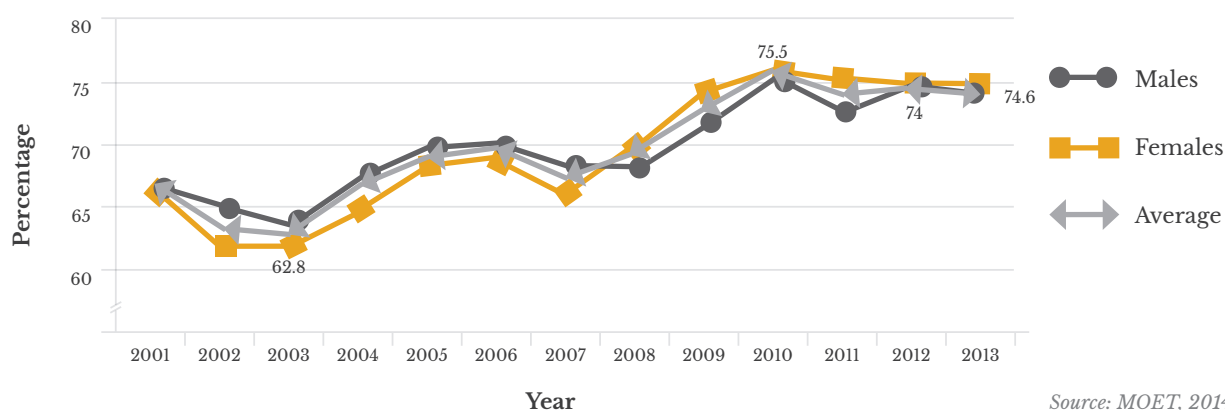
A cultural aspect that lowers male enrolment in school is the prevalence of young Basotho males who work as herd boys – a full-time job which requires them to look after animals. This traditional role is prescribed for males who are expected to be household providers; at the same time the animals are a form of capital investment for marriage and agricultural production.

This societal expectation is reflected in the 2012 youth survey where the proportion of males that dropped out of school because they had to work was 10.2 percent compared to only 1.6 percent of females. The prospects for males who have not completed secondary school are bleak. Many of them find themselves migrating at a tender age and/or marrying very young while at the same time failing to obtain higher paying jobs. This practice is continuing despite the existence of the education law, which makes education compulsory for children up to age 18.

5.4 Secondary Education

Lesotho's secondary school level consists of two levels: lower secondary (Forms A, B and C) and upper secondary school (Forms D and E). At the completion of lower secondary, successful learners are awarded a junior certificate. At the completion of upper secondary, successful students are awarded an O-level certificate. In 2013 Lesotho had a total of 321 schools providing secondary education with a total enrolment of 127,121 pupils.⁷⁴

Figure 22: Primary to Secondary School Transition Rates – Male and Female, 2001-2013



Source: MOET, 2014

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5.4.1 Youth Registration in Secondary Education

Of the 127,852 individuals who are enrolled at secondary school level, 104,895 (or 82 percent) are youth (age 15 years or older). The gender ratio of youth enrolled in secondary school is presented by grade in Table 24. There are significantly more females (54.7 percent) than males (45.3 percent) enrolled in Lesotho's

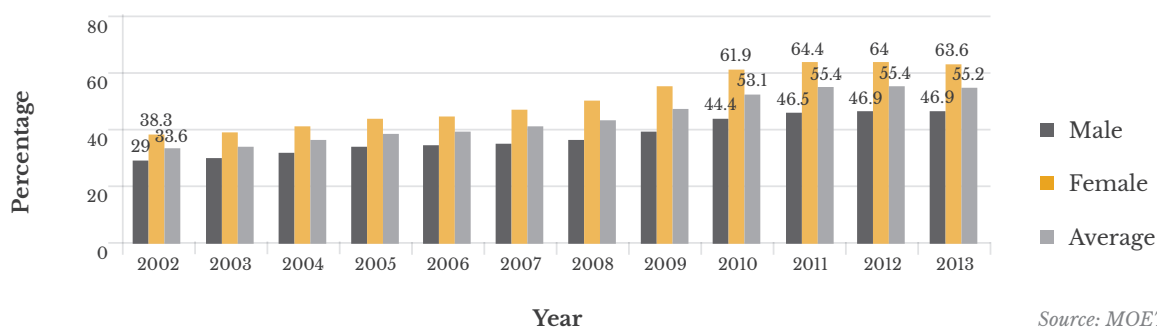
secondary schools yielding an overall gender parity ratio of 1.206. However, analysis of the gender parity ratio across the secondary school grades indicates that it progressively increases from 0.898 in Form A where the number of males slightly exceeds the number of females, to 1.305 in the last grade of secondary school (Form E). Statistics on class repeat rates indicate that a total of 18,385 pupils enrolled in secondary schools were repeaters, of whom 44 percent were male and 56 percent were female.

Table 24: Youth Registered in Secondary School Grades, 2013

Source: MOET, 2013

EDUCATION LEVEL	MALE	FEMALE	TOTAL	GENDER PARITY RATIO
Form A	10,323	9,275	19,598	0.898
Form B	11,879	13,997	25,876	1.18
Form C	9,469	12,465	21,934	1.316
Form D	8,706	12,363	21,069	1.420
Form E	6,090	7,945	14,035	1.305
Total	46,467 (45.3%)	56,045 (54.7%)	102,512	1.206

Figure 23: Gross Enrolment Rates at Secondary School, 2002-2013



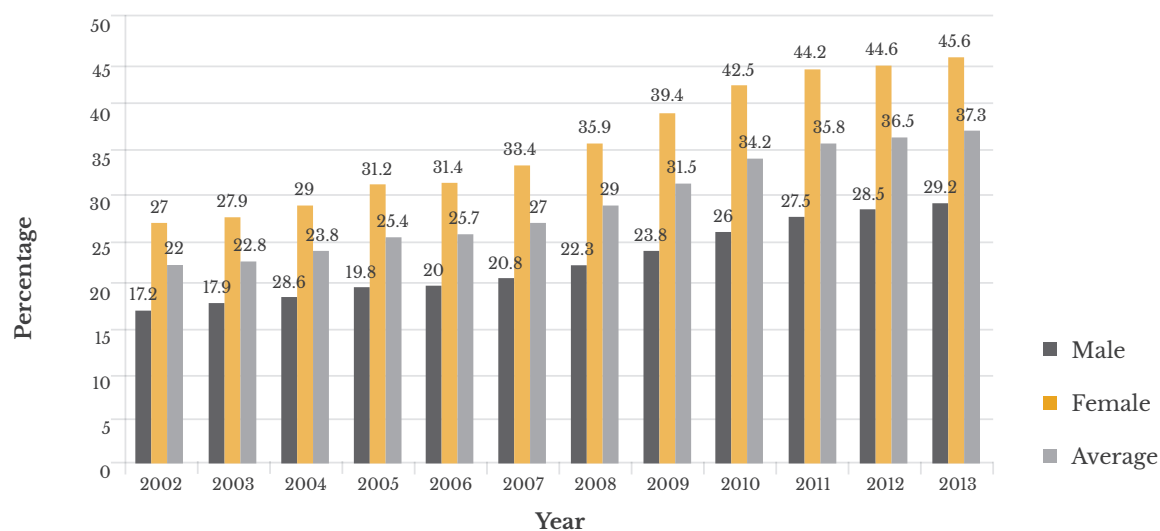
Source: MOET, 2014

⁷⁴ BOS, 2013

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Figure 24: Secondary School Level Net Enrolment Ratio, 2002-2013

Source: MOET, 2014



5.4.2 Gross and Net Enrolment at Secondary Schools

The secondary school GERs have steadily increased from an average of 33.6 percent in 2002 to a peak of 55.4 percent in 2011. The enrolment rates of females have consistently been above those of males and the gap has been increasing. In 2002, the GER of girls (38.3 percent) was 9.3 percent above that of males (29 percent). As a result, between 2002 and 2007, the Gender Parity Index for the GER increased from 1.3 in 2002 to 1.4 in 2013.⁷⁵

The NER at the secondary school level has also increased from an average of 22 percent in 2002 to 37.3 percent in 2013. Throughout the years between 2002 and 2013, the NER of females has been consistently higher than that of males. Furthermore, the gap between male and female enrolment has been increasing. In 2002, the NER of females at the secondary school level stood at 27 percent as compared to 17.2 percent for males. In 2013, the female NER stood at 45.6 percent as against 29.2 percent for males. This indicates that the gap in enrolment ratios increased from 9.8 percent in 2001 to 16.4 percent in 2013. The gender parity index for the NER has nonetheless remained constant at 1.6 percent.

5.4.3 Students with Special Needs

In 2013, 6.1 percent of secondary school students were classified as having special education needs. This translates to 7,802 pupils. The most common forms of disability were as follows: visual impairment (43.4 percent), intellectual disability (22.2 percent), hearing impairment (15.8 percent), physical disability (5.2 percent) and other (13.3 percent).

5.5 Tertiary Education

Thirteen institutions offer tertiary-level education in Lesotho, with a total enrolment of 25,508 pupils in 2012 of which 23,100 (or 90.1 percent) were youth. Five institutions, specifically the National University of Lesotho, Limkokwing University of Creative Technology, Lesotho College of Education, Lerotholi Polytechnic and Centre of Accounting Studies account

⁷⁵ MGYSR, 2014

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for 91.2 percent of the total enrolments in tertiary institutions. There are also significant numbers of pupils who receive tertiary education outside Lesotho's borders, principally in South Africa though the exact figures are not available.

5.5.1 Tertiary Enrolment

In 2012, more women than men enrolled in Lesotho's tertiary institutions. A total of 15,151 (or 59.4 percent)

women were enrolled, while 10,357 (or 40.6 percent) men were enrolled. All of Lesotho's tertiary institutions with the exception of Lerotholi Polytechnic enrolled more women than men. This is largely attributable to the stereotype in Basotho society that technical programmes are for males while teaching and nursing programmes are for females.⁷⁶ Institutions offering nursing programmes had a gender parity ratio ranging from 3.500 to 7.727. The Lesotho College of Education had a gender parity ratio of 2.710. Table 25 shows the gender breakdown by tertiary institution.

Table 25: Tertiary Enrolment by Institution and Sex, 2011

Source: Ministry of Education

INSTITUTION	ENROLMENT			
	Males	Females	Total	Gender Parity Ratio
Centre for Accounting Studies (CAS)	586	710	1,296	1.212
Institute of Development Management (IDM)	168	310	478	1.845
Lesotho Agricultural College (LAC)	161	196	357	1.217
Lesotho Institute of Public Administration and Management (LIPAM)	168	290	458	1.726
Lesotho College of Education (LCE)	1,295	3,509	4,804	2.710
Lerotholi Polytechnic (LP)	1,896	820	2,716	0.432
Limkokwing University of Creative Technology (LUCT)	1,498	1,591	3,089	1.062
Maloti School of Nursing (MSN)	28	98	126	3.500
National Health Training Centre (NHTC)	142	393	535	2.768
National University of Lesotho (NUL)	4,367	6,994	11,361	1.602
Paray School of Nursing (PSN)	11	85	96	7.727
Roma College of Nursing (RCN)	18	71	89	3.944
Scott Hospital School of Nursing (SHSN)	19	84	103	4.421
Total	10,357	15,151	25,508	1.463

⁷⁶ Council on Higher Education, 2012

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GRAPHIC: PRIMARY, SECONDARY AND TERTIARY ENROLMENT FOR YOUTH, 2013

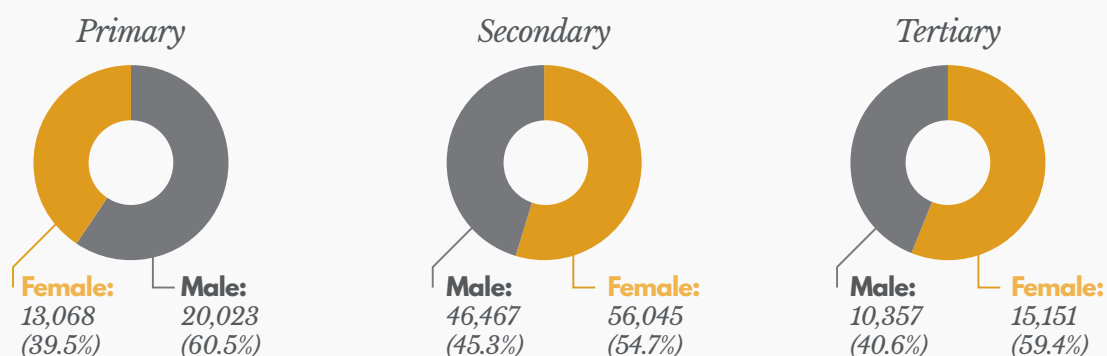


Table 26: Tertiary Graduates by Institution and Sex, 2011

INSTITUTION	GRADUATES			
	Males	Females	Gender Parity Index	Total
Centre for Accounting Studies (CAS)	86	96	1:1	182
Institute of Development Management (IDM)	24	65	1:3	89
Lesotho Agricultural College (LAC)	107	175	1:2	282
Lesotho Institute of Public Administration and Management (LIPAM)	131	254	1:2	385
Lesotho College of Education (LCE)	293	797	1:3	1,090
Lerotholi Polytechnic (LP)	196	154	1:1	350
Limkokwing University of Creative Technology (LUCT)	525	671	1:1	1,196
Maloti School of Nursing (MSN)	12	49	1:4	61
National Health Training Centre (NHTC)	48	175	1:4	223
National University of Lesotho (NUL)	544	903	1:2	1,447
Paray School of Nursing (PSN)	0	14	0:14	14
Roma College of Nursing (RCN)	7	35	1:5	42
Scott Hospital School of Nursing (SHSN)	5	21	1:4	26
Total	1,978	3,409	1:2	5,387

Source: Education Statistics Bulletin, 2013

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BOX 6: PURSUING AN EDUCATION – LIMPHO RAMATHINYANE’S PERSONAL EXPERIENCE OF LIVING WITH DISABILITY

‘The assistant registrar told me management did not know my crippled condition when considering my admission into college residence... I was admitted into the college in January 2008, but the following month, I was kicked out of residence after management said I was a cripple and could therefore not live on campus... Management noticed I was physically disabled the first day I arrived, but still offered me a place to stay on condition my family got me a personal assistant. It took a while before I could get one and meanwhile, I was being assisted by my roommate and classmates. It came as a shock when I was suddenly summoned by the college warden who informed

me I had become a burden to my roommate and other students, which meant that, if I did not get a personal assistant soon, I was going to be evicted from residence. That threat was eventually carried out on February 15 2008, with a relative breaking the devastating news.’

After leaving residence, Ramathinyane was then forced to commute to the college from Qoaling – a distance of about five kilometres each way. She currently rents a two-roomed apartment in Mohalalitoe, a few kilometres away from the college.

Source: Excerpt from Public Eye (2010), ‘Woman Pays Heavy Price for Disability’, 13 April 2010.

5.5.2 Tertiary Graduates – Potential Labour Market Entrants

In 2011, a total of 5,387 pupils graduated from Lesotho’s tertiary institutions.⁷⁷ While the ages of graduates were not specified, the majority were youth. Women comprised 63.3 percent of all graduates. The gender breakdown of tertiary graduates by institution is presented in Table 26.

5.5.3 Students with Special Needs

Only two of Lesotho’s 13 institutions of higher learning admit students with disabilities. As a result, only 10 students with disabilities were enrolled in Lesotho’s institutions of higher learning in 2011. The story of 29-year-old, Limpho Ramathinyane as related by a local newspaper, *Public Eye*, presented in Box 6 gives a clear picture of the challenges facing learners with physical

disabilities in Lesotho. Students with special needs have an equal right to education at all levels of the education system. Currently, Lesotho has a very limited number of schools offering adequate accommodation for students with special needs. Key challenges include the availability of teachers with skills in special education and school buildings that are designed to enable access to students with physical disabilities.

5.6 Vocational Training

Technical and vocational training in Lesotho provides manual job-oriented skills to post-primary and junior secondary school level pupils. There are 28 technical and vocational schools in Lesotho with a total enrolment of 3,292 pupils in 2013 of whom 43.9 percent (1,469 pupils) were male and 56.1 percent (1,823 pupils) were female.⁷⁸

⁷⁷ MOET, 2014 ⁷⁸ BOS, 2012

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Eight of these schools are regulated and accredited by the Department of Technical and Vocational Training (TVD) of the Ministry of Education and Training, which also regulates their curricula and inspects and assesses them through trade tests.⁷⁹ Trainees are provided with training in brick-laying and plastering, carpentry, plumbing, cookery and catering, panel beating and spray painting, motor mechanics metal work, welding, solar energy, sewing and knitting, catering and decorations, horticulture, animal husbandry and poultry, life skills and counselling and business skills development.⁸⁰ In 2013, a group of 315 students left their schools, with 38 percent doing so in order to seek employment and 25 percent due to lack of funds. Pregnancy was a reason for 6 percent of the dropouts. More females than males left to seek employment.

Most vocational schools have limited technical resources, including insufficient or obsolete equipment, such as a lack of woodwork and metal machinery, library, laboratory and classroom facilities. Art is not taught in most schools, though there are small numbers of self-taught artists, some of whom studied in South Africa and developed skills in ceramics, painting, sculpture and drawing. Some prefer to live in South African cities like Cape Town where there is support for and appreciation of their skills and talent. It also means there are missed opportunities for marrying science, engineering, creativity and design to develop new product markets.

Table 27: Enrolment in Non-Formal Education, 2014

EDUCATION LEVEL	MALE	FEMALE	TOTAL
Primary	6,293	1,596	7,889
Lower Secondary	126	330	456
Upper Secondary	123	410	53
Total	6,542	2,336	8,398

Source: MOET, 2014

5.7

Non-Formal Education

Non-formal education in Lesotho typically comes in the form of distance learning. At the primary and secondary school level, Lesotho Distance Teaching largely facilitates this. As of 2014, a total of 8,398 pupils were enrolled in non-formal education in Lesotho. The majority of non-formal education pupils were enrolled at the primary-school level. Significantly, more males (77.9 percent) than females (22.1 percent) were enrolled

BOX 7: CAMPAIGN FOR EDUCATION FORUM

The Campaign for Education Forum was formed in 2003 following the Dakar Framework of Action by various stakeholders including SOS, Children's Village, and Teachers' Associations, with the objectives of:

- Ending child labour
- Increasing democratic participation in civil society, including children, learners and teachers at all levels
- Eradicating adult illiteracy and providing second chances for youth and adults who missed out on formal learning

ACHIEVEMENTS:

- Review of the Education Act 2010
- Raising awareness of mainstream education for people with disabilities
- Promotion of the National Disability Policy
- Development of the child helpline
- Recognition of sign language and deployment of sign-language interpreters at schools
- Participation in the strategic plan of the Ministry of Education and Training

CHALLENGES:

- Lack of law enforcement of the Education Act
- Education is not an enforceable right
- School buildings are not disability compliant

⁷⁹ Setoi, 2012 ⁸⁰ Setoi, 2012

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in non-formal education in Lesotho. The gender breakdown of non-formal education enrolment by gender is presented in Table 27.

GRAPHIC: NON-FORMAL EDUCATION

As of 2014, a total of

8,398

pupils were enrolled in non-formal education



5.8

Science, Technology and Innovation

Innovation in science and technology depend on appropriate and adequately resourced research and development institutions. However, Lesotho has weak research capacity and no institutional mechanisms for technology acquisition through adapting new innovations and technology. There is low enrolment in maths and science in tertiary institutions and too small a crop of graduates to drive research and innovation.

Many students do not enrol on account of higher failure rates – probably related to poor foundations at primary and secondary levels – and fear of losing government scholarships or bursaries, if they fail.⁸¹ Brain drain to neighbouring South Africa is also high.

5.8.1 Information, Communication and Technology (ICT) skills

Information and communication technologies (ICTs) have become the gateway to knowledge economies in the era of globalisation. The development of youth ICT capabilities is therefore an essential priority to enable youth to fully participate in the global society and economy. At the heart of the ICT for development (ICT4D) movement is the idea that knowledge networking is ‘... the process by which people in geographically dispersed communities access and share knowledge, information and skills to achieve their ends’⁸² The success of knowledge networking depends on the coexistence of a number of factors that include: (i) the ICT environment, which covers the national regulatory, infrastructural and market characteristics, (ii) the readiness of stakeholders, particularly the youth, to use ICT, and (iii) the actual patterns of usage of ICTs.⁸³ Some of the key indicators relating to ICT in Lesotho are presented in Table 28.

Table 28: ICT Indicators for Lesotho, 2013-2014

INDICATOR	STATISTICS (YEAR)
Mobile Cellular Subscriptions	1.2 million (2013)
Service Providers	2 (Vodacom and Econet Lesotho)
3G Coverage	38% (and projected to reach 58% in March 2014)
Mobile Penetration	65% (2013)
Facebook Users	51,440, with penetration rate of 2.7% (World Stats, 2014)
Network Readiness Index Ranking	133 out of 142 countries (2013)

Source: Ministry of Communications

⁸¹ Science, Technology and Innovation Policy Review, Lesotho, UNCTAD, 2010 ⁸² Qureshi, 2010: 1 ⁸³ World Economic Forum, 2013

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GRAPHIC: TECHNOLOGY

Mobile cellular subscriptions:

1.2 million

And network readiness index ranking:

133 out of **142** countries (2013)



The overall assessment indicates that ICT use is still very low in the general population, particularly in relation to Internet access. The Lesotho Youth Empowerment Survey (2012) indicates that only 9.5 percent of young people have an Internet connection at home, with an additional 7.1 percent having any access to one. On the other hand, the survey revealed that 74.3 percent of youth own a mobile phone. This may provide youth with a method of leveraging ICT through cell phones. However, computer literacy is still very low at primary and secondary levels.

Nowadays, youth learn very quickly to use digital technology, especially mobile phones, social media platforms and other web-based applications. This shows that, with broad-based access to technology, there can be a radical change in information dissemination and their way of life. Jobs in different sectors now require higher ICT competencies. This means a greater demand for training for job seekers and those already in employment, as well as new opportunities for entrepreneurs to develop ICT products and services for these sectors.

Internationally, the Internet has created various new forms of job-creation, including crowdsourcing, micro-work, and app-development. However, these opportunities can only be tapped if youth have the skills and knowledge in areas such as information seeking, communication, collaboration, content production, multimedia creation, web design, security and privacy, solving technical problems, and programming. In addition, a successful entrepreneur requires business skills as well the soft skills mentioned above. There are a few pockets in the industry – in private firms and training institutions such as NUL and LUT – with some of these skills, but they need support to take advantage of local and global market opportunities.

Innovations for learning both ICT and soft skills are many and evolving as new entrants continuously introduce new products and services. Advances in mobile learning are creating many opportunities for youth. Many of the resources are available at little or no cost. Anyone with an Internet connection can access open courseware, enrol in a course, or receive a badge certifying mastery of a subject. Training and collaborative innovation approaches vary from face-to-face interactions, such as tech hubs, co-working spaces, apprenticeships, and networking events to online approaches. The use of these innovations may be increasing in Lesotho, but will not reach the heights that it could if youth had access to digital technology and the platforms required for getting exposure at different levels.

5.9

Core Life Skills

In addition to the literacy and numeracy skills that youth are expected to develop through a quality education system, there is a growing emphasis on the development of life skills that predict professional success. These skills include confidence, personal responsibility, self-respect, respect for others, cooperation and team work, communication and interpersonal skills within and across cultures, critical thinking and problem solving, decision-making and conflict management.⁸⁴ Advancement in careers requires mastery of these soft skills. Unfortunately, the educational curriculum does not proactively develop these skills in students.

5.10

Gender Disparities in Educational Attainment

In terms of gender, interesting disparities emerged from the LYES (2012) data. Of those with primary

⁸⁴ International Youth Foundation, 2014

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Table 29: Gender Disparities in Rural/Urban Educational Attainment, 2012

Source: LYES Database, 2012

LEVEL OF EDUCATIONAL ATTAINMENT	FEMALES	MALES
Percentage of people with only some primary school education in Lesotho	64%	36%
Percentage of people in rural areas with only some primary school education in Lesotho	67%	33%
Percentage of people in urban areas with only some primary school education in Lesotho	71%	37%
Percentage of general population with JC or COSC qualifications	64%	36%
Percentage of urban population with JC or COSC qualifications	57%	43%
Percentage of rural population with JC or COSC qualifications	66%	34%
Percentage with no educational qualifications whatsoever in urban areas	58%	42%
Percentage with no educational qualifications whatsoever in rural areas	40%	60%

school education only, the majority were females at 64 percent compared to males at 36 percent. This mirrored the gender pattern in rural areas where most Basotho live. In these areas, 64 percent of females had attended only primary school compared to 37 percent of males. In urban areas, those with only primary education were also predominantly females at 71 percent, compared to males at 37 percent.

Those with Junior Certificate or O-level qualifications were also predominantly females at 64 percent compared to males at 36 percent. For those in urban centres with Junior Certificate (JC) or O-level qualifications (COSC), females constituted 57 percent compared to 43 percent for males. A similar pattern also existed for rural areas, where females made up 66 percent of those with JC or COSC compared to males at 34 percent. However, for those without any educational qualifications, the majority were males at 58 percent compared to females at 42 percent.

In urban areas, males without qualifications were a slight majority at 52 percent compared to females at 48 percent. In rural areas, males without qualifications were a majority at 60 percent compared to their female counterparts at 40 percent. Therefore, in general, female youth were more advantaged in terms of educational qualifications up to JC or COSC. However, beyond JC or COSC, differences between females and males by rural and urban residence were fairly marginal.

As the LYES (2012) shows, the percentage of youths who

were still at school were 34.9 percent and 34.6 percent for rural and urban respectively, and those who had dropped out were much higher in the rural than urban areas at 56.0 percent and 33.3 percent respectively. From the point of view of access to education, the dropout rates become even more instructive if inability to pay school fees is a factor. Of this group, the rural youth who had dropped out of school due to lack of funds made up 34.9 percent compared to 20.2 percent of urban youth who had dropped out of school for the same reason. Females were the majority of this group at 57 percent, while male youth constituted 43 percent. For the female dropout group only, 83 percent were rural compared to 17 percent who were urban. For the male dropout group only, 90 percent of those who left school due to lack of funds were rural compared to 10 percent who were urban. Therefore, irrespective of gender, dropout rates were dramatically higher among rural than urban youths.

Evidence from the Demographic Health Survey (2009) shows that 0.5 percent of youth had acquired vocational/technical skills through formal training following their terminal school year at either primary or post-primary school. This is reflected in the nature of occupations the youth managed to obtain: 23.1 percent became clerical assistants and general services workers, 16 percent found elementary occupations, 15.3 percent were employed in skilled agriculture and fisheries, 27.2 percent were unemployed and job-seeking and 10.2 percent found work in professional/technical occupations.

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5.11

Rural-Urban Disparities in Education

In Lesotho, as in most developing countries, there are significant differences between rural and urban areas in terms of school attendance rates. Rural school attendance rates are significantly lower than urban school attendance rates. These differences are often a result of numerous factors, including: low income per household, the need to take young people out of school to assist with farm work or to support parents, low levels of rural school infrastructure and long distances to travel to get to school.

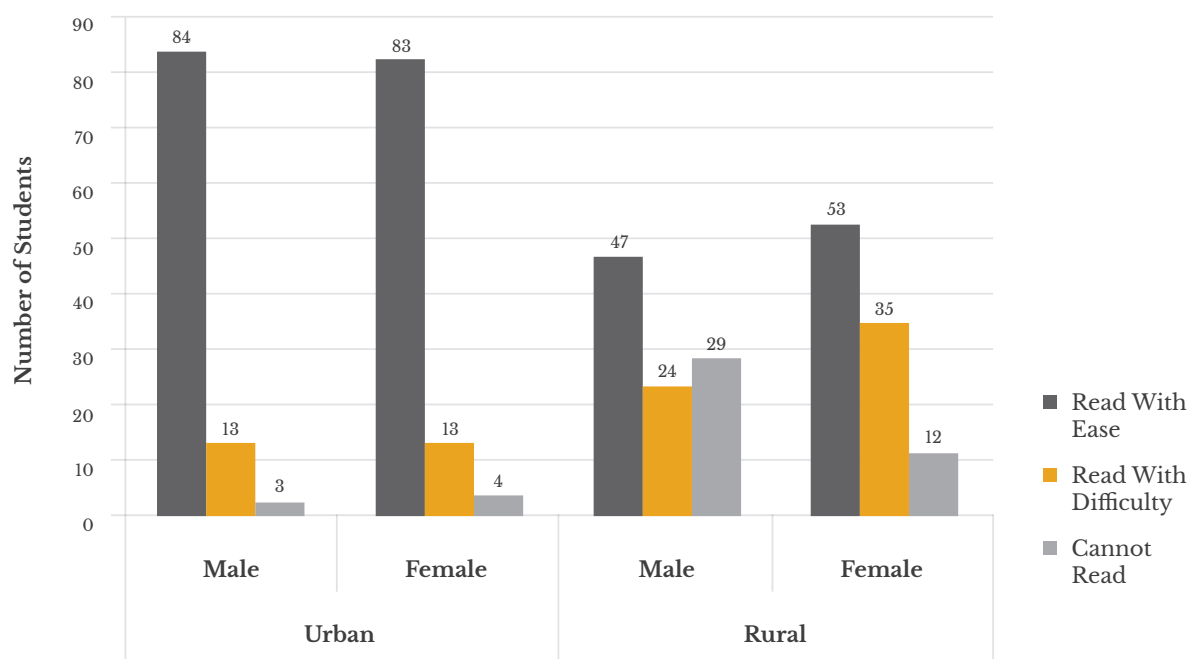
Taken together, these factors add up to formidable constraints to school attendance in rural areas.⁸⁵ The LYES (2012) data showed that the percentage of young people in Lesotho who had attended school in any form, including pre-school, was 97 percent and 98 percent for rural and urban areas respectively. However, the majority (43.6 percent) of rural youth had only attained primary education, compared to 18 percent of

their urban counterparts. Furthermore, 18.2 percent of rural youth had no educational qualification because they had either not attended school at all or had only attended pre-school, compared to 9.2 percent of their urban age-mates. While 35.2 percent of rural youth held JC or COSC qualifications, 45 percent of urban youth held these qualifications.

The rural-urban disparities in education also mirror disparities in cash income, which is a critical indicator of security and wellbeing. The LYES (2012) showed that the majority (68.6 percent) of youth were income-dependent, with females showing higher rates of income-dependence at 87.1 percent compared to males at 65.2 percent. Significantly fewer urban youths (21 percent) were income-dependent compared to their rural counterparts (79 percent). When this group is disaggregated according to urban and rural split, an interesting pattern emerges. Significantly fewer urban young men (37 percent) were income-dependent compared to their female counterparts (63 percent). Similarly, in rural areas, significantly fewer young men (33 percent) were income-dependent compared to their female peers (67 percent). The ability to earn an income influences not only the capacity to generate the means to survive, but also the capability to acquire

Figure 25: Percentage of Population Able to Read English, 2012

Source: LYES Database, 2012



⁸⁵ Ballet et al., 2011

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assets that can secure people’s wellbeing. The source of income for income-dependent youth was not included in the survey, but it presumably comes from parents, spouses/partners and next of kin. Therefore, most youths would seem to be significantly disadvantaged in terms of income source. For the youth who reported independent income sources, it would appear that the most important source was formal wage work in the private sector at 76.9 percent, followed by 20.7 percent in the public and parastatal sectors.⁸⁶

Rural/Urban Disparities in Literacy Acquisition in Sesotho and English

In terms of literacy in Sesotho and English, interesting contrasts emerge between rural and urban youths. The LYES (2012) separates the two languages and reports that in terms of ability to read Sesotho with ease, 94.3 percent of urban youth and 81.3 percent of rural youth claimed to possess such ability, while those who could read Sesotho with difficulty constituted 3.5 percent of urban youth and 13.6 percent of rural youth. In urban areas, 83.3 percent of youth reported the ability to read English with ease, compared with 50.8 percent of rural youth.

Table 30:
Percentage of Youth that have Primary Education, 2012

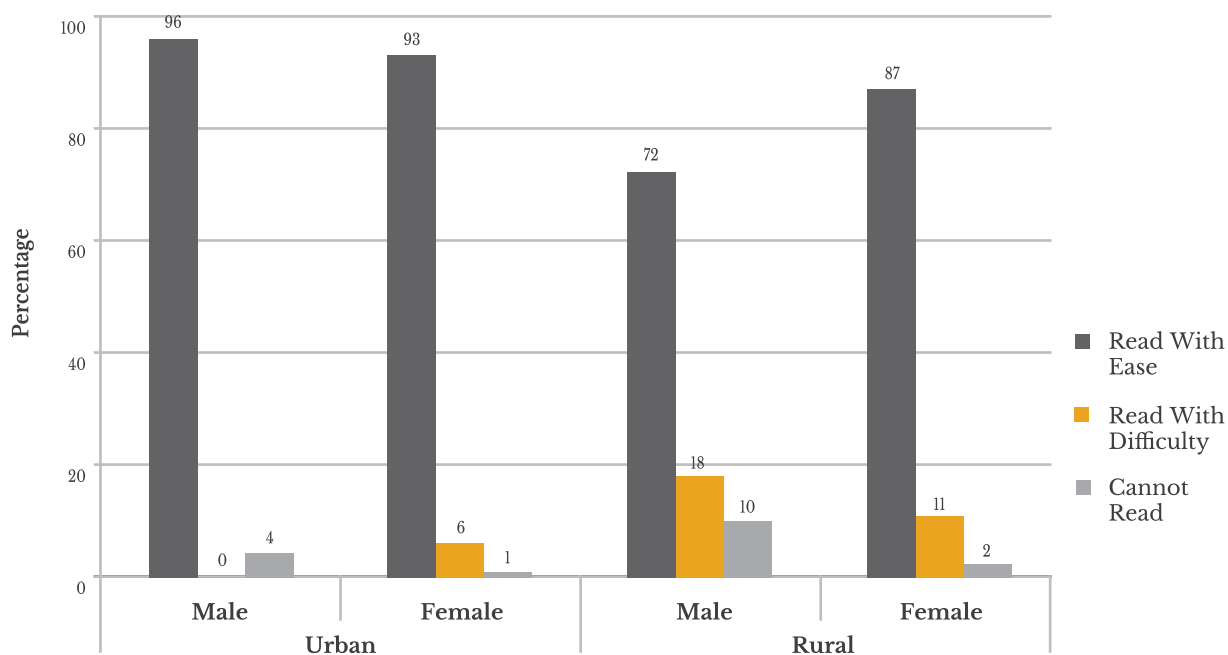


	RURAL	URBAN
Percentage of youth who attended school (in any form, including pre-school)	97%	98%
Youth who only attained primary school education	43.6%	18%
Youth who had no educational qualification at all	18.2%	9.2%

Source: LYES Database, 2012

Figure 26: Percentage of Population Able to Read Sesotho, 2012

Source: LYES Database, 2012



⁸⁶ LYES, 2012

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On the other hand, 30 percent of rural youth reported being able to read English with difficulty, compared to 13.1 percent of urban youth. This shows that half of rural youth were only functionally literate in English.

The female-male and urban-rural disaggregation of the above data reaffirms the pattern established earlier that female youths have had relatively more access to education than their male counterparts, especially in rural areas. English and Sesotho literacy results are summarised in Figure 25 and Figure 26 respectively.

What emerges from both figures is that while half of rural youth were found to be only functionally literate, rural male youth had lower levels of even just functional literacy than female youths. A paradox seems to emerge here: female youth seem to have more access to education to at least the COSC level than males. Nevertheless, female youth income-dependency is higher than male youth income-dependency in both rural and urban contexts. Understanding this paradox could help policy better address employment opportunities for young women.

5.12

Key Messages, Conclusions and Recommendations

Education is the foundation of society. It offers an opportunity to review the culture and values of society, to reason, examine issues, identify solutions and better interpret the world around us. It creates the capacity to take on complex tasks and drive innovation. Furthermore, the education system should promote self-learning and make the knowledge gained relevant to current and future economic, social, political and environmental challenges.

5.12.1 Key Messages

- Literacy rate is quite high and this is supported by maintaining high enrolment at primary level.

- Close to half of rural youth population is only functionally literate.
- There is a sizeable (9 percent) residual of the youth population that is still in primary school due to high repetition rates, or going to school late for their age. These youth are predominately male and are likely to disappear from the education system if appropriate interventions are not taken.
- About one fifth (19 percent) of 20,000 pupils with special needs at primary level are youth and their education needs are largely not met.
- The transition rate from primary to secondary is relatively high, though cohort survival rate is quite low, but slightly better for females.
- Transition from secondary to tertiary is even lower and there are significant gender disparities in favour of females, as well as low enrolment for those from poor households.
- The education system does not adequately build artistic and creativity skills, or basic soft skills such as critical thinking, problem solving, self-direction, teamwork and cross-cultural skills.
- Enrolment in science and engineering programmes are low and result in limited research and development capacity, which constrains innovation and the ability to develop and adapt technology, all of which compromises economic competitiveness.
- Local capacity, levels of training and the range of Technical, Vocational Education and Training (TVET) programmes are very limited and certification systems are underdeveloped.
- Entrepreneurship culture and skills are low, yet the education system is not responsive.
- Computer and digital literacy levels are generally low, but slightly higher for youth, especially in urban areas.
- Innovations for learning and enterprising in ICT are many and evolving globally, but Lesotho is lagging behind.
- There is a high mismatch between available skills and requirements in the labour market.
- Access and progression in the education system is more limited for youth living with disabilities.
- More females are in school for all categories, except for primary level and nonformal education

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- Linguistic capabilities are high for Sesotho in the rural areas, while English competencies are higher in urban areas than rural Lesotho. Very few youth have competency in a third language.

5.12.2 Conclusions and Recommendations

Lesotho is doing relatively well compared to many sub-Saharan and Least Developed Countries (LDCs) with regards to the education dimensions of human development. While more needs to be done to achieve basic educational rights for all, the country also needs to survive in a competitive world by nurturing creativity and increasing relevant technical, entrepreneurial, other soft and ICT skills. There is also a need to move towards the more intellectually demanding spectrum of knowledge and skills to create, use and adapt new knowledge and innovations, based on short, medium and long-term needs and job trends.

Reduce Repetition and Delayed Enrolment at Primary Level

Primary education is a basic human capability and human right, therefore an important factor in youth development. Moreover, there is still a 9 percent residual of youth still in primary education. In Lesotho, free and compulsory primary education has contributed significantly to improving literacy and informal literacy programmes provided for lifelong learning for those who could not survive the formal basic education system. For the 9 percent of youth (15 or older) who are still in primary school, the fact that they are not at an age-appropriate education level could be a sign of non-compliance with education law on compulsory primary education. Repetition rates could also be high on account of poor learner environments, particularly the high pupil to teacher ratios. The effects of high stunting in children could also be manifesting in learner disabilities. In order to address these problems, informal and formal teacher training programmes could be developed for unemployed graduates (diploma and above) to close the gaps in the quality of education, especially in rural areas. In addition, the competencies of teachers already in the educational system could be increased. Identification and reporting procedures for families not complying with compulsory primary

education law should also be clarified and improved. Teachers should also be capacitated to identify learners' disabilities in time and to find remedial actions. School feeding programmes should be continued and enhanced to improve child nutrition and create a solid and healthy human resource base

Increase Access to Secondary Education

The lower enrolment in secondary school, as compared to primary school, and the low cohort survival in secondary education is a call for concern as it limits the capacity of youth to learn new skills and to transition to tertiary level. This could be explained by the inability of families to pay fees and, in some cases, males dropping out to look for employment and females to do household chores or take care of the elderly and sick. Often this is followed by early marriage and teenage pregnancy, which perpetuate poverty. To ameliorate the situation and create a trainable and flexible labour force the government needs to create measures to increase access to secondary education. It needs to consider options such as extending free basic education to lower secondary level or providing means tested bursaries for secondary education, complimented by improved quality and accessibility for distance learning programmes.

Improve Access, Quality and Relevance in Tertiary Education

Tertiary education has a bigger role to play in correcting the gaps in the education system. It has to deliver necessary research, skills and attitudes, including engineering the required culture of excellence and entrepreneurship. The curriculum and quality of skills generated in institutions need to transform to reflect the new realities and the need for a highly skilled and flexible workforce with requisite technical, digital and soft skills. The GOL should also partner with the private sector locally and internationally to create access to required tertiary education by, among others, creating a virtual university and/or facilitating access to good and accredited distance learning programmes. It is important to secure financing for the requisite ICT-related infrastructure, especially covering rural areas. Access to distance learning programmes should be increased for all key programmes that the labour market demands.

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Increase Enrolment in Science and Engineering and Augment Local Capacity for Technical and Vocational Training

The capacity of any country to innovate and/or adapt technology rests in the sophistication of human capital and, in particular, in the size of the maths and science professional pool. The low enrolment in maths and science disciplines, Technical and Vocational Training (TVET), especially by women, needs to be addressed from primary level to build innovation capacity. The government in partnership with the private sector needs to:

- Create incentives to increase enrolment in science and maths, train teachers to qualify for teaching and build appropriate infrastructure for learning maths and science.
- Import skills that are not available for training and developing new industries, while these gaps are being closed.
- Facilitate the review of curriculum in TVETs to align with technological developments and labour market needs in the short, medium and long-term.
- Respond to the needs of the market, augment the capacity and number of community level TVETs and develop robust short-term training programmes in areas such as maintenance, repairs and construction. The large pool of young, unskilled labour needs to be provided with basic technical skills to serve the labour intensive industries. The capacity needs to be expanded through smart partnerships with the private sector.
- Review bursary policy to reduce bias towards academic qualifications and increase enrolment in TVET, including the creative arts. Scholarships should be based on means testing of candidates to increase support to poor households.
- Create institutions to nurture artistic creativity, talent and enterprise.

Cultivate Entrepreneurship, Life Skills and Soft Skills

Lesotho cannot afford to remain behind in terms of entrepreneurship and soft skills competencies. The developments in global supply chains require economies to offer competitive investment climates and

the requisite technical and entrepreneurial skills to be part of the value chains. Furthermore, economies grow faster when there is entrepreneurial talent and creation of opportunities for self-employment. The government and development partners need to address the causes of low aspirations to start businesses and preferences for white-collar employment through the education system. Entrepreneurship and the development of soft skills should be integrated in the national curriculum at all levels. Capacity of teachers and short-term training programmes should be developed and made accessible to youth. The long school breaks/vacation times could be used to train teachers in these requisite skills and to teach pupils.

In addition, a reputable business school should be established in Lesotho. Conceptualisation and development of businesses should also be nurtured in schools and demands attracting the best skills to provide the training. The stock of human skills in social sciences should be developed further and harnessed to undertake fundamental research and create innovative educational and policy solutions in different sectors.

Develop ICT Skills

The developments in ICT are fast and require a competent and agile labour force. Internationally, innovation in the ICT sector is not restricted to technology, but also influences the way knowledge and skills are acquired, as well as the ecosystem for entrepreneurship in the sector. Like entrepreneurship, computer and digital literacy programmes need to be developed for different levels of the education system and categories of jobs (economics, human resources, law, health and others). New models, such as technology hubs for improving computer and digital literacy and competencies and creation of business opportunities, need to be explored so that viable options can be adopted. Existing tertiary institutions already present opportunities for the creation of soft and hard technology labs and the bringing together of like-minded people to share and develop ideas into business opportunities. Furthermore, success and broad-based participation in ICT depend on access and quality improvements in ICT infrastructure, which will also open new e-learning opportunities.

Reskilling and Apprenticeship

The government has to work with the private sector and education institutions to develop reskilling programmes

YOUTH AND EDUCATION

for surplus skills in soft sciences. The education, health, tourism and disciplined forces could benefit from vertical or horizontal reskilling programmes. Apprenticeships and internships should also be an integral part of TVETs and the tertiary education system to produce graduates who are ready to work.

Adopt Appropriate Pedagogical Approaches and Increase Distance Learning

Government can work with the private sector to introduce pedagogical models, such as blended learning and flipped⁸⁷ classrooms, into different levels of education and enhanced distance learning programmes at all levels, while building self-learning and critical thinking skills. Even those in employment need to have access to distance training programmes to sharpen their skills for career advancement and help them keep pace with rapidly changing technology.

Introduce Innovative Certification Systems

Alternative certification models, such as badges, have been introduced in the ICT sector, thereby opening up ways to recognise skills mastery outside of formal education. These can be extended to other sectors or disciplines. Trades testing infrastructure and systems also need to be developed to cater for the semi-skilled. The government should create institutions to facilitate dialogue with industry, academia, non-state organisations, and youth to monitor and respond to on-going changes in job trends. Providing learner material in Sesotho, including for distance learning, could improve outcomes.

Promote the Use of Sesotho and Multi-Lingualism

Promotion of the use of Sesotho in training programmes should be encouraged where English competencies are low. The globalising world also demands knowledge of a number of languages and cultures to ease doing business. Opportunities for e-economy such as establishing call centres to serve international markets require high English literacy and knowledge of other languages. Therefore, special programmes need to be developed to increase English competency and the learning of other languages (French, Chinese, German, Zulu, Arabic, Swahili and

others) as well as to facilitate training in other countries.

Increase Access at all Levels for Youth Living with Disability

Youth with disabilities have as much right to education as everyone else. Education and employment policies should therefore make explicit measures to address discriminatory tendencies in schools and workplaces. Owners of buildings and other infrastructure should be legally bound to improve accessibility through time-bound plans. Minimum requirements for integrated learner environments should also be defined and improvements planned and implemented over time. Vocational rehabilitation programmes should be enhanced in terms of quality and diversity and to include other areas of creativity. Enhanced participation in disability and education research should be encouraged to inform policy and improve education solutions.

Reduce Gender, and Rural-Urban Disparities

All ministries should take into account the low literacy levels of youth – particularly in rural areas – especially when designing youth programmes and information, education and communication (IEC) strategies and materials. The integration of skills programmes that would attract male youth are critical, especially at the community level to absorb males who drop out at secondary school level, and those who do not even reach form A.

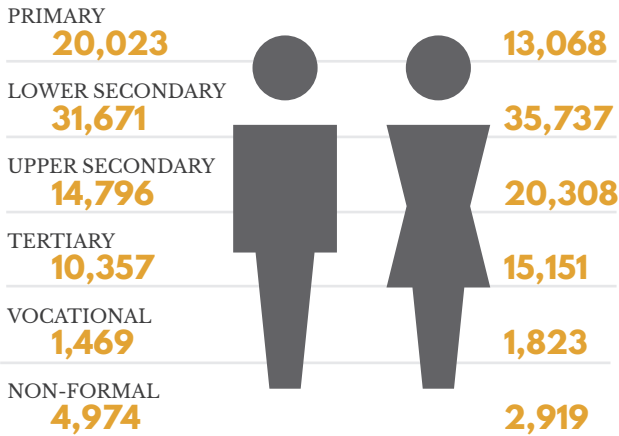
Caveat

The education system is expected to integrate at all levels a broad spectrum of skills, including life skills, entrepreneurship, environment and climate change. It is also expected to cultivate soft skills such as critical thinking, team work, networking, and computer and digital literacy, while simultaneously working to improve the basic elements of the curriculum. This means that, while efforts are made to respond to these needs, it might not be possible to fully develop these competencies within the school system in the short to medium-term, therefore other institutions such as professional associations and short-term courses in training organisations need to be established to narrow the gap.

⁸⁷ A pedagogical model in which the typical lecture and homework elements of a course are reversed. Short video lectures are viewed by students at home before the class session, while in class time is devoted to exercises, projects and discussions.

ACCESS TO EDUCATION BY GENDER

Youth Enrolment in Education



Overall, there are more females than males in schools.

SCIENCE, TECHNOLOGY AND INNOVATION

Mobile cellular subscriptions:

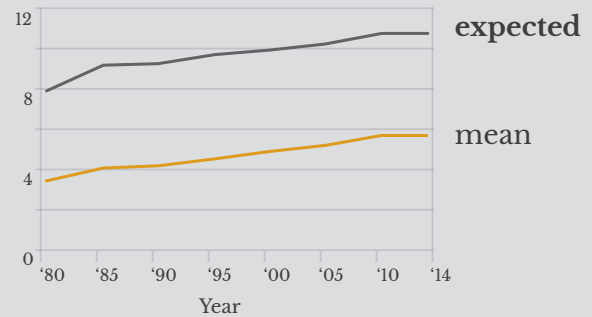
1.2 million



Network readiness index ranking:

133 out of **142** countries (2013)

EXPECTED AND MEAN YEARS OF SCHOOLING, 1980-2013



A YOUNG PERSON'S EXPECTED NUMBER OF YEARS IN SCHOOL HAS INCREASED BY NEARLY **3** YEARS SINCE 1980

PRIMARY EDUCATION

OUT OF EVERY 100 PRIMARY SCHOOL-AGE CHILDREN:

79 GIRLS **75** BOYS

actually attended primary school (2013)

■ female □ male



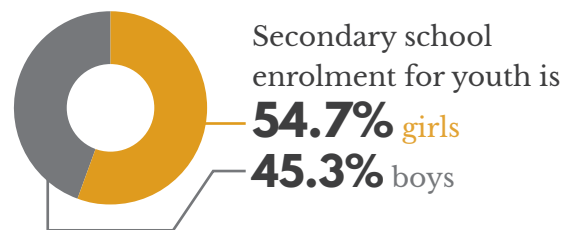
The declining rate of enrolment is threatening Lesotho's progress on MDG 2.

STUDENTS WITH SPECIAL NEEDS

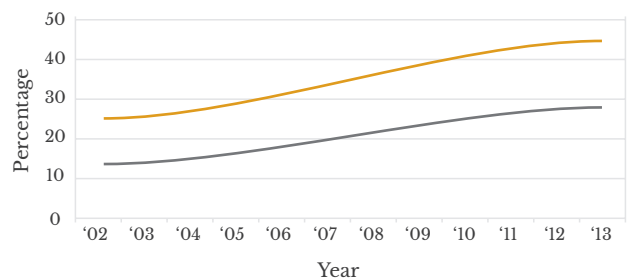
6.1% of secondary school students have special needs (2013)

2^{of} 13 higher learning institutions admit students with disabilities

SECONDARY EDUCATION



The net enrolment rates:



■ female: 27 - 45.6% □ male: 17.2 - 29.2%

VOCATIONAL TRAINING

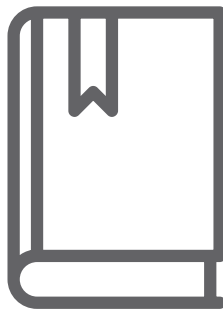
28 The number of technical and vocational schools in Lesotho

TOTAL ENROLMENT IN VOCATIONAL TRAINING:

3,292 pupils (2013)
Of these, **56.1%** were female

NON-FORMAL EDUCATION

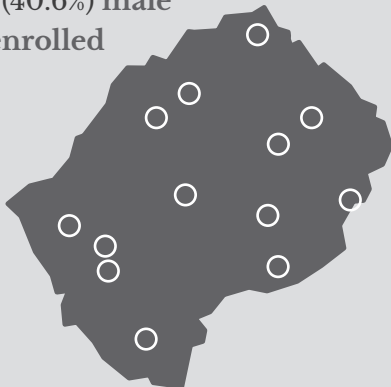
As of **2014**, a total of
8,398
pupils were enrolled in non-formal education



TERTIARY EDUCATION

13 INSTITUTIONS OFFER TERTIARY LEVEL EDUCATION

15,151 (59.4%) female
10,357 (40.6%) male youth are enrolled



RURAL-URBAN DISPARITIES



	RURAL	URBAN
Percentage of youth who attended school (in any form)	97%	98%
Youth who only attained primary school education	43.6%	18%
Youth who had no educational qualification at all	18.2%	9.2%
Youth who read English with ease		
MALE	47%	84%
FEMALE	53%	83%
Youth who read English with difficulty		
MALE	24%	13%
FEMALE	35%	13%

GENDER DISPARITIES

64% of those with only primary school education were female

In rural areas gender disparities in education are more pronounced than in urban areas.

Youth and Employment

“

**We all hold the tools to thinking,
drawing and building a
brilliant future for our
youth. Let's use them
wisely. ”**

- Christine Lagarde, IMF



Summary

Nurturing entrepreneurship and unlocking underlying comparative advantage through competitive investment climate and value-chain development

The Youth Employment Index is also quite high at 0.683. The country is placed at 22nd out of 54 CWC. Though the index suggests relatively good performance, unemployment among youth is high and is a potential source of social and political unrest. High youth unemployment is attributed to the following: the current uncompetitive investment climate, an underdeveloped local private sector, a low entrepreneurial culture, poor skills matching, poor access to finance and/or technology and business support services coupled with restrictive regional migration policies. Young women are confined to unpaid housework, caring for the aged, sick and children with inadequate social protection mechanisms. They are uncaptured in national production indicators, such as gross domestic production. Furthermore, many young people operate at the periphery in an informal economy with high underemployment and/or poor and unstable job conditions. Youth with disability experience even more difficulties in finding employment.

Key Policy Recommendations

- Accelerate investment climate reforms to unlock the potential in high job-creating sectors and facilitation of value chain development.
- Improve the policy environment to become youth centred and consider the adoption of decent affirmative youth employment policies.
- Facilitate the export of services in which Lesotho has a comparative advantage.
- Eliminate existing major constraints to the creation of youth employment; enhance particularly the following: entrepreneurship and relevant technical skills, mentorship, access to finance, technology and information. Also, enhance integration into markets, whilst ensuring inclusion of youth with disability.
- Promote the e-economy through technology hubs: facilitate the establishment/expansion of effective incubation centres for different industries with high employment potential.
- Create a young cadre of commercial farmers, particularly by harnessing the skills of those graduating from agricultural training institutions and facilitating smart partnerships in order to build the rural economy.
- Develop community level programmes to expand economic opportunities: also develop options for social insurance to cater for those who do unpaid work for the sick and the aging population and youth in unstable job environments.

Adopt and facilitate the implementation of best practices for stimulating the engagement of people living with disability in the mainstream economy. Combat child labour.

YOUTH AND EMPLOYMENT

6.0

Access to employment is a non-negotiable factor in youth development and empowerment. It is one of the key drivers through which countries with youth bulges can turn them into demographic dividends and accelerate economic growth. This section explores the employment opportunities available for youth in Lesotho. It will also look closely at the challenges they face, the effectiveness of policies supporting youth employment and policy gaps.

The gap between the Human Development Index (HDI) and the Youth Development Index (YDI) underscores the scale of the effort that must be taken to improve the prospects of the youth. The YDI value of 0.282 is significantly lower than the country's HDI value of 0.486; a major contributing factor being the standard of living of Lesotho's youth (0.098), which is significantly lower than that of the entire population. Income was the primary proxy measure of the standard of living and the youth are lacking in this area as a result of their high unemployment rate.

BOX 8: YOUTH DEVELOPMENT INDEX AND YOUTH UNEMPLOYMENT

YOUTH DEVELOPMENT INDEX:

The youth employment situation carries 28 percent of the YDI score and Lesotho scores 0.688 on the employment component of YDI, even though it ranks 32 out of 54 scored Commonwealth Countries.

YOUTH UNEMPLOYMENT:

It has been reported at 30.5 percent and is higher than the national average of 25.3.

The Government of Lesotho through its National Strategic Development Plan (NSDP), 2012-2017, recognises that employment creation is the most effective way to enable people to lift themselves out of poverty. To this end, the government has set a target of creating 50,000 jobs in the plan period of the NSDP.⁸⁸

6.1

Youth in Lesotho's Labour Force

Lesotho's Labour Force Survey (LFS) 2008 defines the labour force as all persons above the age of 10 who were either employed or unemployed within a context of being currently available for work and having sought employment within one week prior to the survey.⁸⁹ Using this definition, the Lesotho Demographic Survey (2011) estimated that Lesotho's labour force stood at 1,481,652 of which 39 percent (586,286 individuals) was classified as economically active and 61 percent (895,366) was classified as economically inactive. In other words, well over half of Lesotho's labour force is unemployed.

According to the 2008 LFS, 50.6 percent of the labour force was, economically active. A third of the 49.4 percent that was economically inactive, were students, 54.2 percent were involved in unpaid housework and care, whilst 8.8 percent were unable to work and 2.1 percent were retired, plus 12 percent not working for various reasons.

People aged 15 to 35 constitute 45 percent of Lesotho's labour force. This translates to a total of 402,915 individuals of whom 25.4 percent (103,223 individuals) reside in urban areas and 74.6 percent (309,562 individuals) reside in rural areas.⁹⁰ Entrants into the labour force include existing jobseekers, school-leavers (with varying levels of tertiary and non-tertiary education as well as dropouts), and new labour force entrants, determined by age and extent to which they are job-seeking.

It is estimated that there are 7,500 tertiary institution graduates. Half of these are not absorbed into the labour market, nor are they active participants of the labour market. In 2008, the labour force participation rates

⁸⁸ Government of Lesotho 2012 ⁸⁹ BoS, 2008 ⁹⁰ BoS, 2012

YOUTH AND EMPLOYMENT

were 72.6 percent for men and 55.3 percent for women, implying that fewer women than men participate in the labour market.

The Household Budget Survey (HBS) 2010-2011 indicates that labour force participation rates are generally increasing with age, and that there was a higher male labour force participation rate in 2010/11 than of females at 9.1 percent. The report further indicates that male labour participation is lowest in the 15 to 19 year age group where it stands at 34 percent and highest in the 30 to 34 year age group at 95 percent. In contrast, the female labour participation rate is lowest between the ages of 15 and 19 at 17 percent, and highest between the ages of 30 and 34 at 63 percent. This presents something of a paradox given that the statistics on education indicate women's participation rates in education are higher than those of men. This may be interpreted as a result of longer transition periods or unpaid family work among women, or of the quality of jobs held by young men and boys.

Labour participation rates of youth in rural areas exceed those in urban areas among workers aged 15 to 24 years, but the pattern is reversed in workers aged 25 to 34 years. This is in part explained by the fact that urban youth tend to stay longer in school than rural youth.⁹¹ Young men and women in the age group 15 to 29 years, constitute the largest proportion of the labour force, and experience the highest unemployment rate at more than 38 percent.⁹²

6.2

Unemployment Among Youth in Lesotho

The Lesotho Youth Empowerment Survey (2012) estimates youth unemployment at 30.5 percent with rural areas having a higher unemployment rate at 36.4 percent as compared to 29.4 percent in urban areas.⁹³ The percentage of youth seeking employment in 2012 was 30.5 percent while the percentage not seeking employment was 19.3 percent. There does not seem to be any appreciable difference in the proportion of males and females seeking employment at 30.9 percent and 30.3 percent respectively. It is further noted that 54.7 percent of unemployed youth have

GRAPHIC: YOUTH IN THE LABOUR FORCE



402,915

individuals or **45%** of Lesotho's labour force is aged 15 to 35.

- Young men and women make up the **largest proportion of the labour force**, and experience the **highest unemployment rate**.
- Overall, unemployment is **higher for young women** as men mostly work in subsistence farming while **more women are looking for jobs**.



BOX 9: TERTIARY EDUCATION DOES NOT GUARANTEE EMPLOYMENT

'Education has become something of a paradox in this country. I have a university degree, but I have been unemployed for the last four years. They call people like me "envelope pushers" as we move from one office to another with brown envelopes carrying certificates and application letters only to get the same response that there are no jobs. We need opportunities for our education to be of value to us and our country.'

Anonymous respondent for the EYS (2012)

been unemployed for more than a year and 20 percent spent between six months and one year in that situation (see Table 31). Further, males (57 percent) spent longer seeking employment as compared to females (55.1 percent); and rural youth took longer to find jobs than their urban peers. This is attributable in part to educational attainment levels in rural and urban areas, as well as differences in aspirations about the kind of jobs sought by men and women. Lesotho has made commendable attempts to ensure equal access to education for both girls and boys. This is evidenced by women having more access to jobs than men at

⁹¹ HBS, 2014 ⁹² See DWCP, 2011-2015 ⁹³ UNDP and Government of Lesotho, May 2014, Maseru

YOUTH AND EMPLOYMENT

lower to middle levels due to their relatively better levels of education. For top-level jobs there is still some inequality of opportunity. Overall, unemployment continues to be higher for young women than for young men given that men are mostly engaged in subsistence farming while there are more women looking for jobs in the market. In Lesotho, young people often lack access to labour market services and support is needed to help them secure decent and productive work. Few employment opportunities and low levels of employable skills amongst the youth, due to an education system that is skewed towards academic learning rather than skills training, make it increasingly difficult for youth to find decent employment in the country. Moreover, there are many complex structural and frictional constraints related to the employability of the youth. These include

- Preference by employers for experienced workers
- Lack of work experience during school years
- Poor quality of education
- Inadequate preparation of the youth in career development and low levels of information technology
- Mismatch between available skills and labour market needs
- Long-term transition from school to the labour market during which some skills atrophy occurs and few new skills are acquired.

In addition to limited labour opportunities and lack of relevant skills, the key causes of unemployment among the youth in Lesotho are:

- Jobless economic growth
- Limited support to start and sustain small businesses
- A decline in employment opportunities in the Republic of South Africa
- Gender roles that hinder access to opportunities, which may otherwise be available.

6.3

Youth and Sources of Employment

Youth employment is intrinsically linked to economic activity and its ability to generate employment opportunities. Over the last decade, Lesotho's economy has grown at an average of 4.5 percent per annum, although panning fewer mainstream jobs.

GRAPHIC: WHERE ARE YOUTH EMPLOYED?

76.9% of working youth are employed by the private sector

16.2% are employed by the government

The government has been pursuing private sector-led growth, by stimulating investment, especially the injection of foreign direct investment in manufacturing and mining and development of small, medium and micro enterprises (SMMEs) to take advantage of various opportunities in various sectors.

6.3.1 Youth Employment by Institutional Sectors

It is estimated that the private sector employs 30 percent of the total labour force; household employment accounts for 22.2 percent, the public sector 3 percent, and parastatals 1.6 percent, with 22 percent employed in the informal sector. Twenty percent of people aged 25 to 54 are employed in the informal sector, a fact that underscores the challenges faced by youth to find decent work, as well as the need for accelerating the transition from informal jobs to formal ones. Subsistence agriculture continues to be the main employer for the informal market at 40 percent. The biggest employer of youth is the private sector, which engages 76.9 percent of working youth, followed by the government that employs 16.2 percent. The remainder are employed by parastatals, foreign missions and NGOs. More women (21.4 percent and 7.1 percent) than men (16.5 percent and 4.4 percent) are employed in the government and the private sector respectively. This corresponds to the better education outcomes that are being attained by women as compared to men in the country. It is also noted in the LYES (2012) that the majority of youth employed by government are from urban areas accounting for 20.4 percent as compared to 17.3 percent from rural areas. This is attributable to the relatively better educational attainment amongst urban youth at the secondary and post-secondary levels.

YOUTH AND EMPLOYMENT

Table 31: Time Taken to Find a Job by Age, 2012

Duration	AGE							Percentage
	15-17	18-20	21-23	24-26	27-39	30-32	33-35	
Less than a month	0.9	2.3	1.9	2.1	2.9	0.0	1.5	4.8
One month to three months	0.4	2.7	2.5	4.8	2.9	3.8	6.2	9.8
3 months to 5 months	0.4	1.4	3.8	4.8	5.8	6.3	3.1	10.7
6 months to 12 months	3.0	3.2	5.7	6.8	8.7	12.5	7.7	20.0
Over a year	3.0	12.3	25.2	28.1	26.0	12.5	23.1	54.7
Total	7.8	21.8	39.0	46.6	46.2	35.0	41.5	100.0

Source: LYES, 2012

In developing countries like Lesotho, it has sometimes been the case that better educated citizens experience higher unemployment rates, which has been called the 'educated youth hypothesis'.⁹⁴ The hypothesis is that youth from more privileged backgrounds focus their job searches on better-paid public sector positions, and are therefore willing to 'queue' for such jobs and remain unemployed. The poorer educated youth do not have the financial means or support to endure unemployment and therefore seek work in lower-paid, poorer quality or 'indecent' jobs in the informal economy.



The Ministry of Labour and Employment's Bulletin for 2013 noted that, in the entire population, the majority of 'registered' jobseekers preferred to work as plant and machine operators and assemblers followed by elementary occupations, possibly on account of their abilities as semi-skilled or unskilled persons. There is a slight variation noted amongst youth in this context, with the maximum proportion, 22.2 percent, in elementary occupations and only 2.1 percent in the plant and machinery operations category. Further, it is noted that females dominate the elementary occupations category at 34.5 percent compared to 14.6 percent of males.⁹⁵

Unemployment figures in various African countries, including Lesotho, disguise the problems of underemployment and poverty, which are widespread amongst the youth, and much more prevalent in rural areas as a consequence of poorer job opportunities. Young people in these areas are not able to remain

without work for long periods and often migrate to urban centres in search of employment.

The latest available information from the administrative data of the Ministry of Labour and Employment in 2013 shows that more men than women were seeking jobs. Of these, the maximum number of jobs was being sought by youth in the age group of 25 to 29 years, with the

Table 32: Number and Percentage Distribution of Job-Seekers by Gender, 2013

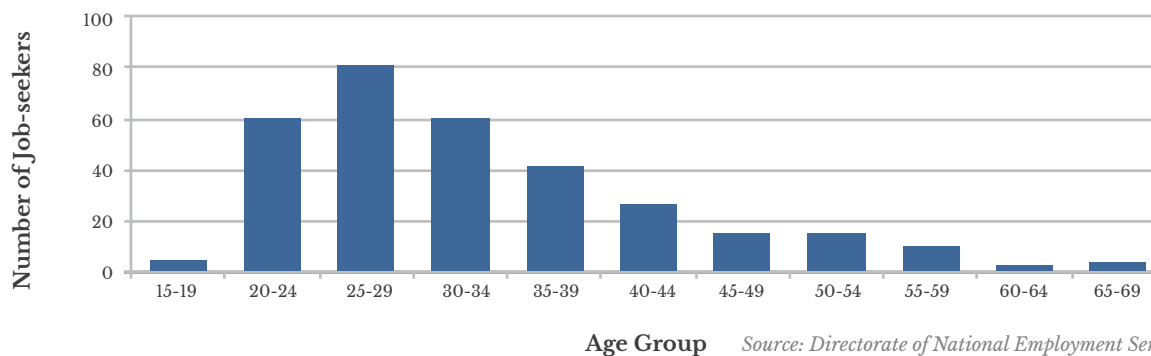
Male		219 people 69%
Female		98 people 31%
Sex not specified		2 people 0%
Total		319 people

Source: Directorate of National Employment Services, 2013

⁹⁴ Youth in Sub-Saharan Labour Markets; Murray Leibbrandt and Cecil Mlatsheni, 2004. Paper for the DPRU/TIPS Conference: 'African Development and Poverty reduction: The macro-Micro linkage', October 2004 ⁹⁵ LYES, 2012

YOUTH AND EMPLOYMENT

Figure 27: Number of Job-Seekers by Age, 2013



age groups of 20 to 24 and 30 to 34 taking second place. The caveat here is that these numbers reflect those that came forward to register.

Of the 54.7 percent of youth who reported being unemployed for more than a year, 20 percent had been looking for a job for six months to a year. This is again evidence of the lack of jobs at all levels. In addition, men generally appear to take more time to find employment than women, possibly because of the nature of employment men seek. As noted above, more women get absorbed into elementary occupations than do men.

6.3.2 Youth Employment by Industry in Rural and Urban Areas

The Labour Force Survey (LFS) 2008 shows high youth labour participation in agriculture and forestry, registering 71.2 percent and 16.5 percent in rural and urban areas respectively, and a national average of 60 percent. In urban areas the highest concentration of youth employment is in manufacturing at 31.4 percent, followed by various income-generating activities in private households at 17.8 percent, wholesale and retail at 12.8 percent, construction at 6.4 percent and other community, social and personal services at 3.4 percent. Though engagement in agriculture dominates in the rural economy, it is also supported by income-generating activities at household level (6.7 percent), wholesale and retail trade (4.7 percent) and manufacturing (4.6 percent). There is minimal engagement of youth in other industries shown in Table 33.

Youth participation is very high in agriculture and

forestry, though the sector has been experiencing low productivity and high variations in production year on year. The greatest challenges are:

- (i) increasing frequency, magnitude and duration of extreme weather conditions on land that is already degraded,
- (ii) not following climate-smart agricultural production systems,
- (iii) fragmented land ownership and difficult access to land by those who want to use land productively, and
- (iv) underdeveloped technical and extension services and poor access to markets.

Agricultural finance is also difficult to mobilise. Agricultural subsidies have been poorly targeted and are therefore ineffective.

For the secondary sector, manufacturing – in particular the Foreign Direct Investment based textile and clothing firms that created around 40,000 jobs, employing more than 80 percent of females – has made a significant contribution to job-creation in Lesotho. The potential for growth is still significant if the challenges facing the sector, including productivity, industrial infrastructure, diversification of products and markets and innovation, are addressed. There is potential also for growth of cultural and creative industries. Crafts provide income for many households, but most struggle to cater for the basic needs of their families. The local market is limited, as crafts are considered luxury goods and tourism potential remains largely unexploited.

The growth of primary and secondary industries could stimulate demand for services and therefore potential for increased job-creation in services. The development of the community of young entrepreneurs to take advantage of the growth potential is therefore critical.

YOUTH AND EMPLOYMENT

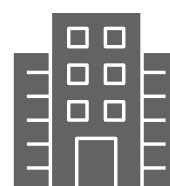


Table 33: Percentage Distribution of Youth Employment by Industry in Rural and Urban Areas, 2008

INDUSTRY	TOTAL	URBAN	RURAL
Agriculture, Hunting and Forestry	60	16.5	71.2
Fishing	0.0	0.0	0.0
Mining and Quarrying	1.2	1.1	1.3
Manufacturing	10.1	31.4	4.6
Electricity, Gas and Water Supply	0.1	0.2	0.0
Construction	7.0	6.4	7.2
Wholesale and Retail Trade	6.4	12.8	4.7
Hotels and Restaurants	0.3	0.7	0.2
Transport, Storage and Communication	1.6	3.2	1.2
Financial Intermediation	0.1	0.3	0.1
Real Estate, Renting and Business Activities	0.1	0.3	0.0
Public Administration and Defence	1.4	3.8	0.8
Education	1.4	1.1	1.5
Health and Social Work	0.5	1.1	0.3
Other Community, Social and Personal Security	1.0	3.4	0.4
Private Households with Employed Persons	9.0	17.8	6.7
Extra-Territorial Organisations and Bodies	0.0	0.0	0.0

Source: BOS, Lesotho Integrated Labour Force Survey, 2008

YOUTH AND EMPLOYMENT

6.4

Youth Employment and Skills

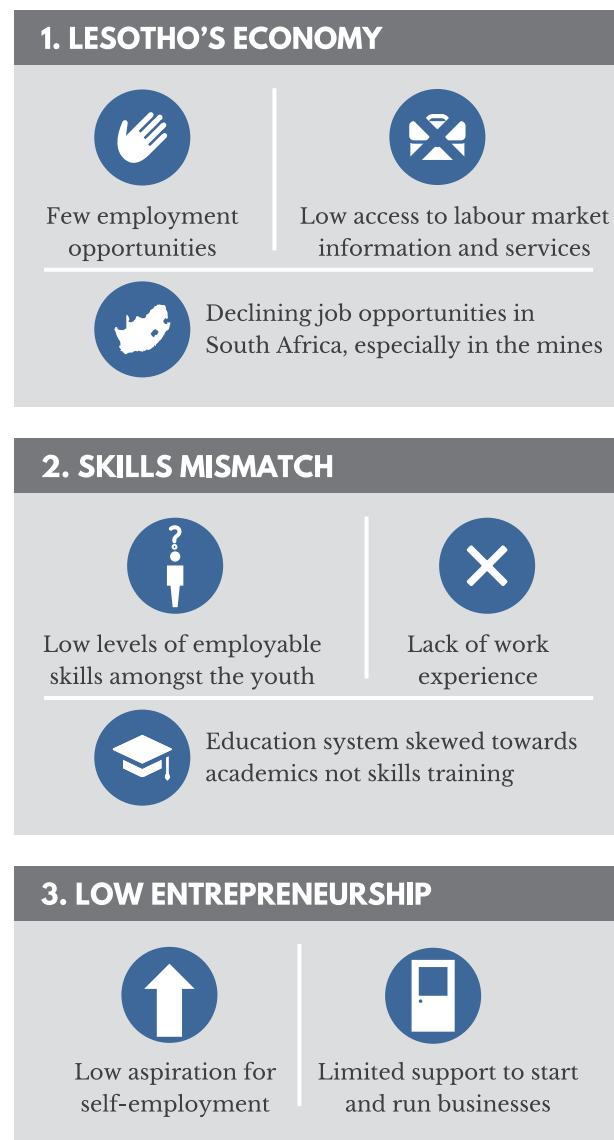
Many members of the youth sector complain that their skills are not relevant to the job market. In reviewing the skills mismatch and increasing unemployment rates in Lesotho, two approaches were used. In the first instance a comparison between the skills or educational attainment of the employed and unemployed youth was made, while in the second the skills level among the educated unemployed was assessed against the requirements of the labour market.

A comparison of unemployment rates based on educational attainment reflects that unemployment is lower among the skilled and better-educated than among the less educated. Table 34 shows that there is higher unemployment among primary (57.2 percent) and secondary (33 percent) graduates than among tertiary institute graduates. This reflects shrinking job opportunities for the less skilled.

More recent analysis on the nature of jobs undertaken by youth shows that a major proportion of youth are employed in elementary occupations, followed by skilled agriculture and fishery workers. The predominance of these fields reflects low educational attainment with a school dropout level of 57.8 percent. Only 38.3 percent of youth are seen to have completed primary education while only 16.3 percent went on to complete secondary school (Cambridge Overseas School Certificate, COSC). The percentage of youth obtaining a junior degree is staggeringly low at 1.2 percent and those going on to obtain post-graduate qualifications constitute a meagre 0.7 percent. Vocational training is similarly low at 0.5 percent.⁹⁶

With a majority of tertiary level students enrolling in extramural studies, social sciences and education studies,⁹⁷ there is a very limited skill set available in the country. These graduates can offer little to the private sector and thus end up in elementary occupations and as clerks (15.2 percent) either in the government or private sector. The country produces only 8.4 percent professionals, concentrated mostly in the age group of 33 to 35 years. The education system is not geared

GRAPHIC: WHY YOUTH LACK JOBS



The country produces only **8.4%** professionals, mostly in the age group **33 to 35** years.

✘ Plus the education system is not geared for training professionals in fields like mining, civil engineering and construction, the primary contributors to Lesotho's GDP. The private sector is therefore forced to hire foreign professionals.

⁹⁶ LYES, 2012 ⁹⁷ Education Statistics Bulletin, 2011

YOUTH AND EMPLOYMENT

for producing and training professionals in mining, civil engineering, construction, textile engineering etc., which are the primary contributors to the country's GDP. As a result, the private sector is forced to hire foreign professionals, which further exacerbates the unemployment situation in Lesotho. The lack of technical skills is evidenced in the low levels of youth obtaining vocational training with technicians and associated professionals accounting for only 0.9 percent of the youth while plant and machine operators and assemblers comprise an additional 2.1 percent.

The low percentage of youth professionals and technicians is un conducive to their gaining employment in the government and the small private sector that exists. The low level of skill development propels the youth either towards subsistence agriculture (25.5 percent) or informal jobs in wholesale and retail, repair of motor vehicles and personal and household goods (15.5 percent). Such jobs involve a high level of job insecurity and do not in any way contribute to the national target of creating 10,000 jobs a year.

GRAPHIC: YOUTH AND ENTREPRENEURSHIP

Only **7.5%** of Lesotho's youth own a business

49% want to start a business, but don't have funds or skills

43.5% do not want to start a business

73.6% say lack of capital is the main constraint to starting a business

Additional key factors preventing youth entrepreneurship are:



Limited access to business provider services



Societal attitudes



Absence of a conducive regulatory framework

Table 34: Percentage of the Currently Unemployed Population Aged 15 to 64 Years by Gender and Educational Attainment, 2008

	MALE	FEMALES	COMBINED
No Education	15.3	2.7	8.9
Primary	57.9	56.5	57.2
Secondary	26.4	40.4	33.5
Graduate	0.4	0.4	0.4

Source: BOS, 2008

The low level of educational attainment and skills development is also evident in the limited entrepreneurship culture in the country. Only 7.5 percent of the youth own a business while 43.5 percent do not want to start a business. The 49 percent that do want to start a business are hampered by a lack of funds and a lack of the skills required to start a business. The desire to start a business is higher in the youth in urban areas. This scenario has important policy implications for both public sector policies and private sector development. To expand job-creating economic growth, appropriate structural transformation is required through introduction of necessary skills training and innovation that will strengthen the agriculture, manufacturing and service sectors.

A review of the existing skills amongst the youth against the job requirements shows that there were a total of 25,508 learners (more females than males) in Lesotho's tertiary institutions in 2012. The majority of students enrolled in the National University of Lesotho, followed by Lesotho College of Education, the Limkokwing University of Creative Technology and Lerotholi Polytechnic.⁹⁸ The country needs a larger proportion of students to pursue degrees in technical areas such as construction or engineering. If commercial agriculture, manufacturing, mining and tourism are priority sectors in the National Strategic Development Plan, then the education system must adapt itself to produce students with the relevant skill sets for those sectors.

⁹⁸ Education Statistics Bulletin, 2012

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The World Bank Enterprise Survey (2009) indicated that about 20 percent of the large firms in Lesotho believe that most of the country's workforce is inadequately trained. This may be a result of irrelevant curricula, in which case, graduation degrees do not meet occupational demands. Furthermore, this also reflects an overabundance of social science students graduating into an economy that currently produces a limited number of appropriate jobs for social scientists.

This mismatch between education and employment affects young people adversely. They start their training and education without much understanding of the market requirements. Therefore more is required to bridge the gap between educational and vocational skills and what employers demand, as well as the country's specific. Public policy interventions are required to improve the skill sets of youth in accordance with the needs of the labour market.

Work experience is used in many countries to provide opportunities for youth to gain employable skills. The Government of Lesotho in collaboration with the UNDP have pioneered a National Youth Volunteer Corps, to encourage volunteerism among the youth as well as to build the necessary leverage for potential job opportunities. Graduates from the local tertiary institutions dominate the register, which has 6,000 registered job-seekers to-date, with 891 already placed.

6.5

Aspiration to Establish Own Businesses

Among the skilled but unemployed youth, there is potential for a broad array of small to medium businesses to be established. An estimated 4,185 registered enterprises were established in Lesotho in 2011, most of which (94.3 percent) were either small or micro enterprises (employing nine people or less). But only 30 percent of these, mainly in the retail sector, were managed by the youth.⁹⁹ The value of 'job-creators' as opposed to 'job-seekers' is emphasised in current development discourse, but in Lesotho those with aspirations to start their own businesses and those who do not want to start their own business is almost evenly matched at 49 percent and 43.5 percent respectively.

Only 7.5 percent of the surveyed youth own a business.¹⁰⁰ Slightly more women (45.7 percent) than men (44.1 percent) would like to start their own businesses. However, only 4 percent of young women own businesses as compared to 8.6 percent of young men. Furthermore, the desire to start a business is more prevalent in urban as compared to rural youth, possibly on account of differences in educational and skills development, as well as greater exposure to business opportunities.

Lack of capital has been cited as the main constraint to starting a business by 73.6 percent of the respondents of the UNDP Youth Empowerment Survey (2012). The other constraint was lack of 'know-how' in how to start a business. It is evident, in this case, that the education system has not been responsive to the labour market requirements. In order to remain relevant, training and skills development will have to be broad-based and include both technical and core employable skills, such as communication, innovation and problem solving. This will enable graduates to be more portable across all sectors, enterprises and occupations.¹⁰¹ Entrepreneurship is advocated as a key remedy for youth unemployment and to promote private sector vitality. It provides career options for young people by unleashing their economic potential and promotes increased participation in economic development. It also offers greater independence, higher income potential and increased job satisfaction. However, reports show that there is little to no entrepreneurship in Lesotho, especially among the youth, which leads to high unemployment. Several preconditions are known to promote youth entrepreneurship, including perception of and attitude towards youth entrepreneurship, entrepreneurial culture, education levels age and social capital. For young entrepreneurs, the lack of entrepreneurial education, limited access to start-up capital and business provider services, societal attitudes and absence of a conducive regulatory framework were found to be among key factors that impede youth entrepreneurship in Lesotho.

6.6

Youth Access to Finance

Access to finance is widely perceived as one of the biggest constraints to establishing business in Lesotho.

⁹⁹ MCA-Lesotho, 2011 ¹⁰⁰ LYES, 2012 ¹⁰¹ Global Employment Trends, 2013

YOUTH AND EMPLOYMENT

According to Findex (2012), only 3 percent of the adult population had had access to credit in the previous 12 months, while the enterprise survey reflected that existing enterprises in Lesotho rely heavily on internal resources and credit – only 23.3 percent of the survey respondents had used bank credit, compared to 51 percent who had sought alternative means.¹⁰² Limited financial markets and high loan requirements as measured by the collateral requirements already pose a challenge for potential and youth entrepreneurs. Without access to adequate and affordable financial resources, or business development services to complement their education, youth are not able to create any form of sustainable enterprises or to provide the means to curb escalating youth unemployment. In order to increase financial access, the government set up the partial credit guarantee schemes run by the Lesotho National Development Corporation and the Ministry of Finance, in addition to the loan schemes run by the commercial banks. Despite these efforts, youth still have limited access to financial capital. Three major factors were seen as contributing to this situation. The first is that youth do not have enough information on how they might access credit. The second is that the requirements, including financial proposals and collateral, are often beyond the capacity of the youth. Thirdly, youth apathy due to consistent negative feedback and insecurity limits their ability to formulate appropriate business plans to access credit.

6.7

Technical Skills and Employment

Some youth have attributed the low levels of youth-owned enterprises to a lack of skills and access to information. Although mobile technology has seen tremendous growth in Lesotho, usage is still limited to voice, with a minor data penetration. Sources of information in Lesotho include print and radio media, which are also not widely available. The Lesotho

Youth Empowerment Survey (2012) indicates that 49 percent of youth had ambitions to establish their own businesses, but most of them did not realise these.

In developing countries, the most important factors for successful entrepreneurship are a good level of education, and high human capital, including skills, qualification and training, to promote opportunity-seeking behaviour. The Labour Force Survey reflected that as there are fewer employment opportunities for the poorly educated, entrepreneurship by this sector tends to be necessity driven rather than opportunity driven.¹⁰³

Technical, entrepreneurship, and vocational education and training (TEVET), especially if embedded in school and college curricula, is known to promote a culture of innovation, risk-taking, and business formation that enhances competitiveness, growth and job-creation.¹⁰⁴ In Lesotho, however, TEVET is traditionally trusted to prepare school dropouts for the labour market. In the new strategy¹⁰⁵ the intention is to transform technical and vocational schools to improve skills of trainees as well as make the curriculum more relevant and responsive to the market requirements. There are eight technical and vocational education and training institutions¹⁰⁶ in Lesotho, accepting graduates and school dropouts at different levels, including from primary, and secondary education.

As the youth already lack experience, skills and financial muscle, financial service providers regard them as high-risk. In Lesotho, the lack of an entrepreneurship culture and a lack of social capital render establishing new businesses among the youth a challenge. While youth in other countries are able to start businesses through support from their own savings or families, such support is less available in Lesotho. This shows the limitations of lending programmes for youth, especially in the absence of credible microfinance institutions to facilitate and nurture credit maturity. Some youth have benefited from donor-funded grants and linkages created in such. These initiatives play an important role in shaping enterprise culture, and securing funding and skills mentorship, but they are not appropriately institutionalised and hence are unsustainable.

“ *Although Lesotho has one of the highest literacy rates in sub-Saharan Africa, it is deficient in developing the requisite creative problem solving and technical skills required by entrepreneurship.* **”**

¹⁰² World Bank, 2009 ¹⁰³ BOS, 2008 ¹⁰⁴ Manpower Group, p. 10 ¹⁰⁵ NSDP, 2013-2017 ¹⁰⁶ National Education Strategic Plan, 2005-2015

YOUTH AND EMPLOYMENT

BOX 10: A PROGRESSIVE YOUNG ENTREPRENEUR – PIONEERING WINE MAKING IN LESOTHO

A YOUNG ENTREPRENEUR: MOTHIBA THAMAE

Mothiba Thamae is a young agri-entrepreneur who started a business producing fruit tree seedlings. His primary market was the Ministry of Forestry and Land Reclamation, which runs a forestation project through which it has a target of planting 3.5 million trees annually. While this remains one of his major activities on his farm, Mothiba, together with his brothers and father, also developed a grapevine estate, which now produces Lesotho's first wine, Sani Chenin Blanc. The success of Mothiba's enterprise is due largely to his being mentored by South African-based Groot Parys Estate. In the first year of production, 2014, Mothiba's wine achieved fifth position in the best tasting wine in Stellenbosch. During that first year Mothiba produced 500 bottles of wine, but is now aiming for 5,000 bottles annually and exploring the possibility of exporting wine to the Netherlands.

Government Response to Youth Entrepreneurship and Employment

The Government of Lesotho has undertaken several initiatives to bolster youth employment.

- The Ministry of Gender and Youth, Sports and Recreation has created a social compact project to build business skills amongst the youth as well as to extend start-up capital for youth groups primarily in the agricultural sector.
- The Ministry of Forestry and Land Reclamation is promoting agro-forestry, apiculture and aquaculture throughout Lesotho. To achieve this goal, the Ministry is providing training for interested individuals in these areas. In the agro-forestry sector, the Ministry has an annual target of planting 3.5 million trees. Through this project, the Ministry hopes to create jobs for youth.
- The Ministry of Labour and Employment offers training on basic entrepreneurship skills through courses that are accredited by the International Labour Organisation (ILO).
- The Ministry of Trade and Industry, Cooperatives and Marketing through the Enhanced Integrated Framework Project has launched an initiative to promote horticulture and agro-forestry through the provision of greenhouses and training on how to manage a business.

- In 2015, the government of Lesotho established the Ministry of Small Business, Cooperatives and Marketing, to oversee development and growth of MSMEs in Lesotho.

In addition to these Ministerial initiatives, the Lesotho National Development Corporation (LNDC) and the Basotho Entrepreneurship Development Corporation (BEDCO) are the key players in various initiatives to promote employment in general. LNDC has been mandated with the promotion and mobilisation of foreign direct investment and industrialisation in Lesotho. It has set up a partial credit guarantee scheme whose objective is to enable entrepreneurs to access credit from commercial banks. BEDCO runs entrepreneurship training for small and medium scale entrepreneurs. In addition, some private sector companies have also ventured into youth entrepreneurship programmes as part of their social responsibility activities.

While these initiatives have achieved some results, the impact on youth unemployment has been limited by the fact that efforts have been disjointed. There is relatively limited information that reaches the youth about the existence of these programmes, which hinders youth participation in them. Furthermore, youth who have participated in some of these initiatives have pointed to the lack of access to finance, a cumbersome business registration process, and lack of infrastructure (particularly electricity), as major constraints to business development initiatives on their part.

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6.8

Employment and International Migration

Labour migration, especially that involving young men working in South African mines, has been a key development feature in Lesotho. However, in the 1990s, patterns of migration changed significantly as the Government of South Africa called for an increase in South Africans working in the mines and therefore a reduction in the number of migrants. The number of Basotho mineworkers employed through The Employment Bureau of Africa (TEBA) has declined from 111,000 to around 30,000 in recent years. On the other hand, emigration of Basotho to the republic of South Africa has become more diversified, with an increase in the number of young females going for domestic work. Professionals in different fields have found work in South Africa, which has led to a high brain drain in Lesotho. The age profile of mineworkers has also changed: over 50 percent are now over the age of 40 and 20 percent are over 50 years of age.

There is no reliable data on international migration for Lesotho. The South African census of 2001 estimated that the number of Lesotho citizens residing in South Africa was 114,991. The Lesotho census of 2006 estimated it at 118,904 and the World Bank estimated emigrant stock as 427,500 in 2011.¹⁰⁷ In relation to immigration, it is only suggested that there is a high number of people from Asia, in particular, Chinese nationals and a few from other countries.

Key areas of concern are in relation to irregular Basotho migrants, who are predominantly female and at risk of exploitation, trafficking as well as working in poor conditions and brain drain, high unemployment in Lesotho co-existing with declining employment opportunities for semi-skilled migrant labour in South Africa. The issuance and renewal of work and residence permits to foreign nationals also remains controversial, as local parties feel there are no measures taken by domestic firms to transfer skills such that some of the technical and managerial positions filled by foreign nationals could be occupied by nationals after a few

years. The other side argues that it is difficult to find locals with enough technical knowledge and experience to replace foreign nationals.

Some of the proposed measures include: an improved cross-border management system and labour migration agreements; pre-departure orientation programmes; support services for returning migrants, including financial literacy and management; exploring the viability of creating cross-border industrial and market zones; creating sector-specific cooperative diaspora frameworks; facilitating transfer of remittances and reviewing policies to ensure equal treatment of immigrants with citizens.

6.9

Gender and Youth Employment

From a gender perspective, men are more likely to find employment than women and, as stated above, earn more than one and half times what women do on average. It is worth noting that though there are high numbers of women in the textile and apparel export oriented industries, most of them are in low-paying grades and their earnings are below the average wage in the manufacturing sector. Furthermore, the labour code does not yet provide for guaranteed pay to working women during confinement due to illness or maternity leave. Some are forced to work until the last day of pregnancy and go back immediately thereafter. Children are then likely to be neglected and malnourished. Similar challenges are apparent for young women and girls in the informal sector. The implementation mechanisms of the draft social security policy are still being worked as the fiscal implications are quite significant for the government, employers and employees.¹⁰⁸

The increase in commercial sex, especially in Maseru, as stated in the youth and health chapter, could also be an indication of declining opportunities for work or a need to supplement income for the increasing number of young women looking to improve their standard of living. Unfortunately, they are likely to be abused by those who are given services and harassed by the police, as such trade is illegal in Lesotho. Society needs to face

¹⁰⁷ Lesotho National Migration and Development Policy, 2013 ¹⁰⁸

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reality and find solutions to protect the rights of these young women and girls.

Whilst young men are likely to occupy managerial jobs and earn significantly higher wages than women, young boys who are hired as herders or to look after family flocks often have low education levels and skills, receive minimal compensation and live in very poor conditions. Those that live in cattle posts are exposed to severe weather conditions and high risks of attack and stock theft. Protection of herders and combating stock theft in Lesotho remains a critical factor to revive the livestock sector in Lesotho. The declining employment of young Basotho men and income in real terms from the South African mines, has greatly affected investment in the agricultural sector and therefore opportunities for income generation and development of downstream industries in the rural economy.

6.10

Disability and Employment

People with disability in general face great challenges in the labour market and their unemployment rate is much higher than that of non-disabled. Women with disability suffer a double jeopardy and are less likely to find employment. People with mental health and intellectual disabilities are even less likely to be employed. (WHO, 2011/ ILO, 2015).

The biggest barriers imposed by employers are prejudice, the idea that disabled people are less productive and incapable of doing any job, and fear about potential additional costs to the employer, including transport and insurance costs. Those living with disability also face difficulty in finding employment because a significant proportion of that population has low levels of education and training. In addition, some are discouraged from seeking employment due to prolonged failure in finding work or lack of access to assistive technology. If employed, people with disabilities are likely to be in low-paying jobs with poor prospects for promotion and poor working conditions (ILO, 2015). Programmes for supported and sheltered employment are quite limited. Data on disability and employment is not available to make detailed analysis.

¹⁰⁹ CBL Economic Review, November 2012, No. 148

6.11

Key Messages, Conclusions and Recommendations

Long-term unemployment among youth is becoming acute and could result in high levels of dissatisfaction and a lack of trust in socioeconomic policies and political systems. The situation could lead to social and political unrest, economic downturn, endemic poverty and inequality. In Lesotho, a large majority of the youth enrolled in tertiary institutions are beneficiaries of bursaries granted by the National Manpower Development Secretariat of the government. However, failure to gain employment prevents the youth from repaying loans and requires the state to provide new resources for bursaries every year instead of having a revolving fund. All this compounds the sustainability problem that already faces the GOL. Further, it is widely acknowledged that unemployment in the early stages of a worker's life imposes a persistent wage penalty that could last for their entire working lifetime, and result in 'scarring'.¹⁰⁹ To obviate such a situation, many youth may then turn to unstable jobs that further add to their vulnerability.

6.11.1

Key messages

- Youth unemployment (30.5 percent) is higher than the national unemployment rate (25.3 percent). One third is also economically inactive as students and more than half of these economically inactive, do unpaid home chores and are predominantly women.
- It takes a long time to find employment (six months to two years), even for those with tertiary education.
- High youth unemployment is attributed to: low access to labour market information; lack of work experience; low aspiration for self-employment; a mismatch between available skills and labour market needs; poor support for starting and sustaining businesses; declining job opportunities in South Africa, especially in the mines for young males; and slow creation of new jobs, linked to an uncompetitive investment climate and shortages of industrial infrastructure.

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- Labour force participation rates generally increase with age and educational level and are higher for males than females.
- High numbers of people with low educational attainment suppress employment. Unemployment is higher among the less educated or skilled, 57 percent of people with primary education are not employed and 25 percent of youth are employed in subsistence agriculture or the informal sector due to low educational attainment.
- A low entrepreneurial culture stifles employment and growth. Despite high unemployment rates, only 7.5 percent of youth own businesses, while 43.5 percent do not even want to start their own businesses.
- Though the private sector is underdeveloped it is still the largest employer, absorbing 76.9 percent, of the total employed Basotho, followed by government at 16.2 percent.
- The public sector is already too large and crowds out critical public investment to facilitate private sector growth and employment. Lesotho is considered to have one of the highest public sector wage bills relative to the size of its economy
- The growing informal sector is leading to further underemployment and an increase in the working poor. As a result of diminishing formal employment opportunities, young people resort to micro-enterprises (as hawkers, street vendors, etc.), which do not require heavy investments. There is a high 'Xerox syndrome' (also known as 'information overload syndrome') in this sector as well as poor working conditions – most people do not earn enough to make a decent living.
- A skills mismatch renders solutions to the employment challenges difficult. In the case of over-qualified youth, society is forfeiting stronger productivity growth that would have been achieved had these young people been employed at their appropriate level of qualification.
- Illegal migration for work exposes youth to human trafficking and exploitation.
- People with disabilities experience more difficulty in finding employment as they leave the education system early due to access issues and often are un/semiskilled. Many want and are able to work but are not given the chance.
- Low skills transfer from foreign investors limits progression and youth participation in Foreign Direct Investment (FDI) dominated sectors.

6.11.2

Conclusions and Recommendations

High-impact short and long-term measures need to be identified urgently to arrest unemployment among youth. There is a need to improve the investment climate to ease doing business in Lesotho and to increase opportunities for self-employment.

Institute Affirmative Youth Employment Policy

The development of an affirmative youth employment policy is imperative to facilitate the integration of youth into the mainstream economy. Employment initiatives such as the Volunteer Corps Programmes should be enhanced and innovative solutions sought to encourage private sector participation.

Unlock the Potential in High Job-Creating Sectors

Given that unemployment is highest among those with limited education or skills and in rural areas, opportunities should be created for value chain development in labour intensive industries. The GOL needs to undertake the following:

- Promote and support high-value and profitable crop and livestock enterprises by facilitating access to inputs, technology and short-term training, as well as promoting investment in downward and upstream activities.
- Facilitate value chain and market development in manufacturing, including water-related enterprises, green economy, tourism and mining beneficiation.
- Remove excessive subsidies in industrial infrastructure to encourage private investment and accelerate the development of industrial infrastructure to cater for pipeline investments and provide 'plug and play' infrastructure for different industries.
- Set in motion programmes for creative industries, including the creation of craft incubation centres in partnership with the private sector. Expand and diversify manufacturing incubation centres to create a new entrepreneurial community of SMMEs producing high-value products, which will create

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partnerships between local and foreign investors in the country. This should take into account that there are structural constraints, including language barriers and limited skills transfer.

- Increase labour-based programmes, such as conservation works and road construction.
- Turn the youth that already have some business-management skills into entrepreneurs by providing necessary business support services in all districts. This will allow them to take opportunities in services sectors and other productive activities.
- Promote mentorship programmes or nurture partnerships with people who are already in business.
- Improve and expand local level enterprise development support initiatives to minimise outward migration and cater for the economically inactive population that is forced by circumstances to be confined to unpaid household chores and taking care of children, the aged and the sick.
- A youth entrepreneurship and development fund needs to be created to finance youth business development programmes.

Improve Labour Market Information Systems

There is need to augment existing labour market information system to ease the job searching process. TEBA serves as a good example of a non-state labour bureau and support structure for migrants into South African mines. Other sectors could develop similar models with the support of GOL to complement the existing labour registration and information systems. Linkages should also be created between skills development agencies and labour bureaus or registries of employment seekers and employers to identify the most competitive skills for the available jobs, as well as to improve the relevance of the curriculum at training institutions.

Reskill and Enhance Entrepreneurship and Technical Skills Competencies

The Government has to initiate reskilling programmes to facilitate absorption of youth who have qualifications but are unemployed, into industries that have potential for growth. Entrepreneurship culture needs to be nurtured through the education system and business incubation and support centres and by creating

partnerships with foreign investors. This also means that resources should be secured to attract the best skills and talent to train and support young entrepreneurs through short and long-term programmes, adoption of appropriate e-education solutions, plus the upgrading or creation of a business school in Lesotho. In addition, quality, diversity of programmes and the capacity of TVET institutions need to be improved to ensure generation of the required and competitive technical skills. Relevant institutions should assess the viability of different business incubation models in different sectors and parts of the world for adaptation in Lesotho. The integration of entrepreneurial and soft-skills development into technical education programmes at different levels should be done urgently.

Accelerate Investment Climate Reform

The binding constraints to economic growth should be removed by implementing investment climate reforms so as to improve the competitiveness of the economy for investment. There are fundamental changes that could be made to improve the investment climate (legislative and institutional changes), which do not require substantial investment, but rather political commitment and support from development partners.

Improve Access to Finance

Existing credit guarantee facilities should be made accessible to youth and financial grant facilities created to encourage experimentation in business and leverage investments by local and international financial institutions. Financial institutions should be encouraged to develop new financial products and industry-specific financial solutions. Capacity should be developed to create and adapt new products in mobile money. Micro-finance development strategy should also respond to the needs of finance-constrained sections of society (particularly SMMEs), develop the capacity of credit and savings groups and create the appropriate institutional framework (independent of projects as they have a limited lifespan) to support the industry.

Tap Opportunities in ICT in a Rapidly Changing Technological Environment

The potential in the e-economy has not yet been explored. A planned programme for developing e-platforms for youth to create products and

YOUTH AND EMPLOYMENT

businesses should be developed. Enhancements in existing institutions, especially tertiary institutions, could be made to establish technology hubs, while a programmatic approach is taken to develop ICT solutions in different sectors. In the long-term, the education system reform, particularly the curriculum, should respond to the needs of the world of work, as jobs require higher ICT skills.

Promote Safe and Legal External Migration for Jobs

The opportunities for employment of Basotho internationally should be explored and appropriate agreements negotiated so that Lesotho benefits directly from skills migration through remittances, tax or improvement of skills. The GOL needs to renegotiate migrant labour agreements with South Africa and other countries to expand employment opportunities, especially for the semi-skilled, and to allow safe and decent mobility and employment. Exchange programmes should be promoted so that young Basotho can learn to work with people from other cultures.

Improve the Environment for the Informal Economy

The informal sector plays a critical role in employment creation. There needs to be an institutionalised mechanism for consultation with the informal sector, with representation of youth, in all districts. The informal sector should also be represented in national and local planning structures to ensure that its needs and concerns are taken into account and appropriate infrastructure and financing solutions are developed. These will also act as incentives for the formalisation of micro-enterprises.

Integrate People living with Disabilities and Other Vulnerable Groups into the Mainstream economy

Skills and employment programmes that cover vocational/career guidance, education and training, financial support and placement targeted at young people with disability should be developed or enhanced to ensure participation of people with disability in the mainstream economy. Affirmative employment policy

is also necessary for this section of the population, including the promotion of quota systems, sheltered and supported employment and social enterprises. The appropriate local built environment cannot be overemphasised.

Eliminate Child Labour

Child labour has detrimental effects on child development. It is an abuse of human rights and perpetuates poverty. Education of communities on human rights and the effects of child labour should be integrated into community development programmes. Monitoring systems should be enhanced and improvements should be made on reporting mechanisms, including anonymous submissions and the selection of focal points in local authorities.

Caveat: The Youth Bulge Will Disappear

The population structure makes Lesotho approach the category of countries that are classified as having an ageing population. In addition, the replacement rate is just close to the internationally accepted level for population regeneration. In the future, new types of social programmes will need to be developed to address high dependency ratios of children and the ageing when youth have to migrate for jobs.

YOUTH AND EMPLOYMENT

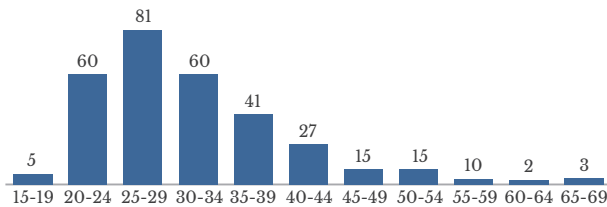
Access to employment is a key driver for developing youth and allowing countries with youth bulges to turn them into demographic dividends and economic growth.

In Lesotho, the Human Development Index (HDI) = **0.486**

But the Youth Development Index (YDI) = **0.282**

A major contributing factor is the standard of living of Lesotho's youth (0.098), significantly lower than that of the entire population.

NUMBER OF JOB-SEEKERS BY AGE, 2013:



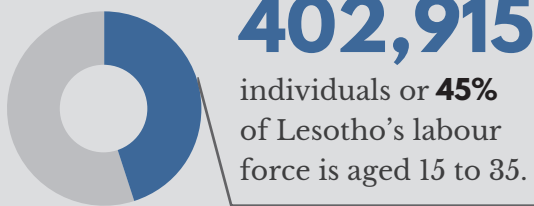
25.3%
National unemployment average

30.5%
Youth unemployment

54.7%
of unemployed youth have been so for more than a year

25.5%
of youth work in subsistence agriculture or the informal sector due to low education

YOUTH IN THE LABOUR FORCE



- Young men and women make up the **largest proportion of the labour force**, and experience the **highest unemployment rate**.
- Overall, unemployment is **higher for young women** as men mostly work in subsistence farming while **more women are looking for jobs**.



WHY YOUTH LACK JOBS

1. LESOTHO'S ECONOMY



Few employment opportunities



Low access to labour market information and services



Declining job opportunities in South Africa, especially in the mines

2. SKILLS MISMATCH



Low levels of employable skills amongst the youth



Lack of work experience



Education system skewed towards academics not skills training

3. LOW ENTREPRENEURSHIP



Low aspiration for self-employment

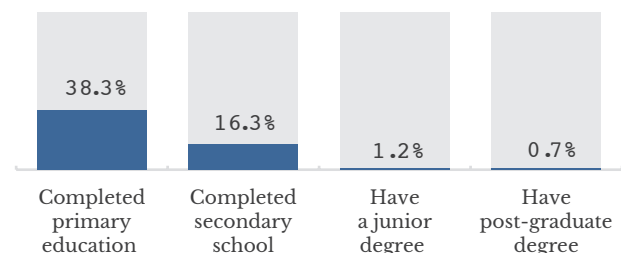


Limited support to start and run businesses

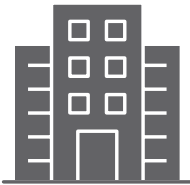
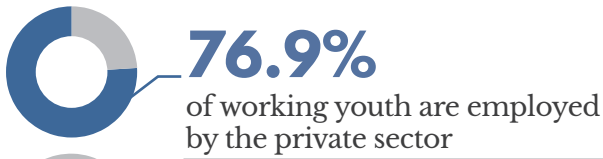
LACK OF EMPLOYABLE SKILLS

20% of large firms in Lesotho think the country's workforce is inadequately trained

Of the youth, only...



WHERE ARE YOUTH EMPLOYED?



IN URBAN AREAS, YOUTH EMPLOYMENT IS AS FOLLOWS:

31.4%
in manufacturing

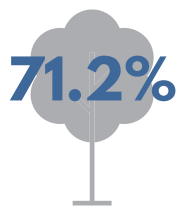
17.8%
income-generating activities in homes

12.8%
wholesale and retail

6.4%
construction

3.4% community, social and personal service

The labour force survey(LFS) 2008 shows high youth participation in agriculture and forestry:



In rural areas



National average

16.5%

In urban areas

The country produces only **8.4%** professionals, mostly in the age group **33 to 35** years.

✘ Plus the education system is not geared for training professionals in fields like mining, civil engineering and construction, the primary contributors to Lesotho's GDP. The private sector is therefore forced to hire foreign professionals.

YOUTH AND ENTREPRENEURSHIP

Only **7.5%** of Lesotho's youth own a business

✓ 49% want to start a business, but don't have the funds or skills

✘ 43.5% do not want to start a business

✎ 73.6% say lack of capital is the main constraint to starting a business

Despite partial credit guarantee schemes set up by the government and loan schemes run by commercial banks, youth still have limited access to financial capital.

- 1** They do not have enough information on how to access credit.
- 2** Requirements like proposals and collateral are often beyond their capacity.
- 3** Apathy due to consistent negative feedback limits the ability to formulate business plans.

MIGRATION AND WORK

In recent years, the number of Basotho mine-workers employed through The Employment Bureau of Africa (TEBA) has declined:

FROM 111,000 TO 30,000

Fewer young men are migrating to South Africa for mining. But more women are going for domestic work and various professionals have left for employment, leading to a brain drain from Lesotho.

Youth Political Participation and Civic Engagement

“

**Every young person shall have
the right to participate
in all spheres of
society. ”**

- Article 11 of African Youth Charter



Summary

Empowerment of youth through education, strengthening institutions and facilitating engagement

The country's political milieu contains critical youth institutions: the Ministry for Gender, Youth, Sports and Recreation, those responsible for National Youth Policy (under review), the National Youth Council (though not fully functional), the youth leagues in political parties, civil society organisations supporting youth development and a number of youth organisations at national and local level. However, youth participation in political parties in Lesotho remains low. This leads to minimal representation in political leadership structures. Female youth is even less visible. Youth participation in social and civil society organisations is also low. Moreover, civil society organisations have limited capacity to mobilise youth in this regard. Youth voter turnout is also low, and has recently declined further in local elections.

Policy recommendations

- Undertaking the review of the National Youth Policy, and ensuring that the architecture and capacity building programmes of the NYC become effective.
- Ensuring youth consultation and participation on policy and planning through the adoption of effective strategies, including e-government.
- The development of policies and codes of good practice for political institutions and social organisations to ensure youth representation and gender equality.
- Commencement of extensive education programmes for young males and females on human rights, including gender equality, as well as leadership, advocacy and communication, policy formulation, law making, the planning and creation of budgeting cycles and other social and economic empowerment programmes based on local needs defined by youth.
- Enhancing the curriculum to include the development of leadership skills within the education system: ultimately the establishment of a leadership academy.
- Providing support to CSOs to create sufficient capacity to promote political and participation and civic engagement.

Facilitation of the depoliticisation of the public services to ensure that the most talented and competent youth move as they should up the ranks of government.

YOUTH POLITICAL PARTICIPATION AND CIVIC ENGAGEMENT

7.0

Democracies depend on active citizen political and civic engagement. Robust democratic societies ensure the health of their democracy by encouraging youth participation in governance. Youth civic engagement promotes civic responsibility and a sense of pride in citizenship. The natural vigour and questioning of youth encourages transparency and accountability from government. Because youth political engagement is such a critical feature of a democracy, it is important to measure the agency of Lesotho's youth in participating in their country's governance.

The right for every young person to participate in all spheres of society is enshrined in the African Youth Charter and the UN Human Rights Charter. The exercising of these rights is not necessarily automatic. Many young people are unaware of how they can get involved in political processes. Therefore opportunities must be made available and must be well publicised to engage youth in policy formulation and decision-making in government.

This chapter provides an assessment of youth engagement in governance within the context of the human development paradigm. The assessment covers key factors that indicate political and civic engagement, which include voting and participation in political elections, party politics, public policy development and planning, as well as community development work and building social capital. Additionally, interviews with representatives of youth organisations were conducted in order to record their experiences, ideas and recommendations. Most notable among these youth organisations were political parties' youth leagues.¹¹⁰ By interviewing the youth (aged 15-35), we have brought their voices into the discussion. Finally, the chapter offers policy recommendations on how the power of youth can be leveraged through better engagement to achieve the goal of human development.

¹¹⁰ Coincidentally, most of the representatives of political parties interviewed were also members of the Youth Leagues Forum of Lesotho.

7.1

Youth and Political Governance

As citizens, the youth have the right to participate broadly in national affairs and governance. Voting is considered to be the most common and basic form of political engagement.

OTHER FORMS OF POLITICAL ENGAGEMENT INCLUDE:



Involvement in political campaigns



Gathering information on political parties



Attending community gatherings



Interacting with local authorities and political representatives



Lobbying and advocacy



Attending policy sessions



Participating in civil protests



Signing petitions



Joining civil society organisations

YOUTH POLITICAL PARTICIPATION AND CIVIC ENGAGEMENT

BOX 11: YOUTH DEVELOPMENT INDICES AND POLITICAL AND CIVIC ENGAGEMENT

YOUTH HUMAN DEVELOPMENT AND POLITICAL PARTICIPATION:

Political participation carries 8 percent weight of the YDI. Lesotho scored 0.583 and ranked quite high relative to other Commonwealth countries, 14 out of 54 countries

YOUTH DEVELOPMENT INDEX AND CIVIC PARTICIPATION:

Civic participation carries 8 percent weight on the YDI (0.552). The country scored very low on this factor (0.336), though ranking is not so low at 21 out of the scored 54 Commonwealth countries

THE GENDER INEQUALITY INDEX:

The calculation of the gender inequality index indicated that the parliamentary participation rates of both young men (0.025) in parliament and young women (0.058) was extremely low relative to the proportion of youth who were voters.

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National Youth Policy is the key instrument through which the engagement of youth in development is facilitated. ”

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through public hearings and educating the public on their role in parliament. The latter through Sub-section (1d) entitles Portfolio Committees to ‘monitor, investigate, enquire into, and make recommendations relating to the legislative programme, budget realization, restructuring, functioning, organisation, structure, personnel, policy formulation or any other relevant matter of Government Ministries and Departments’.

Schools contribute in building good citizenship, though, among others, encouraging lively debates on matters of public policy and involvement in community projects such as tree planting and cleaning campaigns. The People’s Parliament (TRC innovation) is also a good civil society innovation for grassroots’ engagement with national governments and engages youth as well, though there is room for improvement.

7.1.2

Political participation, Policy and Legal Framework

National Youth Policy is the key instrument through which the engagement of youth in development is facilitated. Even though it is outdated and under review, it gives direction on areas including the objectives and the realisation of youth participation in politics and development. Lesotho has a number of legal frameworks aimed at ensuring that youth, and other sections of society, can participate fully in parliament. These include the Constitution whose Section 20 (1) states: ‘Every citizen of Lesotho shall enjoy the right to (a) take part in the conduct of public affairs, directly or through freely chosen representatives; (b) vote or stand for election at periodic elections under this constitution under a system of universal and equal suffrage and secret ballot.’¹¹¹ An opportunity for public participation is also provided for through sections 76 and 95 of the National Assembly Standing Orders. The former entitles the National Assembly to facilitate public participation

7.2

National Youth Council (NYC)

Established through an Act of Parliament in 2008, the National Youth Council has the role of coordinating youth participation in national developmental issues that affect the youth.¹¹² The body consists of 33 representatives from various sectors of the youth population, as well as two ex-officio members in the form of an authorizing officer and the Director of Youth. Twenty of the members of the NYC are representatives of the country’s ten District Youth Councils (DYC). Two youths, a male and a female, represent each DYC.

¹¹¹ Lesotho Constitution, 1993 ¹¹² National Youth Council Act, 2008

YOUTH POLITICAL PARTICIPATION AND CIVIC ENGAGEMENT

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Despite elections for the NYC being held in 2012, the body remains non-functional as a result of legal battles over representatives of Political Party Youth Leagues and interpretation of related legal frameworks.”

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The fact that the NYC is not functional is disturbing considering implications on human development of Lesotho youth. In its absence, it is difficult to coordinate youth participation in national developmental issues. Interestingly, all the representatives of the youth organisations whose views were sought as part of this chapter agreed that if the NYC were operational, and given the necessary support and respect, it would be a useful body through which the youth voice could be heard by national authorities. These would mean the youth are engaged in all levels of decisions that affect them, hence more chances of effective human development.

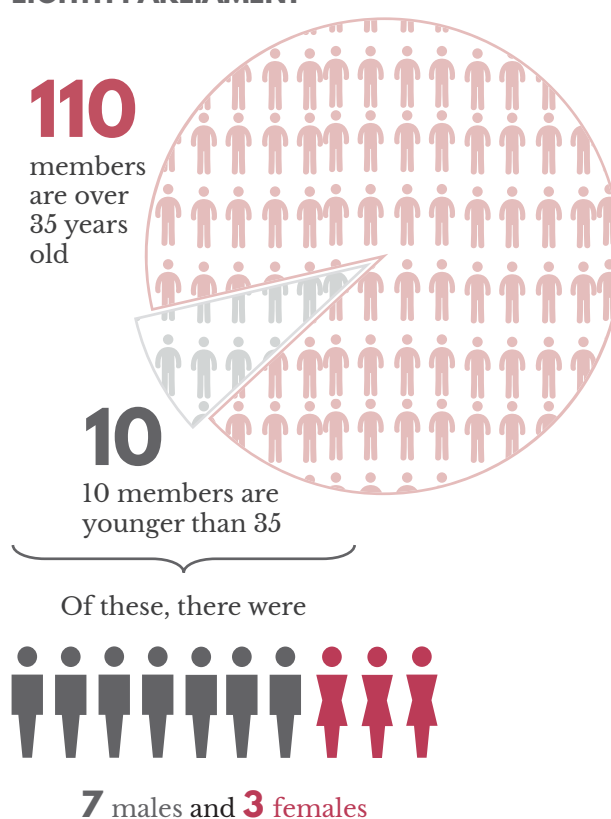
The next section assesses participation of the youth in issues of governance in Lesotho. It includes the views of youth about government policies and the general assessment of youth participation in different avenues of governance.

7.3

Youth Engagement and Representation in Parliament

Lesotho's Parliament officially comprises three bodies: (i) the King of Lesotho, (ii) the National Assembly and (iii) the Senate. The King of Lesotho is a constitutional monarch; he does not actively engage in parliamentary debates nor does he have a say on the direction of its agenda. The National Assembly is the lower house of Parliament consisting of an elected body of 120 members. The Senate is the upper house of Parliament consisting of 33 members; 22 are Principal Chiefs and the other 11 are appointed by the King, based on the advice of the Prime Minister.

GRAPHIC: YOUTH PARTICIPATION IN THE EIGHTH PARLIAMENT



The National Assembly offers various opportunities for public participation as outlined in the National Assembly Standing Orders (2008). Section 76 of these orders entitles the National Assembly to facilitate public participation through

- Observance of institutionalised days,
- Conducting public hearings, and
- Educating the public on the role in parliament.

YOUTH POLITICAL PARTICIPATION AND CIVIC ENGAGEMENT

The Constitution of Lesotho establishes a minimum age of 18 years to participate in elections either by voting or standing for elections. At the age of 18, a young person is eligible to stand for Member of Parliament.

Despite the fact that no legal barriers stand in the way, the youth are underrepresented in Lesotho's parliament. In the composition of the 8th Parliament, only 10 out of the 120 (8.33 percent) members of the Lower House were under the age of 35. Of these young MPs, three were females and seven were males. Five of them had been elected at the constituency level while the other five had gained access to parliament through their respective proportional representation party lists. This implies that the youth constituted only 6.25 percent of the MPs directly voted for by the electorate, and 12.5 percent of those nominated by respective parties. Five of the ten youths have since left the youth bracket as they are now above 35. There are no youth represented at the Cabinet level.

At least 25 percent of the youth respondents for the Lesotho Youth Empowerment Survey (2012) reported to have participated in one way or another in the parliament. The youth participation rate is observed to be increasing from 24-26 age group, peaking at 33-35 year olds at 47 percent, while the lowest participation was found among 15-23 year olds at an average rate of 18.6 percent. This is consistent with youth participation rates at the political party level.

While older members of parliament may earnestly strive to represent the interests of the youth, the lack of parliament members who belong to the same age group as 40 percent of the population is a problem. In order to hear the voices of the youth in parliament, more members of this large sector of society ought to find representation in parliament. The youth surveyed for this chapter were vocal in their concern for greater youth representation at the parliamentary level. Several articulated that the absence of youth members in parliament has impeded the country's progress in areas of concern for youth. There were a number of suggestions made by the interviewed youth representatives with regard to how the youth can be included in important political decision-making bodies such as the National Assembly. These suggestions include the abolishment of the law calling for the resignation from public service of civil servants standing for general elections. The proposal is that such workers be allowed to take leave of absence and come back after elections if they were not successful.

7.4

Participation in Political Parties

Membership in political parties offers a route to political engagement and participation. They provide 'a crucial link between citizens and government, and become sources of governance for society in democratic systems'.¹¹³ As members participate more and more in their chosen political party, they increase their ability to influence the party's policies and decisions. In Lesotho, youth typically participate in political parties at two levels; first as members of a party and secondarily through membership in youth leagues of the same party. Although autonomous from the parent party, youth leagues play a role in shaping party policies and engagement strategies.

GRAPHIC: PARTICIPATION IN POLITICAL PARTIES

The highest number of youth participating in political parties is found in the **15 to 17 year** age group at **55%**. The lowest participation is found among **21 to 23 year olds** at **24%**.

While the minimum voting age is 18, it is possible to register as a member of any political party in Lesotho starting at the age of 15. However, only 36.1 percent of Lesotho youth have registered as members of political parties whilst under the age of 35.¹¹⁴ The highest number of youth participating in political parties is found among the 15-17 year olds at 55 percent, and the lowest participation is found among the 21-23 years at 24 percent; the rate then varies progressively from 26 percent to 36 percent afterwards. According to AfriMap, this may be due to the perception that membership in political parties is more of a channel to economic gains than political participation. These ages mark end of different levels of schooling, thus new labour market entrants; 17 being graduation age for high school, while

¹¹³ OSISA, 2013 ¹¹⁴ Maseribane and Monyau, 2012

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21 would be tertiary graduates. The illustration below reflects youth participation rates in political parties across the age of youth, 15-35 years.

Participation of the youth within political parties in Lesotho also varies by residence and gender. In 2012, 37.1 percent of youth in rural areas reported participation in political parties while 35.7 percent of urban youth did so. In both rural and urban areas, male youth were more active political participants than female youth. In some cases, their participation is limited to youth league activities, while in others they participate in the political parties themselves on equal terms with their older counterparts. Box 12 provides views of youth leaders about youth participation within political parties.

7.5

Voting in Elections

Voting in elections is the main way youth participate in governmental decisionmaking. Through their manifestos and campaign platforms, political parties promise various strategies for improving the lives of the electorate. The ideal is that voters choose the party that serves their goals. In this sense, voting should not only imply casting a ballot, but giving a mandate to a party to act in the voter's interest. The expectation is that the elected representatives take to parliament the goals of their respective constituencies and use them to contribute to the formation of laws.

BOX 12: VIEWS OF THE POLITICAL PARTIES' YOUTH LEAGUES ABOUT PARTICIPATION IN POLITICAL PARTIES

- Youth membership is low because the majority of youth do not connect party membership with an ability to shape their lives. Even those who join do so mostly to follow in the footsteps of their parents.
- Party politics in Lesotho has a bad history which deters the youth from joining political parties.
- Low participation of the youth in political parties can be reversed through adoption of enlightenment measures that include intensification of civic education by capable agencies. Presently, the IEC is more interested in attracting people to the polls, not in teaching them about politics in general.
- The country should introduce Development Studies in all schools and include civic education as part of the curriculum.
- Legally, all positions within the political parties are open for every member, including the youth. Both genders enjoy equal status. However, in practice, there are cultural barriers that constrain youth to insignificant positions because they are not trusted with authority.
- There are few young people on the parties' electoral lists because being in parliament implies economic gain for MPs who may engage in and benefit from cronyism. As a result, the youth are cynical about the political process.
- Running for elections is expensive and the youth, most of whom are unemployed, cannot finance campaigns on their own behalf.
- Running for elections is risky as Lesotho laws call for candidates who are civil servants to resign from the public service. (Government is the second largest formal employer after the textile industry.) Very few young people who are employed in civil service can afford to resign from their positions in order to run for government. Generally, political parties' youth leagues are not independent of the mother parties and this affects youth participation.

¹¹⁵ Lesotho Youth Empowerment Survey, 2012 ¹¹⁶ IEC Lesotho, 2013 ¹¹⁷ Lowther, 2013. No data was available for South Africa's 2009 elections.

¹¹⁸ Maseribane and Monyau, 2012 ¹¹⁹ 1977:77 ¹²⁰ ibid

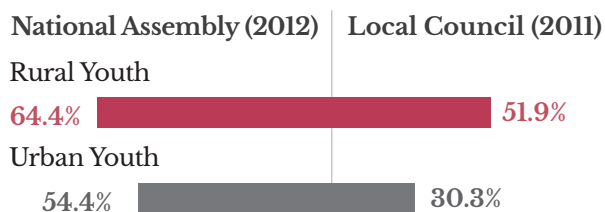
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In order to encourage greater diversity in local governments, Lesotho amended the Local Government Elections Act in 2004 to promote the participation of women by reserving one-third of the seats in local government councils for women. ”

GRAPHIC: VOTING IN ELECTIONS

Rural and urban youth voter turnout in National Assembly and local council elections



In Lesotho, more youth vote in the National Assembly than in Local Council elections. For instance, 58.9 percent of the youth voted in the general elections in 2012, while 46.9 percent of the youth voted in the local councils elections in 2011.¹¹⁵ The 58.9 percent youth turnout in national elections was higher than the overall national turnout in the elections of 56.4 percent.¹¹⁶ Another sign of the greater engagement of youth in national elections is the fact that Lesotho's youth vote is substantially higher than South Africa's youth vote of only 44.5 percent in 2004.¹¹⁷

As with many parts of the world, Lesotho has higher voter rates among rural youth than their urban youth. This trend is observable in both National Assembly and Local Council elections. Of the eligible youth, 64.4 percent voted in the rural areas while 54.4 percent voted in the urban areas during the 2012 National Assembly elections. Similar patterns were observed in the 2011 Local Councils elections when 51.9 percent of the rural youth and 30.3 percent of the urban youth voted.¹¹⁸ Youth respondents, surveyed for this chapter, attributed low urban youth voting mostly to activities that distract youth from voting on Election Day. These include drinking in pubs and in other entertainment facilities unique to urban areas. Youth turnout in Lesotho's elections can be explained in terms of Monroe's

argument that 'voter turnout decreases with growing economic development'.¹¹⁹ He hypothesizes that 'people in the most isolated areas engage in political participation more because it is one of the few sources of "entertainment available to them"'.¹²⁰ Notably, Youth voting pattern in Lesotho is fairly equal in terms of gender. This encouraging trend may well result in greater gender parity among elected leaders in the future.

7.6

Participation in Local Councils

As the adage says, 'all politics is local'. Local governments are the most accessible political venues for people's participation as their work impacts people where they live. It is therefore important that local governments are representative of every sector of the local population. The Lesotho local government system operates as a substructure to the national government through districts, urban and community councils. The system has a very short history; the first local government elections since 1960 were in 2000. There are 65 community councils, 11 urban councils and one municipal council. Membership in these is open to all citizens. Candidates may be nominated to the Council on their own initiative or through political parties.

In order to encourage greater diversity in local governments, Lesotho amended the Local Government Elections Act in 2004 to promote the participation of women by reserving one-third of the seats in local government councils for women. In 2011, the reservation of seats was replaced with the provision of special additional seats for women in the councils. Regardless of the number of women in a community council, 30 percent of seats for each community council are now added and distributed between parties using proportional representation.

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Other than elections, the Local Government Regulations Act of 2005 allows for participation of citizens in the activities of their councils by attending meetings, budgetary discussions and making submissions or inputs in decisions of the councils. Citizens are allowed access to the minutes and other official documents of the Councils. Nevertheless, AfriMap reports that no Mosotho of any age has used these opportunities to engage the Councils, potentially due to lack of information or ignorance.¹²¹ Citizens may participate in local governance through participation in local community gatherings 'pitsos'; however, these are most often initiated either by the councils or local chiefs. The chieftainship is the closest governance institution to the people outside the community councils, and has become the most effective consultative and participatory mechanism for citizens.

The last local government election in Lesotho was in 2011. At least 46.9 percent of the respondents of the Lesotho Youth Empowerment Survey (2012) participated in local government activities. There was a significantly higher participation among the urban youth at 51.9 percent than rural youth at 30 percent. This could be attributed to higher exposure, greater access to information, and capacity building initiatives.

While the Government of Lesotho has been proactive in ensuring greater local government representation by women, no policies have been pursued to ensure local government participation of the youth. Unfortunately, local government elections typically fail to attract high turnouts. For instance, less than half of the eligible youth voted in 2011.¹²² Without greater youth participation in local government, youth are not

participating meaningfully in local decisions that have a direct bearing on their lives. For example, youth are most likely to advocate for government investments in initiatives that will benefit the youth at the local level. Investing in youth development is 'a strategic effort to prepare young people to become responsive to their region's growth and development'.¹²³ As the current situation stands, youth participation in local government, even at the most basic level of voting, is low.

7.7

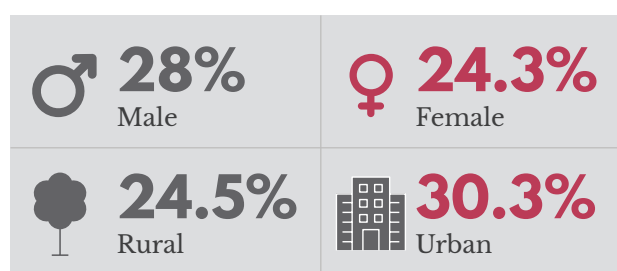
Membership in Issue-Based Civil Society Organisations

Membership in civil society organisations (CSOs) is another route for youth participation in governance in Lesotho. Civil society denotes a private sphere independent from governmental authority. It consists of businesses, interest groups, and clubs.¹²⁴ The ultimate goal of civic engagement is the improvement of the quality of life in communities. This can be accomplished through both political and nonpolitical means. Politically, CSOs are different from political parties in that they do not seek to win or exercise government power, but to influence the policies or actions of government through soft power. CSOs can influence governmental decisions by providing lawmakers with information and proposals through consultative meetings or petitions. Formations of civil society organisations in Lesotho include NGOs, labour unions, faith-based organisations, community-based organisations and professional associations. Other than youth based organisations, there is presence of youth in faith-based organisations and NGOs.

Despite the potential it has to improve youth development, participation in youth-based civil society organisations in Lesotho remains low. Only 25.8 percent of Lesotho youth participate in youth organisations. Twenty-eight per cent of young men and 24.3 percent of young women participate.

Urban youths are slightly more active in youth-based organisations than their rural counterparts at 30.3 percent and 24.5 percent respectively.¹²⁵ Nationally, there is a higher youth participation in faithbased

GRAPHIC: MEMBERSHIP IN ISSUE-BASED CIVIL SOCIETY ORGANISATIONS



¹²¹ Afrimap, 2013 ¹²² Maseribane and Monyau, 2012 ¹²³ Seilala 2006, p1 ¹²⁴ Heywood, 2007 ¹²⁵ Maseribane and Monyau, 2012, p118

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organisations at 33 percent. The highest proportion is among the 15-17-age cohort, and the lowest participation is among the 33-35 age group. There is a very low participation of youth in NGOs at just 11 percent, mostly comprising the 24-35- age cohort.

The youth CSOs in Lesotho have not made a significant impact on politics. The main weakness is lack of resources, particularly financial and technical capacities with which to engage youth, resulting in weak advocacy. Moreover, the talent that arises in youth CSOs often leaves the CSO for other positions. Kapa argues that, ‘whenever outstanding individuals emerge within CSOs, they are snatched up by the government and public institutions that offer better remuneration’.¹²⁶

There are a few local charity organisations in Lesotho that are not faith-based, such as Sentebale, a charity founded by Prince Harry and Prince Seeiso in 2006. Funds and other support for charity are normally mobilised for a specific cause and are often temporary. Individual efforts are not easy to identify and measure.

7.8 Consultations in Policy Development

Public policy-making is one aspect that requires public participation for development of relevant and effective policies. However, it remains one of the most elusive processes, and almost elitist in nature. Participation in these activities is often exclusive to government officials. The National Strategic Development Plan advocates for public participation and consultation in the formation of policies. Civil servants in government ministries and departments are responsible for administering policies and programmes that affect everybody including the youth, but generally no information is shared ‘without authorisation’.

The current practice is to invite stakeholders including the youth for review and inputs of policies, and most of these comments are reviewed and adopted as necessary. However, many citizens believe that such consultation does not amount to meaningful participation. This is because, in most cases, a preliminary policy has already

been established and participation from citizens is limited to responding to the proposed plan.

7.9 Gender and Youth Participation in Political Governance

In order to be meaningful, participation has to be equitable. As a country, Lesotho has made significant strides in dealing with the problem of gender inequality. The Legal Capacity of Married Persons Act (2006) and the National Assembly Electoral Act (2011) are two instruments designed to produce gender equality. Efforts to eradicate gender inequalities have impacted the youth in terms of youth participation in governance. In all forms of youth participation, both genders enjoy equal rights and there are no positions or responsibilities legally reserved for a particular gender.

One example of attempts to curb gender inequality is the representation of the District Youth Councils within the National Youth Council. Two youths, a male and a female, represent each DYC. Despite the absence of any legal prohibitions, there are still gender inequalities in youth participation. Males continue to enjoy greater ‘status’ than females. Table 35 shows the composition of the executive committees of the four main parties – three forming the country’s coalition government, and one the main opposition. As can be seen, men dominate the party leadership in every instance.

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Despite the absence of any legal prohibitions, there are still gender inequalities in youth participation.
”

¹²⁶ Kapa, 2013, p49

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Table 35: Composition of Political Parties' Youth Leagues Executive Committees

NAME OF PARTY	GENDER OF CHAIRPERSON PRESIDENT	GENDER OF SECRETARY GENERAL	MALES ♂	FEMALES ♀	TOTAL NUMBER OF MEMBERS
All Basotho Convention	Male	Male	10 people 83.3%	2 people 16.7%	12
Basotho National Party	Male	Male	12 people 75%	4 people 25%	16
Lesotho Congress for Democracy	Male	Male	8 people 72.73%	3 people 27.27%	11
Democratic Congress	Male	Male	8 people 61.54%	5 people 38.46%	13

It is worth noting that ABC, BNP, and LCD are members of the coalition government while the DC is the largest opposition party in the National Assembly. The party dissolved LCD youth league. The statistics in Table 35 are for the now defunct committee. Table 35 shows how men dominate the leadership of political parties' youth leagues. Males hold all the most important positions, i.e. chairperson/president and secretary general. Another example of uneven gender participation among the youth is that of the youth MPs at the inception of the 8th Parliament. Out of the 10 youth MPs, only three were female. It is worth reiterating, however, that there is nothing legal constraining female participation in government. Public outreach to improve awareness about the equality of females is needed to address this cultural bias in favour of men.

of international organisations, including the World Trade Organisation (WTO), UN, International Monetary Fund (IMF), World Bank, and regional blocks such as the Southern African Customs Union (SACU), Southern African Development Community (SADC) and African Union (AU). Lesotho is also aligned with a number of political configurations, such as the Group of 77 (G77), the Least Developed Countries (LDC) group and South-South Cooperation. The global trade and regional integration agreement leave far reaching implications on Youth Development and participation in the global economy. Youth need to be informed and consulted on political decisions and reforms being pursued within the UN system. Therefore, effective channels of Youth consultation, education and participation in shaping country positions have to be established.

7.10

Global and Regional Integration

Globalization and deeper Regional Integration have been touted as imperatives for economic growth and poverty reduction through increased trade. Lesotho is already an open economy and a member of a number

7.11

Key Messages, Conclusions and Recommendations

One of the key features of a mature democracy is the level of engagement and participation of youth in politics. Major shifts in political landscapes could be

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instigated by youth. Civic engagement is also important in that it provides youth and the wider society with opportunities to gain work experience, acquire new skills through voluntary work programmes, and to learn responsibility and accountability while contributing to the good of their communities. Disengaged youth are a time bomb. They are likely to engage in negative behaviours including substance abuse, delinquency, risky sexual behaviour and dropping out of school. Whereas young people with a clear sense of identity, a positive sense of self-worth, and opportunities to achieve, are likely to be successful.

7.11.1

Key Messages

- Youth political participation is relatively better than most countries given a moderate YDI score of 0.58 in relation to political engagement, but high ranking (14) in the Commonwealth. While youth voter turnout is relatively high at around 60 percent, active membership in political parties (36 percent), involvement in local council affairs and legislature interactions are still low.
- Representation of youth in political leadership structures is minimal, female youth are even less visible. There is no youth representation in Cabinet and only 6 percent (1 young person) in Parliament. This is influenced by structural factors, including ageist culture, restrictive public sector laws that lead to exclusion of the educated and experienced in governance, and cultural gender-based practices.
- Youth civic engagement is quite low given the score of 0.336 on YDI. This implies low youth participation in community development and civil society organisations, as well as low associational life and charity work.
- The political landscape has critical Youth Institutions, namely the Ministry for Gender, Youth, Sports and Recreation, National Youth Policy (under review), National Youth Council, the Youth Leagues in political parties, Civil Society Organisations supporting the Youth development Agenda, and a number of Youth Organisations at national and local level.
- The non-functioning of the National Youth Council creates a lacuna in the national political system and limits youth engagement in policy development and government decision-making.
- On average, only close to 60 percent of youth vote

in national elections and declines further in local elections (46.9 percent), but better for rural youth. Rural youth participation in general elections was 64.9 percent compared to 54.4 percent in urban areas. The reasons for low turnout reflect poor education on political participation and civic engagement.

- The consultation mechanisms for youth in policy development and planning are not effective and the government and civil society have not taken enough opportunity of the wave of social media in promoting social and political engagement.
- Information and education programmes on civic and political engagement should transcend party politics and voting to include broader concepts of political participation.

7.11.2

Conclusions and Recommendations

Politics matter for development. The avenues through which youth could participate in politics and promote democratic governance, including challenging discretionary power that undermines the development of the country, are many and varied in their level of radicalism. This section identifies critical factors that could result in the improvement of youth political participation and civic engagement.

Education and Promotion of Civic Engagement

The moral purpose of civic participation should be instilled in early stages of child development through charity work and voluntary community services. The church has a critical role to play as well. For Lesotho to make inroads in youth civic engagement and participation in politics, clear national and local level civic strategies are necessary. This is so that resources can be mobilised to build capacity of youth, educators and the public at large, and to create opportunities and institutionalise such participation. Civic engagement programmes should also provide youth education on human rights, and involvement in planning and budgeting. This will help in understanding the resource endowments and constraints of their locality as well as getting consulted before instituting reforms. Involvement in monitoring and evaluation of programmes is also critical in developing the culture of accountability.

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Gender Equality and Youth Participation in Political Parties

Codes of good practice for political parties should be developed as one barometer for assessing political expediency. This should include good practices for youth and women's engagement, participation and empowerment.

Making the National Youth Council Functional

The National Youth Council is an important political institution to support youth development in Lesotho. The non-functionality delays opportunities for youth engagement at the highest political spheres in Lesotho. The urgency of reviewing the Youth Policy and the legal framework to change the architecture of the council to become an effective institution to give youth a meaningful role in decision-making cannot be overemphasised. The implementation mechanisms for youth policy, including the Youth Development Fund, should be developed/refined.

Creating and Claiming Space in Leadership Structures

Leaders are made, not born. Therefore it is important for youth to be given the skills and the opportunity to lead. Community based leadership programmes should be developed and implemented and a leadership academy should be created (within existing institutions) to train youth and different sections of society, including political leadership. Codes of good practice should embrace the promotion of gender equality and youth representation in higher echelons of political institutions.

Building Youth Social Capital

The cultivation of group spirit is one of the determinants of a healthy functioning of the family, nations and other social institutions. Without social consciousness it would be difficult to achieve interlocking and specialisation of functions, nor can there be social feeling, meaning, emotional states and social sentiments necessary for a stable and well-functioning society. The relevant departments

should therefore promote the formation of youth clubs, associations, cooperatives, networks and professional associations to improve social capital. Again, codes of good practice for social institutions should be developed, and should include the promotion of gender equality and youth participation. Social participation will also engender political engagement.

Increasing Participation of Experienced and Educated Youth in Politics

The world has become more complex and integrated. Therefore, the political elite, as drivers of policy and development, need to be better educated and demonstrate leadership to tackle complex national, regional and global challenges. Some studies do suggest that characteristics of a leader and their education matter in influencing economic growth and development.¹²⁷ The public sector, CBOs and corporations have a wealth of experienced young and educated Basotho that have not been tapped for political advancement. In order to facilitate the participation of the educated and those experienced in the business of government, the GoL should review what other countries are doing to facilitate participation of professionals in the public sector in politics by standing for elections, whilst preserving the depoliticisation of the public service and to facilitate talented and competent youth accelerated movement up the ranks of government.

Participation and Consultation in Policy Formulation, Making Laws and Political Decision

A clear policy and law on public consultation and participation is necessary to ensure that the voice of youth and other sections of society take part in decisions that affect them. Existing structures such as the Parliamentary Portfolio Committees should also be used effectively to create dialogue with youth. Effective youth engagement mechanisms in planning and programming should also be developed at the local level.

The majority of youth are able to use one or more social media platforms, therefore adoption of modern 'e-government' strategies would help the government to get the opinions of the youth quickly and cheaply.

¹²⁷ Timothy Besley LSE and CIFAR Jose G.Montalvo, Do Educated Leaders Matter? - Universitat Pompeu Fabra and IVIE Marta Reynal-Querol Universitat Pompeu Fabra-ICREA, CEPR and CESifo February 5, 2011

YOUTH POLITICAL PARTICIPATION AND CIVIC ENGAGEMENT

Civil Society Support

Civil society organisations should be supported to create enough capacity to promote political participation, by persuading policy-makers to create opportunities for engagement and for the youth to take advantage of those opportunities. Innovations, such as people's parliament, should be encouraged and supported, and should continue with voter and broader political education. However, support to the NGOs should not lead to the CSOs forgoing their independence.

YOUTH AND POLITICAL GOVERNANCE

FORMS OF POLITICAL ENGAGEMENT INCLUDE:

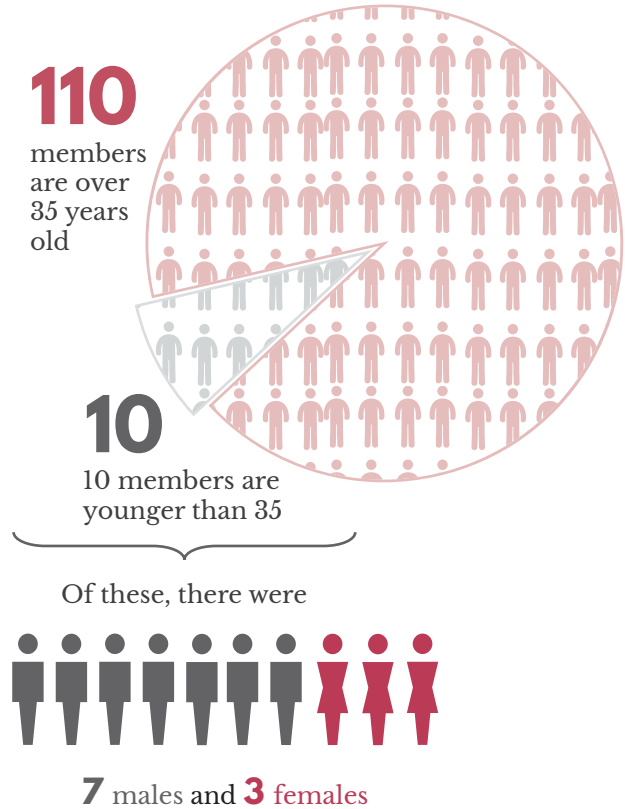
-  Voting
-  Involvement in political campaigns
-  Gathering information on political parties
-  Attending community gatherings
-  Interacting with local authorities and political representatives
-  Lobbying and advocacy
-  Attending policy sessions
-  Participating in civil protests
-  Signing petitions
-  **CSO** Joining civil society organisations

NATIONAL YOUTH COUNCIL (NYC)

Although elections for the NYC were held in 2012, the body remains non-functional as a result of legal battles over representatives of Political Party Youth Leagues and the interpretation of related legal frameworks.

YOUTH ENGAGEMENT AND REPRESENTATION IN PARLIAMENT

YOUTH PARTICIPATION IN THE EIGHTH PARLIAMENT:

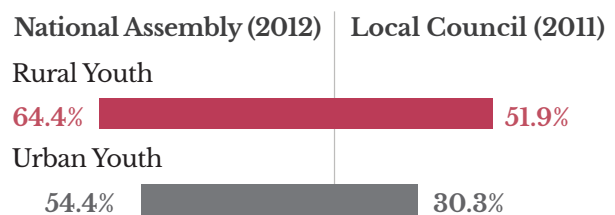


PARTICIPATION IN POLITICAL PARTIES

The highest number of youth participating in political parties is found in the **15 to 17 year** age group at **55%**. The lowest participation is found among **21 to 23 year olds** at **24%**.

VOTING IN ELECTIONS

Rural and urban youth voter turnout in National Assembly and local council elections

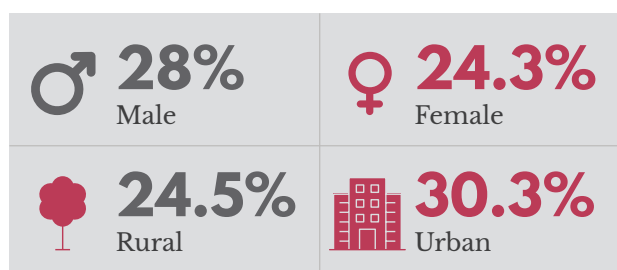


PARTICIPATION IN LOCAL COUNCILS

In order to encourage greater diversity in local governments, Lesotho amended the Local Government Elections Act in 2004 to promote the participation of women by reserving one-third of the seats in local government councils for women.

MEMBERSHIP IN ISSUE-BASED CIVIL SOCIETY ORGANISATIONS

Youth participation in civil society organisations



MEMBERSHIP IN ISSUE-BASED CIVIL SOCIETY ORGANISATIONS

Number of females and males in the Youth League Executive Committees

	MALE	FEMALE
All Basotho Convention	10	2
Basotho National Party	12	4
Lesotho Congress for Democracy	8	3
Democratic Congress	8	5

Despite the absence of any legal prohibitions, there are still gender inequalities in youth participation.

CONCLUSIONS AND RECOMMENDATIONS



- 1** Improve education and promote civic engagement
- 2** Encourage gender equality and youth participation in political parties
- 3** Make the National Youth Council more functional
- 4** Create and claim space in leadership structures
- 5** Build the social capital of youth
- 6** Increase the participation of educated and experienced youth in politics
- 7** Participation and Consultation in Policy Formulation, Making Laws and Political Decision
- 8** Enhance civil society support

Youth, Culture and Gender

“

Bocha ke palesa
– youth is like a
blossoming
flower.”

- a Sesotho adage



Summary

Engendering youth development through changing the culture of male dominance

Patriarchy and customary law promotes notions of male superiority and this is reflected in the subordination of women in decision-making at family level. It extends to economic and political spheres, despite legal reforms upholding gender equality. Gender based violence is high, more so among women who are disabled, living in poverty and the LGBT community. There are also signs of cultural disintegration and the dishonouring of intergenerational contracts. This is exemplified by increasing incidences of seizure of property by family members where there are double orphans or the surviving spouse is a female, elderly women are being raped by young men instead of being protected by them and there is an increase in casual intergenerational sex.

Policy recommendations

- Creating awareness, promoting education about and research into harmful cultural gender practices: facilitating the enactment of laws that promote gender equality and elimination of those laws that are discriminatory and subordinate women.
- Combating gender-based violence and developing legislation against domestic violence.
- Promotion of mentorship programmes, voluntarism and cultural exchange.
- Developing the effective use of cultural resources, media and art to promote cohesiveness, beneficial cultural practices and the empowerment of marginalized groups within youth.
- Eliminating stigma associated with disability and marginalisation of disabled people in development.

YOUTH, CULTURE AND GENDER

8.0

Young people in Lesotho grow up within a particular cultural context that not only defines gender relations, but also shapes the nature of their human development outcomes in a gendered manner. When the constraints of traditional gender roles impede a person's human development prospects, it creates a loss to both the individual concerned as well as to their community and country. Since 2010, the United Nations has used the Gender Inequality Index (GII) to measure the loss of achievement in a country due to gender inequality.

This chapter delves into the findings of the Gender Inequality Index (GII) in Lesotho. It explores aspects of culture that encourage or frustrate young men and young women. It also examines how traditional gender roles in Lesotho influence youth participation in development and empowerment initiatives.

Gender equality is achieved when men and women enjoy the same rights and opportunities across all sectors of society. These opportunities include education, economic participation, control over one's body and decision-making. Gender equality also refers to the equal valuation of women and men. In 2011, the world average GII score was 0.492. The country with the least gender inequality in 2012, according to the GII, was the Netherlands with a score of 0.045. The country with the highest gender inequality score in 2012 was Yemen with a GII of 0.747. As of 2013, Lesotho had a GII value of 0.557. This placed it at position 125 out of 148 countries on the 2012 index.

The youth GII in Lesotho at 0.36 is low when compared to the GII of the population as a whole. This is partially due to the fact that young women have enjoyed more gains in secondary education attainment at 27.8 percent as compared to young men at 17.4 percent. Nevertheless, young women lag behind young men in labour force participation and representation in parliament.¹²⁸

BOX 13: HUMAN DEVELOPMENT INDICES, YOUTH AND GENDER

YOUTH DEVELOPMENT INDEX:

There is yet no specific index for determining gender inequalities in calculating the YDI

GENDER-RELATED DEVELOPMENT INDEX:

GDI shows that there are significant gender disparities in education, in favour of females. Life expectancy for males and females is low and more or less the same at about 49 years

GENDER INEQUALITY INDEX:

The GII score reflects poor outcomes in relation to maternal and female adolescent health. However, Lesotho performs quite well on the GII in political participation when it is gauged by women representation in parliament

In Lesotho, gender inequality is particularly pronounced in the health domain, where there are very poor outcomes for women.

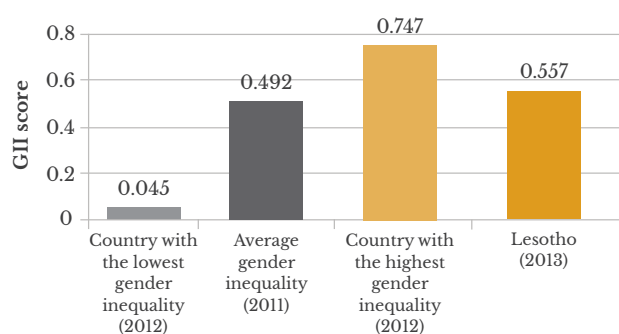
As reflected in the previous chapters, education developments favour females more than males. Lesotho also fares relatively better in terms of women political participation. However, youth female political participation is still very low. Very few young women (2.5 percent) as compared to young men (5.8 percent) are participating in political processes. The national election held in 2015 saw only 30 female members in the National Assembly out of 120 members. Nine were elected directly through constituencies while 21 came in through proportional representation seats. Of these 30 female members, just one is below the age of 35. The representation of women in parliament still falls short of the minimum 30 percent requirement in the SADC region. These results point to the need to encourage young women's participation in political and decisionmaking areas. With greater strides made in attaining secondary education, it is the cultural and social mores that prevent greater female participation. The GoL is perceived as a male bastion of power and it is this perception, long after legal constraints have been lifted, that persist in limiting female participation in politics.

¹²⁸ See Technical Note in Annexure

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GRAPHIC: GENDER INEQUALITY INDEX (GII)

In the 2012 GII, Lesotho was placed
125 out of **148** countries for
GENDER INEQUALITY



8.1

Culture and Gender Relations in Lesotho

This section explores the interwoven nature of culture, youth and gender relations in Lesotho. It looks at how patriarchy shapes the social construction of identities of young people, and how these affect the way young men and women participate in development.

Basotho is a patriarchal and ageist society. According to Basotho culture, female roles have been traditionally viewed as that of homemakers, performing reproductive functions and general household and community maintenance. This social construct has not only influenced traditional practices and norms, but has also influenced legislation and policies, which have maintained female subordination.¹²⁹ According to the SADC Gender Protocol (2012), this subordination emanates from the patriarchal nature of the society in which cultural norms and practices have been institutionalised for the benefit of men. The manifestation of these patriarchal tendencies is reflected in: the feminisation of poverty and HIV and AIDS with higher percentages of both found in women; the under-representation of women in leadership positions; and women's limited access to gainful

employment or support in launching businesses despite their high educational attainment.

Although Lesotho is a signatory to almost all international and regional conventions and protocols on gender equality, traditional cultural norms discourage women from taking advantage of the opportunities.¹³⁰

8.2

Culture, Reproductive Roles and Health Rights

Basotho sexual and gender identity is moulded around heterosexual relationships and orientation. For example, issues of reproduction are at the core of societal expectations that have differential bearing on young women and young men. Traditional gender roles may predispose young women to unprotected sex resulting in HIV and unplanned pregnancies.¹³¹ Poverty and a lack of autonomous decisionmaking in matters related to sexuality contribute to unwanted pregnancies. A higher level of female empowerment and education of women in their own sexual health would reduce unplanned pregnancy. Similarly, males need to be educated to protect themselves and their sexual partners from unwanted pregnancy and sexually transmitted infections (STIs). One of the cultural norms in Lesotho is the institution of marriage before the age of 25. Marriage is regarded as a very important stage in a Mosotho's life. The cultural expectation of marriage before the age of 25 can put pressure on young people to marry earlier than they might otherwise. Couples who marry young are less likely to have completed their education or established themselves in careers that produce incomes necessary to raise a family. Married couples, regardless of their age, are culturally expected to produce children.

The cultural expectation of early marriage followed soon after by childbearing has a direct bearing on young women's ability to participate in public life. Young women who are busy raising children while simultaneously working to support their families are less likely to have time to participate in public discourse and political affairs.

¹²⁹ Mataga 2008, Leduka et al., 2008 ¹³⁰ The Protocol, 2012: 67 ¹³¹ Leduka et al., 2008

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At an even more fundamental level, childbirth and pregnancy are high-risk activities for women of any age in Lesotho. Lesotho has one of the highest maternal mortality rates in the world. Young mothers are at the highest risk of death related to childbirth. According to the 2014 Demographic and Health Survey, the maternal mortality rate among young women aged 15-34 ranged from 0.57 to 1.7 (expressed per 1,000 women).

Cultural norms concerning age of marriage and marriage rights have an impact on young people's assumptions about the importance of formal schooling, and in particular, on completion of schooling. Although in Lesotho the legal minimum age for marriage is 18 years, it is common and culturally acceptable for young women to marry younger. The prevalence of women who marry before they reach the age of 18 contributes to a high dependency rate of young women on spouses and family. It also contributes to a high vulnerability to poverty as a result of lack of access to employment opportunities. Table 36 shows that 24.8 percent of young males and 48.5 percent of young females are married.

Adding to the burden of young women who marry before the age of 18, their rights to their husband's property, in the event of his death, are often denied. This denial of a young widow's rights is not based in Lesotho law, which in fact protects young widows, but is firmly rooted in Basotho culture and tradition. The Legal Capacity of Married Persons Act of 2006 removed the minority status of married women and the limitation of marital power, particularly in relation to property; this includes issues around inheritance, landownership and access to credit. However the cultural practice is still ongoing. For example, the

highest percentage of widows whose husbands' property is denied to them is found between the ages of 20-29. In contrast, only 17.6 percent of widows aged 40-49 are denied their husbands' property after their husbands' deaths.¹³² This clearly indicates that the young married women are vulnerable to this human rights' violation. Dispossession varies according to economic status. Wealthy widows who enjoy higher social status are less likely to be dispossessed of their husbands' property as compared to poor widows. Because poor women's dependency rate is high and their status is low, they are more vulnerable to dispossession after being widowed.

Achieving a level of education and employment that produces a viable income before having children would protect young mothers from the severe hardships of parenting in poverty. It would therefore be advisable for young women to complete their education so that they can better support themselves and their families before they marry and start families.

The daily burden of domestic roles as prescribed by social expectations falls heavily on young women. In over 60 percent of households that use firewood for cooking, women are entirely responsible for collecting the firewood.¹³³ The provision of water and collection of firewood are not just physically demanding and time consuming, they also carry serious risk of violence.¹³⁴ In rural areas where water and wood sources are far away from homes, these tasks predispose young women to sexual assaults, including abductions and rape. Public outreach and youth development projects and programmes are needed to create a more equitable distribution of domestic chores and to create safer practices for women.

Table 36: Marital Status of Lesotho Youth (age 15-34) by Sex, 2014

MARITAL STATUS	MALE (percent)	FEMALE (percent)	TOTAL
Never married	71.1%	43.1	3496
Married	24.8	48.5	2828
Living together	0.6	1.0	60
Separated	0.5	1.1	64
Divorced	2.5	3.6	222
Widowed	0.5	2.8	142

Source: Calculated from Lesotho Demographic Survey, 2014

¹³² HDS, 2009 ¹³³ LYES, 2012 ¹³⁴ LYES, 2012 citing Moser, 1993 ¹³⁵ YDR, 2012 ¹³⁶ For example see the chapter on education

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The preponderance of women in poverty plays a large role in their lower participation and involvement in development. Females have limited access to development initiatives that address not only their economic needs but also their needs in a wider context. For example, female youth participation is very low in recreation and sports. Almost two-thirds of female youth do not participate in sports.¹³⁵ This is in part attributed to patriarchal attitudes of male policy-makers who concentrate on 'keeping boys off the streets', while young women are expected to be at home performing domestic chores. The lack of programming for young women has the effect of keeping them in the domestic sphere, rather than engaging them in the wider world.

Traditional gender roles also guide career choices. For those young women who reach tertiary education, the majority pursue the 'soft disciplines'¹³⁶ of education and nursing which do not offer the same salaries as the male-dominated 'hard' disciplines, such as engineering.¹³⁷ If women are to share equally the benefits that come with the increased infrastructural development in the country, more work needs to be done to challenge culturally-based gender norms.

Although young women are clearly constrained by traditional gender roles in Lesotho, young men also face challenges in these areas. For example, there are some cultural aspects such as initiation schools that affect young men's education completion. The adolescent male ritual of initiation is part of the traditional culture. For some time, the practice was in decline, but it is now increasingly popular.¹³⁸ While the precise activities that take place at initiation schools are highly secretive and taboo to discuss, young men may attend these schools for months at a time. A high proportion of young men drop out of school to go to initiation schools. As reflected in the 2012 Lesotho Youth Empowerment Survey, the highest proportions of young men dropping out of school to go to initiation schools are in the 18-20 age bracket at 6.6 percent, and in the 27-29 age bracket at 6.4 percent. In Sesotho culture, initiation practice is regarded as a rite of passage to adulthood and is commonly practiced in the rural areas. In most cases, when the young men come back from this institution, they do not complete their schooling, but instead marry. This then sets up a cycle of underemployment and poverty. Marriage requires them to seek employment in order to support their families. Without an educational credential, these

young men are unlikely to obtain well-paying jobs now or in the future.

8.3

Male Child – the Preferred Sex

While preference for male children is not articulated in mainstream discourse in Lesotho, there are certain practices in the customary law that indicates this preference. In a patriarchal society, the family lineage is carried forward and recognised through the male child. Because of this, couples often prefer to have more male children. Under customary law, girls can also be denied inheritance rights. Additionally, according to Section 10 of the Chieftainship Act of 1968, succession in chieftainship is exclusively afforded to male children. In this way, inequality between girls and boys has been institutionalised. It is notable, however, that a few young women are beginning to legally challenge the practice of male preference.¹³⁹

Male child preference leads to unfair treatment of young females. The female child who is born when a boy is preferred is at high risk of becoming a victim of neglect or even abuse. A daughter born to a mother who has not produced a son may witness her mother being abused for her 'non-delivery' of a male child. The preference for a male child is also reflected in laws and policies that institutionalise the minority status of girls and women. This can be witnessed in the Constitution of Lesotho, which does not fully protect women from discrimination. Instead, the Constitution has clauses that allow the practice of personal and customary laws with a strong gender bias.

The rights of women, and men for that matter, are not protected by law in the domestic sphere. Whereas many countries have laws prohibiting domestic violence including battery and rape, even within marriage, Lesotho has no such laws. There is no legislation that criminalizes domestic violence in Lesotho. The effect of the absence of such legal protections on girls and young women has not been critically analysed. It is important to recognise that males, and not just females, can be victims of domestic abuse, intimate partner abuse

¹³⁷ See the 'Gender Audit of the ' Lesotho Draft Energy policy', 2012 ¹³⁸ T.A. Matobo, M. Makatsa, and E.E. Obioha, 2009 ¹³⁹ The recent case is that of Senate Masupha who challenged the succession of Mamathe chieftainship at the constitutional Court. She has since lost the case.

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and sexual assault in and out of the home. Laws that criminalize domestic abuse protect both men and women.

While protection of cultural values is critical for human youth development, it is also important to distinguish between productive cultural heritage and negative and harmful cultural ideas and practices. In denying women their full personhood and capabilities, these gender biases are holding back the development of the entire nation.

These practices directly or indirectly suggest that leadership is a space for men only. Culture has been used to maintain this discrimination despite the equality espoused by the Bill of Rights in the Constitution of Lesotho. The risk and vulnerability of any nation increases when cultural attitudes cause some individuals to be pushed to the margins of development for reasons of their sexuality or gender.¹⁴⁰

8.4

Culture and Gender Norms

Internalising gender norms at an early age has a lasting influence on the way young women and young men position themselves in their societies.¹⁴¹ Because women are regarded as repositories of culture, young women are expected to adhere to cultural norms more than young men. Basotho society, like most traditional societies, places more control on girls' behaviour than it does on boys'. For example, communities impose rigid standards on young women's dress, mobility, sexuality and reproductive expectations. Young women's behaviour becomes the 'focus of the tussle between the various forces that seek to determine a community's understanding of its identity and path towards development'.¹⁴² In contrast, young men's behaviour is largely exempt from such controls. This is reflected in young men's liberty to walk around freely at night while girls' mobility is restricted not only in terms of when, but also where it is appropriate or safe for them to walk.

The greater freedoms enjoyed by their male peers often have the effect of further constraining young women to the domestic sphere. Alcohol and drug abuse by young

men increases the likelihood of violence against women in public places. This has the effect of endangering young women, leading their family members to further curtail their activities and their sphere of movement.

It is quite normal for men in cities to harass women through catcalling and displaying other aggressive behaviour. Taxi drivers are particularly frequent in their uninvited and threatening pursuit of women. Moreover, it is culturally accepted that a young woman who dresses in any way that may be perceived as 'immodest' is in fact asking for trouble from men. A change of attitude regarding acceptable behaviour for both men and women is necessary if young women are to participate fully in their own personal development, as well as in the development of their communities and country.

While young men enjoy much greater freedoms than young women, these greater freedoms are not always in their best interests. Unemployment, combined with freedom of movement and lack of curfew, can lead young men to make choices that are detrimental to their growth. Young men often get involved in gang activity, drugs, alcohol, crime, and other self-destructive, antisocial behaviours.

In Basotho society, the cultural role of what it means to be a man is dependent on the woman being inferior. Therefore, deconstructing masculinity is critical in ameliorating gender relations and unleashing the energy of youth for development. Sensitisation on the negative impact of gender stereotypes is needed and the need for men and women to share domestic chores and career prospects can enable men to appreciate the roles played by women, as well as respecting them as equals in development.

8.5

Lesbian, Gay, Bisexual and Transgender (LGBT) Youth

People who are lesbian, gay, bisexual or transgender (LGBT) are members of every community. They are diverse individuals of all age and socioeconomic status. The perspectives and needs of LGBT people should

¹⁴⁰ Kemohan, 2010 ¹⁴¹ Longowe, 2000 ¹⁴² UNESCO, 1995, 29

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always be considered in public policy to eliminate disparities. Members of the LGBT community are at increased risk from a number of health threats compared to their heterosexual peers. Differences in sexual behavior account for some of these disparities, but others are associated with social and structural inequities, such as the stigma and discrimination that LGBT populations experience.



GRAPHIC: MEMBERS OF THE LGBT COMMUNITY ARE AT INCREASED RISK OF:



The way parents respond to their LGBT teen can have a tremendous impact on their adolescent's mental and physical health. Supportive reactions can help youth cope with the challenges of being an LGBT teen. However, some parents react negatively to learning that they may have an LGBT child. In some cases, parents no longer allow their teens to remain in the home, or stress and conflict at home can cause some youth to run away. LGBT youth are therefore at greater risk for homelessness than their heterosexual peers.¹⁴³ Parents need to provide a supportive environment where they can talk openly with their teen about any problems or concerns. This will enable them to be more watchful of behaviors that might indicate their child is a victim of bullying or violence or that their child might be victimising others.

LGBT individuals are more likely to experience violence compared to other groups. This is as a result of the negative attitudes toward LGBT people. Violence can include bullying, teasing, harassment and physical

assault. LGBT youth therefore are more likely to experience suicidal thoughts and behaviors, and/or to abuse alcohol and illicit substances. For youth to thrive in their schools and communities, they need to feel socially, emotionally, and physically safe and supported. Schools can implement clear policies, procedures, and activities designed to promote a healthy environment for all youth.

8.6

Gender Identities and Gender-based Violence

In most developing countries, cultural practices, traditions, customs and social norms hold the keys to understanding the roots of social exclusion and gender discrimination in particular.¹⁴⁴

One important aspect of culture is education, both formal and informal. The values and ideas imparted to children shape the way they interact with the world and position them within development. The traditional gender roles that denote women and girls as care providers can undermine their rights, limit their opportunities, capabilities and choices, and ultimately impede their empowerment.¹⁴⁵ It is therefore important to understand how young people interact in their social realm in order to challenge the social stereotypes of delinquency, rebellion and vulnerability.

Cultural attitudes toward gender roles influence young people's behaviour.¹⁴⁶ Because of this, aggressive behaviours that victimise one gender at the hands of the other, need to be addressed at the level of culture, rather than just at the legal level. It is important to identify cultural beliefs that support gender inequality and tolerate or even encourage violence against women.

As noted by many scholars, violence against women has the effect of reinforcing women's subordinate status. It does not take place in a vacuum or in isolation but within the context of unequal power relations.¹⁴⁷ As earlier indicated these gender relations are constructed by a web of sociocultural and economic forces that determine the distribution of power at the household and community level.

¹⁴³ Centre for Disease Control (CDC), 2014 ¹⁴⁴ OECD, 2005 ¹⁴⁵ Chopra et al., 2013 ¹⁴⁶ Sen, A., 2000 www.worldbank.org ¹⁴⁷ www.actionaid.org.uk

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For example, in a patriarchal society like Lesotho an individual's sexuality is influenced by rules imposed by society as defined by their gender, age and locality.¹⁴⁸ It is within this context that the dominant ideology of masculinity puts expectations on young men to be independent, dominant, invulnerable and aggressive providers. This perhaps explains why more young men (77.9 percent) reported having had sex as compared to young women (70 percent). The hegemonic ideology of femininity expects women to be obedient, subordinate, dependent, and passive in sexual relations. These two hegemonic forces intersect to define the parameters of the behaviour of women, girls, boys and men regarding different aspects of their lives. As these ideologies are based on social constructions, they are culture and timebound and can change over time.

While all women are vulnerable to sexual violence, young women are victims of rape and sexual assault more often than any other age group. The frequency and to some degree, societal acceptance of violence against women, reflects societal belief systems and norms that are deeply entrenched in Basotho society.

GRAPHIC: KEY DRIVERS OF GBV



LEVEL OF EDUCATION





EXPERIENCE OF CHILDHOOD ABUSE



ALCOHOL AND DRUG USE

GRAPHIC: VIOLENCE AGAINST WOMEN

Violence against women (VAW) is common. It predominantly occurs as intimate partner violence (IPV).

		
VAW	86% of women surveyed had experienced VAW	40% of men surveyed had perpetrated VAW
IPV	62% of women had experienced IPV	37% of men perpetrated IPV



WOMEN

are more likely to experience GBV if they are very poor and highly dependent on men



MEN

are more likely to perpetrate GBV if they experienced abuse in childhood

¹⁴⁸ Letuka et al., 2008, p. 10-11 ¹⁴⁹ The Gender Based Violence Indicators Study, Lesotho, Gender links, 2014

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A recent study on gender-based violence notes, 'Eighty-six per cent of women experienced some form of violence against women (VAW) at least once in their lifetime, including partner and non-partner violence. Forty per cent of men perpetrated VAW at least once in their lifetime. VAW is predominantly perpetrated within intimate relationships. Sixty-two per cent of women experienced, while 37 percent of men perpetrated, intimate partner violence (IPV).¹⁴⁹

The findings further confirm that violence in intimate relationships is widespread in Lesotho. This has prompted the former Minister of Gender, Youth, Sports and Recreation to observe that gender-based violence (GBV) should be treated as a national crisis and requires strategies that address factors that run deep within the country's socialisation patterns. The key drivers of GBV in the country reveal that level of education, experience of childhood abuse, alcohol and drug use and other societal factors played a major role in GBV. Women who are highly dependent on men, and also very poor, are at high risk for GBV. For instance, 65 percent of the women who did not complete high school experienced IPV in their lifetime.

Men are more likely to perpetrate IPV if they themselves experienced abuse in childhood. In fact, 39 percent of men who had been physically abused as children reported perpetrating IPV, compared to 26 percent of men who had not experienced physical abuse committing IPV. This strongly suggests that childhood abuse produces dysfunctional behaviour within adult intimate relationships. The survey also found that men aged 30-44 represented the highest proportion of IPV perpetration, while men over the age of 45 represented the lowest perpetration of IPV. This corresponds to nearly seven out of ten (65 percent) women aged 30-44 years experiencing IPV. Amongst young men and women, these percentages are slightly lower at 32.9 percent and 56 percent respectively. These statistics are evidence of the high rates of GBV in Lesotho even amongst the youth.

Alcohol use and IPV are strongly associated. Sixteen percent of the surveyed men perpetrated IPV while under the influence of alcohol, whereas 9 percent of those surveyed were non-drinkers. The high number of males who drink alcohol as reflected in the 2012 YHDS (30.4 percent of males compared to only 7.2 percent of females) is a reflection of the vulnerability of young men to risky behaviour.

The employment status of a woman or man did not appear to manifest itself significantly in this analysis. This is surprising because during periods of high unemployment rates, young men feel a loss of control as providers. Such crisis situations exacerbate existing patterns of discrimination and domination based on gender. In these stressful situations, violence against women tends to take on new dimensions and distinctive patterns.¹⁵⁰ Societal and relationship attitudes do show a strong correlation to GBV as shown in the Table 37.

Table 37 also shows that male dominance is firmly entrenched in the Basotho culture, with very few women questioning the supremacy of males or their male partner. These unequal relations perpetuate issues like domestic violence and also prevent accurate reporting of such cases. Violence is regarded as normal in a patriarchal society, which prevents women from disclosing information related to their case. Of the women surveyed, most did not disclose the cause of their injuries while seeking medical attention as they were scared of their partners. Many others felt that that it was a private matter, while others were ashamed.

The survey also found that victims did not generally report violence to police, or seek medical attention or legal recourse. This was possibly on account of their tacit acceptance of social mores or fear of reprisal by family and partners. It is noted that only 4 percent of those physically abused had sought medical attention while 6 percent had reported abuse to the police. It was also seen that a lower percentage of women (41 percent) compared to men (64 percent) were aware of laws that protect women. The cases of sexual offences reported to the police did however increase from 1,234 in 2010 to 1,572 in 2012/13, which may indicate greater awareness of the need to report. It does not necessarily indicate an increase in the number of sexual offences perpetrated. GBV can severely affect the mental and physical health of victims. A significant number (48 percent) reported suffering from acute depression. A high number of rape victims (23 percent) were diagnosed with sexually transmitted diseases, while nearly 31 percent tested HIV positive.

¹⁵⁰ Bunwaree, 2009

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Table 37: Attitudes about Gender and Marriage, 2009

Source: Adapted from the GBV Indicators study for Lesotho, 2014

PERSONAL GENDER ATTITUDES	WOMEN STRONGLY AGREE	MEN STRONGLY AGREE
I think a woman should obey her husband	97	96
I think a man should have the final say in all family matters	73	67
I think a woman needs her husband's permission to do paid work.	81	83
I think that there is nothing a woman can do if her husband wants to have girlfriends	15	18
I think that if a man has paid lobola for his wife, he owns her	42	45
I think that a woman cannot refuse to have sex with her husband	55	58
I think that in any rape case one would have to question whether the victim is promiscuous	40	39

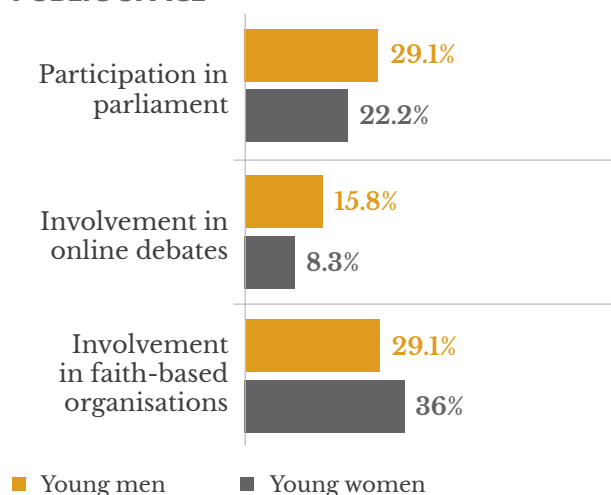
8.7

Gender Stereotypes and the Public Space

Another gendered space is the public space where participation in civil society organisations and political spaces is dominated by young men. For example, according to the 2012 LYES, the proportion of young men who participated in parliament (29.1 percent) is slightly greater than that of young women (22.2 percent). The significance of this realm in advancing the empowerment of youth cannot be overstated. Young men outnumber young women in international civil society movements, however young women (36 percent) outnumber young men (29.1 percent) in faith-based organization (FBO) membership. These differences may be interpreted as the manifestations of different power configurations in such spaces. For example, the FBOs might be doing a better job of encouraging young women to participate than political parties; hence the need to bring change to political spaces.

As reflected in the 2012 survey, Basotho youth participation in political debates on the internet differs according to gender and location. The survey notes a significant difference in participation in internet debates

GRAPHIC: GENDER STEREOTYPES AND THE PUBLIC SPACE



between young men and women, with 15.8 percent of young men reporting participating in these online public debates, compared to only 8.3 percent of young women. This gender difference is a manifestation of gendered constructions of the public space in the digital realm, which marginalises the voices of females. This has helped lead to their underrepresentation in decision-making positions across different sectors in the country.

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8.8

Cultural Disintegration and Youth Human Development

The human development perspective emphasizes the centrality of societal norms in influencing people's choices and their behaviours towards others. These norms are institutionalised within different social sites such as the family, and changes that affect these institutions lead to changes in the social norms as well. For example, culturally families have been a safe space for women and children; however, the HIV pandemic has left many children orphaned in Lesotho. This in turn has produced a new phenomenon of child-headed households characterised by high levels of poverty, with the children often experiencing abuse from relatives. Although children are supposed to be protected by society, these young persons have often witnessed the seizure of their parents' property, some have been forced into harsh working conditions, while others have been victims of human trafficking. The plight of HIV/AIDS orphans highlights the problem of cultural disintegration as a result of changing social structures.

GRAPHIC: LESOTHO HAS SEEN AN INCREASE IN:



Rape of aged females



Intergenerational sex



Property grabbing away from youth and female spouses

While Basotho communities have traditionally relied on their social capital to support and protect vulnerable members, economic factors have restructured social relations. This has different impacts on young men and young women in society. One of the changes that reflects cultural disintegration is the weakening of what Morrow et al. (2011) call the 'intergenerational contract', in which young people care for the elderly,

after having been cared for them when young. Instead, it is common today for unemployed young people to remain dependent on elderly relatives. This is especially the case when young people have lost their parents. In a total obliteration of morality, the rage and frustration of some young men over their poverty and powerlessness, is sometimes expressed by raping an elderly woman.

The forgoing analysis has highlighted that patriarchy not only marginalizes young women but also puts unnecessary pressure on young men. The fact that tradition is still used to justify exclusion of young women and girls in matters such as in inheritance and succession suggests that there is a need for an alternative approach to the current feminist debates. In the same manner, there is continued marginalisation of young men with regards to economic rights, as land inheritance benefits the first male child only.

Patriarchy has been used as a framework to justify discrimination based on gender and age. And if culture is to play its dynamic role, young people should be encouraged to redirect the culture toward social justice. As the Lesotho Gender and Development policy (2003) argues, the time has come to abolish cultural practices that are perpetuating gender disparities. Instead, Lesotho must create an environment whereby young women and young men can be equal partners.

The proposed approach therefore calls for a reflective and questioning approach to culture, in practice and in theory. Cultural openness or what White (2008) calls cultural liberty allows people to choose their own identity, without losing the respect of others or being excluded from other choices.¹⁵¹ The analysis has shown that while young people are often excluded from determining their identity, young women experience a more severe form of exclusion on the basis of their gender and age. They are often subjected to exclusion and societal devaluation which affects their self-determination, including control over their bodies, their capacity to enjoy their rights and to access power, as well as their freedom to participate and organise.¹⁵² This exclusion is maintained on the basis of the minority status given to females, and it encompasses discrimination of young women from opportunities such as employment (participation exclusion), to recognition of a lifestyle they choose to have (living mode exclusion).¹⁵³

¹⁵¹ OECD, 2005, p4

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8.9

Youth, Gender, Disability and Culture

Women living with disability are said to be doubly marginalised and they face more severe discrimination. They suffer gender-based violence in silence or stay in unstable relationships due to fear of leaving their partners because of cultural, financial and physical dependence. Culture dictates that women living with a disability are less eligible for marriage, are less competent parents and are asexual. As a result, these women could have their reproductive rights violated through forced abortions or sterilisation for 'their own good'.¹⁵⁴

GRAPHIC: DISABLED PEOPLE ARE PARTICULARLY VULNERABLE



Disability is often associated with bewitchment. As a result, the disabled are exposed to all sorts of rituals, which could lead to psychological trauma. In most cases, families with disabled children feel shameful and helpless. This can lead to purposeful neglect, whereby the disabled are left without necessities such as mobility aids, medication, and even communication. The risk of experiencing isolation, boredom and lack of stimulation increases. For families living in poverty, caregiving

capacity gets so diminished, that those that are not covered under existing welfare support programmes and/or effective livelihood security programmes have an even higher risk of neglect. Furthermore, there are few schools in the country that have adapted curricula, trained teachers and learning aids. When coupled with limited access to transport, especially in rural areas, it makes access to education even more difficult for children and youth living with disability. In addition, the identification of talents and the development of special skills based on individual assessments is often lacking. There is also a lack of children's hospitals, which reduces the chances of building concentrated skills to deal effectively with both mental and physical disability at a young age, as well as to educate parents in supporting their children to live happy and productive lives to the best of their abilities.

8.10

Key Messages, Conclusions and Recommendations

Culture is by definition a living thing; it is constantly changing. Each generation brings along a new set of changes in the culture of its society. For example, there are clear indicators of changing forms of masculinities in Lesotho. This is reflected in language, music and general discourse. These areas need to be tapped to liberate young men from patriarchal prescriptions of dominance and aggression. The high percentage of young men engaged in antisocial behaviours, such as crime, genderbased violence, drunken driving, suicides, and drug use, is indicative of the need for a new approach in youth development.

8.10.1 Key Messages

- Lesotho is signatory to international instruments that promote gender equality and has the supporting policy and legal frameworks, but these are not always compatible with customary law or some cultural practices.

¹⁵² Alpizar and Wilson, 2005 ¹⁵³ UNDP Report, 2004, p10 ¹⁵⁴ Ortoleva and Lewis

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- Gender inequalities are quite pronounced in relation to education capabilities in favour of females, whereas health outcomes are poor for female youth as reflected by high teenage pregnancy and high youth maternal mortality.
- Patriarchy and customary law promotes male superiority, which extends to economic and political spheres, despite legal reforms upholding gender equality.
- Traditional gender roles also influence career choices; women choose the 'soft disciplines'¹⁵⁵ and nursing which do not offer the same salaries as the male dominated 'hard' disciplines such as engineering.¹⁵⁶
- The cultural assignment of males as head of families or key providers leads to high levels of male drop-out in school in search for work, early marriage, and perpetuates poverty.
- Basotho culture does not discourage early marriage and this leads to early age of sexual debut, teenage pregnancy, and consequently teenage maternal mortality or harmful effects to the young reproductive system.
- Polygamy is still practiced and multiple sex partnerships/'bonyatsi' is on the increase and these are likely to continue to fuel HIV and STIs.
- The reported cases of gender-based violence are increasing and Lesotho does not have domestic violence law.
- Initiation schools are still important institutions in Basotho culture but initiates often do not continue to pursue their formal studies after getting the rights of passage, nor to delay involvement in initiation schools until after completing basic education.
- There are signs of disintegrating social relations through increasing incidences of property grabbing from orphans or surviving female spouse, inter-generational sex, and rape of aged females.
- LGBT individuals are more vulnerable to humiliation, abuse and exclusion in schools and in the communities, and cannot access health services that address their needs.

8.10.2

Conclusions and Recommendations

Awareness, Education And Research

Existing cultural attitudes that marginalise access to power and opportunities for young women, such as in

political participation, must be discouraged through building awareness of gender equality and equity. Manifestations of discriminatory cultural practices in everyday lives of young women and young men should be exposed through different media. In addition, struggles that young people go through in trying to transform their societies must be documented and analysed so that they can inform development and empowerment initiatives.

Elimination of Discriminatory Cultural Practices and Laws

Culture has been used to justifying violation of youth's rights, their freedom of participation, and the expression of their concerns. Therefore, strong social mobilisation and empowerment programmes for young men and women are necessary to deconstruct cultural practices that encourage discrimination, subordination and marginalisation of young people in development. Negative traditional practices, beliefs and laws that are harmful to women and derogatory of their status will also need to be changed or superseded by new laws.

Encouraging Use and Preservation of Cultural Resources

Cultural resources, such as music and art, must be tapped to transmit messages of empowering marginalised groups within youth groups, including youth with disabilities. The vast reservoir of traditional and indigenous knowledge and new cultural expressions (art, music and poetry) should also be tapped for income and employment generation in the face of increasing poverty and unemployment among people in Lesotho. Schools should also integrate creativity into the curriculum.

Promoting Cultural Exchange

Cultural exchange programmes need to be encouraged so that Lesotho youths and those involved in the programmes can learn about each other's cultures, in order to promote cooperation and understanding. Through the promotion of cultural exchange, youth can find out about positive aspects for development from other cultures and think of how to apply them.

¹⁵⁵ For example see the chapter on education ¹⁵⁶ See the 'Gender Audit of the ' Lesotho Draft Energy policy', 2012

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Promoting Civic Engagement and Social Contracts

Volunteering services to the community has been one positive aspects of Lesotho culture. This needs to be further encouraged to strengthen the social intergenerational contact, where young people can have a close interaction with the elderly and learn from them. Involvement in civil society organisations must be expanded to participation in peace-building organisations. Through this, young people can be exposed to the ideals of human rights and peace building. If youth were instilled with the belief of respecting each other's freedoms and rights, this would release their potential to define their own destiny, while simultaneously creating a culture of tolerance and peaceful co-existence.

Mentorship for Youth

There is a need to create a role model pool for both young men and young women from which they can emulate positive attributes, while at the same time allowing identifying drivers of change within young people's groups.

Combating Gender-Based Violence

The widespread persistence of VAW in Lesotho calls for an integrated approach addressing policy, regulatory and legal gaps that allow for GBV to continue. There needs to be sensitisation of politicians, traditional leaders, media, law enforcement agencies, and civil society to raise awareness and prevent GBV. It is extremely important to change entrenched social mores to respect gender equality and human rights. This can be achieved through an integration of customary and civil laws, and through the enactment of a domestic violence bill. Furthermore, greater coordination of all stakeholders through functional protection units at the community, district and national levels is imperative to counteract GBV.

Reducing Legislative Inconsistencies

Although ignorance of the law is no excuse for prosecution, the dual system of laws creates confusion

as some of the legal offences in common law, such as 'chobeliso', are acceptable in customary law. Integration of laws, as mentioned above, as well as education to increase knowledge of these laws (especially regarding gender and cultural rights), is required. To do this, education and information dissemination programmes should be intensified in Sesotho and English. This is likely to reduce criminality and the violation of gender rights.

Prevention of the Marginalisation of the Disabled

In order to positively engage and support marginalised youth, such as young men and women with disabilities, one will need to understand their specific context and the ways in which they construct their cultural identity. The root causes of discrimination should be further researched and addressed. Education and empowerment programmes for children and youth should also be enhanced. These should include all communities, and should facilitate the mainstreaming of disability in all sectors to promote and protect the rights of the disabled, including sexual and reproductive rights and inheritance, while ensuring affected individuals are able to exercise their rights.

Providing Support and Appropriate Services to LGBT Youth

To help promote good health and safety among LGBT youth, there is a need to encourage respect for all students and to prohibit bullying, harassment, and violence against all students. 'Safe spaces', where LGBT youth can receive support from councilors/ administrators and teachers, must be created. Additionally, the health curricula and education materials used must be inclusive and relevant to LGBT youth in both the language used and the subject matter. These materials should cover STIs and pregnancy prevention, and other information that is relevant to LGBT youth. The Ministries of Education and Health should facilitate the training of school staff, community health providers and the wider community to understand individuals' different needs, to use appropriate language, and to understand the importance of creating safe and supportive school and community environments for all, regardless of sexual

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orientation or gender identity. These Ministries should also facilitate access to community-based providers who have experience counseling and providing health services to LGBT youth, including on HIV/STI testing. LGBT youth also experience poor treatment and discrimination in the workplace due to cultural and religious beliefs that vilify the LGBT community. Greater public education and mobilisation for acceptance and integration is therefore necessary.

Reducing Gender Inequality in Rural and Urban Contexts

Old traditions and culture are still respected, especially in rural areas, and are supported by customary law. Therefore, culture-based gender inequalities are likely to be witnessed more in rural areas. This implies that greater focus on education and the promotion of gender equality should be in rural areas. This should include education on family life based around the principles of gender equality. Social intelligence also needs to be heightened so that people can recognise multiple identities and bring about the required changes in the social milieu in the rural and urban contexts.

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In Basotho culture, females are the homemakers – they bear children and care for the household and community.

GENDER INEQUALITY INDEX (GII)

In the 2012 GII, Lesotho was placed

125 out of **148** countries for **GENDER INEQUALITY**



CULTURE, REPRODUCTIVE ROLES AND HEALTH RIGHTS

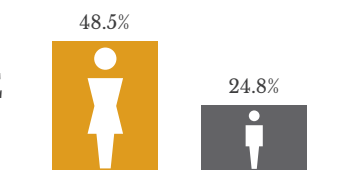
The Constitution has clauses that allow the practice of personal and customary laws with a strong gender bias.

Basotho are expected to marry by the age of **25**. It is culturally acceptable for women to marry **before they turn 18**.

THIS IS WORRYING BECAUSE:

- It contributes to a **High level of dependency** among young women
- Young mothers in Lesotho are particularly at risk for **childbirth-related death**
- Young mothers have **limited time to participate** in public affairs

PERCENTAGE OF MARRIED YOUTH

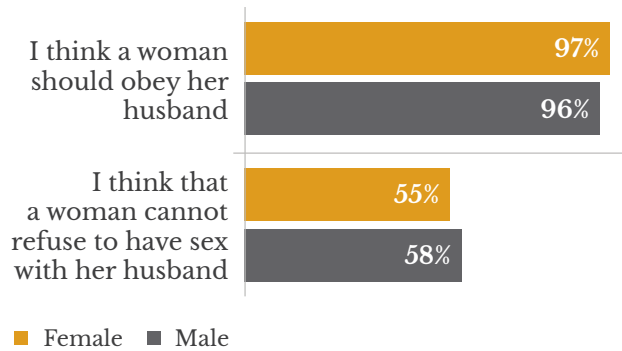


GENDER IDENTITIES AND GENDER-BASED VIOLENCE

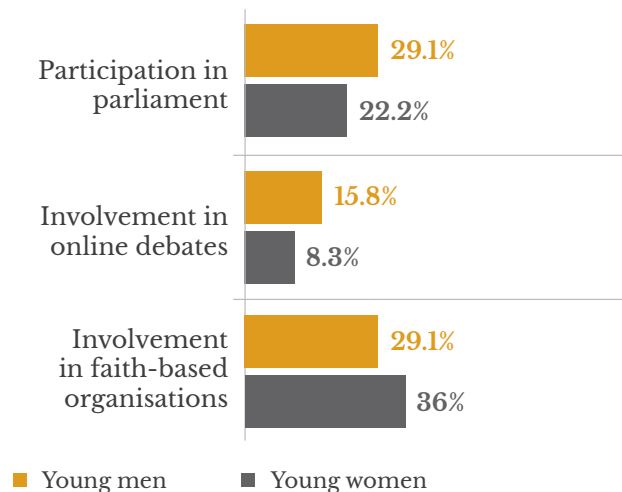
Violence against women (VAW) is common. It predominantly occurs as intimate partner violence (IPV).

	Female	Male
VAW	86% of women surveyed had experienced VAW	40% of men surveyed had perpetrated vaw
IPV	62% of women had experienced IPV	37% of men perpetrated IPV

THE MAJORITY OF MALES AND FEMALES STRONGLY AGREED WITH THESE STATEMENTS:



GENDER STEREOTYPES AND THE PUBLIC SPACE



LESBIAN, GAY, BISEXUAL AND TRANSGENDER (LGBT) YOUTH



MEMBERS OF THE LGBT COMMUNITY ARE AT INCREASED RISK OF:



Various health threats



Violence



Suicidal thoughts



Substance abuse

YOUTH, GENDER, DISABILITY AND CULTURE

DISABLED PEOPLE ARE PARTICULARLY VULNERABLE BECAUSE:

Culturally, disabled people are seen as unfit for marriage and parenting

Disability is often associated with bewitchment

There is little opportunity for schooling

Families feel shameful and helpless



Disabled people are more likely to be culturally, physically or financially dependent on their partner

LESOTHO HAS SEEN AN INCREASE IN:



Rape of aged females



Intergenerational sex



Property grabbing away from youth and female spouses

GENERAL RECOMMENDATIONS



- 1 Enhance awareness, education and research
- 2 Eliminate discriminatory cultural practices and laws
- 3 Encourage use and preservation of cultural resources
- 4 Promote cultural exchange
- 5 Promote civic engagement and social contracts
- 6 Mentor the youth
- 7 Combat Gender-Based Violence
- 8 Reduce legislative inconsistencies
- 9 Prevent marginalisation of the disabled
- 10 Provide support and appropriate services to LGBT youth
- 11 Reduce gender inequality in rural and urban contexts

Youth, Environment and Climate Change

**Meet the needs of the
present generation without
compromising the ability
of future generations
to meet their
own needs**



Summary

Capitalising on the unique bio-heritage and water resources and stimulating a national response through environmentally competent youth

Lesotho suffers high land degradation. This can be attributed to poor agricultural practices and low water conservation plus over-exploitation of bio-resources. There is also declining arable land due to the encroachment of human settlements. There is limited capacity for adaptation to climate change. Despite being an important source of water for Southern Africa and having high potential to generate electricity, the country is moving very slowly to exploit this potential and increase access to water and electricity, though water scarcity is projected in the medium-term (unless the current changes are read as suggesting a different water trajectory). The rate of access to sanitation services is even lower. Moreover, there is poor engagement of youth in environmental planning and education. Consequently, poor environmental management compromises intergenerational equity and land productivity. Limited institutional capacity also impacts negatively on the rate of programme implementation and on the mobilisation of resources from various global financing windows.

Key Policy Recommendations

- Enhance the administrative and technical capacity at national and local level to implement laws, policies and programmes for environmental management and adaptation to climate change. Involve youth to a greater extent in environmental planning, the execution of programmes, and the mobilisation of climate funds.
- Improve knowledge of and access to technology in order to enable greater participation in climate-smart productive activities. With respect to this, youth skills should be developed both horizontally and vertically.
- Create a robust institutional framework for the water and energy sector. This is to promote research, to develop water and clean-energy related enterprises and to plan for the projected water scarcity with the participation of youth.
- Improve access to and participation in the provision of environmental services.

Develop appropriate ecosystems to promote green consumerism and technology transfer. Build the recycling economy.

YOUTH, ENVIRONMENT AND CLIMATE CHANGE

9.0

There is a strong link between the environment and development. In order for any development initiative to have long-lasting impact, it must be sustainable. In other words, the impact of development initiatives must have either a neutral or a positive effect on the environment. The World Commission on Environment and Development framed sustainable development as a matter of intergenerational equity in which nations 'meet the needs of the present generation without compromising the ability of future generations to meet their own needs'.¹⁵⁷ The Millennium Development Goal 7 is to ensure environmental sustainability. As of 2014, Lesotho's progress on this goal has been slow.¹⁵⁸

GRAPHIC: YOUTH ACCESS



Table 38: Human Development and Environment Indicators

Source: HDR, 2014

ENVIRONMENT INDICATORS	VALUE
Carbon dioxide emissions per capita (tonnes)	0.01
Natural resource depletion (percent of GNI)	1.04
Forest area (percent of total land area)	1.46
Fresh water withdrawals (percent of total renewable water resources)	1.45
Population living on degraded land (percent)	63.6
Impact of natural disasters: number of deaths (per year per million people)	1.39
Youth access to electricity (percent)	9
Youth access to clean cooking fuels (percent)	40
Youth access to improved sanitation (percent)	25

¹⁵⁷ WCED, 1987, p. 43 ¹⁵⁸ <http://www.undp.org/ls/millennium/>

YOUTH, ENVIRONMENT AND CLIMATE CHANGE

Table 38 captures the effects of the interrelationships between the population and the environment. As reflected under the national human development balance sheet, the data shows that Lesotho has very low emissions and therefore does not have much influence on climate change. But forest cover is very low and land degradation is quite severe, which will compromise intergenerational equity if not addressed. Capacity for disaster risk management is not high and as a result loss of lives occurs, though not at a high level, when the country is hit by natural disasters.

While youth represent an asset in the struggle to overcome environmental challenges, the development of Lesotho's youth is itself threatened by environmental hazards. In particular, the following hardships adversely impact the health, education and employment prospects of the country's youth:

- 91 percent of Lesotho's youth has limited or no access to electricity
- 75 percent of Lesotho's youth has limited or no access to sanitation
- 60 percent of Lesotho's youth have limited or no access to clean cooking fuels¹⁵⁹

These deprivations are significant contributors to the multidimensional poverty experienced by Lesotho's young people and limit their engagement in the sustainable development process.

The Lesotho Second State of Environment Report (2002) discussed the country's most pressing environmental challenges. These include land degradation (mainly due to overgrazing of livestock), heavy reliance on biomass for energy, soil erosion, desertification, loss of soil fertility, water pollution, air pollution, and climate change.¹⁶⁰ While these problems were comprehensively documented more than a decade ago, many of them persist.

The National Strategic Development Plan for 2012-2017¹⁶¹ outlines key objectives and strategic actions, many of which can involve the youth, to improve the environment. These include:

- 1) Reverse land degradation, desertification and improve watershed management;
- 2) Increase biodiversity conservation and promote sustainable use;

- 3) Strengthen range management institutions and range carrying capacity;
- 4) Improve national resilience to climate change;
- 5) Promote and increase the greening of the economy;
- 6) Improve land use, administration and management;
- 7) Improve the delivery of environmental services;
- 8) Improve environment and climate change governance.

9.1 Youth and Environment

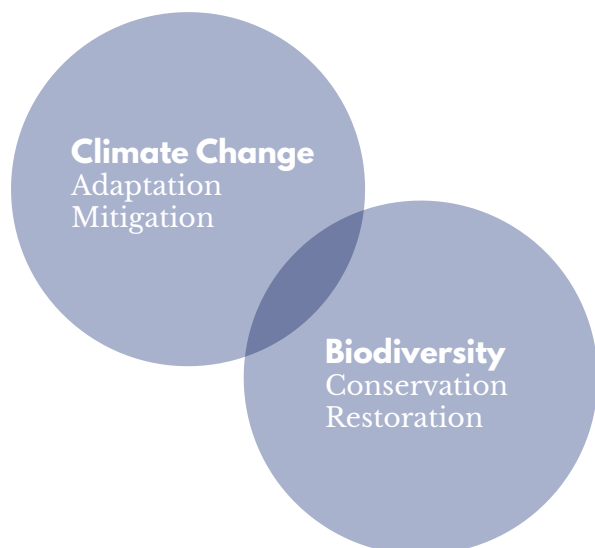
Youth can make a significant contribution towards the achievement of environment and climate change-related goals, provided they receive appropriate education and information. Wide-ranging environmental threats call for a diverse set of skills and knowledge among the young people of Lesotho. In order to empower the youth to transform environmental challenges into solutions, Lesotho will need to ensure that its education system adequately prepares its young people to understand and address environmental issues. This involves the promotion of knowledge development in relevant fields, such as the earth sciences, as well as skill formation such as critical thinking, decision-making, and problem solving. This is essential in improving Lesotho's sustainable development. Education also has a role to play in enabling the country's citizens to exercise their freedom to develop Lesotho's economy while, at the same time, ensuring the responsible use of Lesotho's finite natural resources. This chapter focuses on two environmental areas: 1) biodiversity¹⁶² and 2) climate change.¹⁶³

These two issues of global concern have unique resonance for Lesotho and create a demand for a skilled workforce. In order to establish a green economy and society in Lesotho, young people will require the creativity, ingenuity and knowledge base to adapt the nation's current practices to 'greener' ones. In the case of biodiversity, there is significant economic potential for Lesotho to leverage its two most precious resources, its youth and its stunning natural environment, to become an ecotourism destination.

¹⁵⁹ 69 percent of households with youth are multi-dimensionally poor and the levels of deprivation are intense in 46 percent of youth households; Multidimensional Poverty Index for Youth in Lesotho ¹⁶⁰ Mokuku, Lepono, Mokhothu, Khasipe and Mokuku, 2002 ¹⁶¹ Lesotho Government, 2012 ¹⁶² National Environment Secretariat, 2000 ¹⁶³ Lesotho Meteorological Services, 2000

YOUTH, ENVIRONMENT AND CLIMATE CHANGE

Figure 28: Areas of Environmental Protection with Opportunities for Youth



The Youth and Environment Chapter uses an amalgam of two frameworks to explore the relationship between environmental issues and youth development.

The first is the Pressure, State and Impact Response (PSIR) framework. The PSIR framework analyses environmental issues in terms of (i) the root causes (pressure), (ii) the condition of the environment (state) as a result of the environmental issue in question (impact), (iii) the effect of the pressure on the ecosystem and people, and (iv) the measures that are taken (response) to mitigate or adapt to the environment impact.

The second approach used was a holistic analysis of environmental issues in terms of (i) youth rights, (ii) economic opportunities for youth, and (iii) optimal engagement of youth in democratic decision-making processes in response to environmental issues for the improvement of their livelihoods. Figure 29 illustrates the amalgamation of the two conceptual frameworks.

9.2

Biodiversity Conservation and Prospects for Youth

Lesotho is endowed with rich biodiversity. The country forms most of the globally recognised biodiversity hotspots known as Maloti-Drakensburg. More than 70 percent of the Maloti-Drakensburg Mountains are in Lesotho. This mountain range is important for its diverse high altitude plant and animal species. There are more than 3,094 plant species, of which 30 percent are endemic to Lesotho. These include spiral aloe (*Aloe polyphylla* or 'Kharetsa' in Sesotho) and water lily (*Aponogeton ranunculi florus*).¹⁶⁴

Additionally, the Maloti-Drakensburg Mountains are home to several endemic animal species:

- maloti minnow (*Pseudobarbus quathlambae*)
- endangered maloti lance craig lizard
- ice rat (*Otomys sloggetti*)
- aquatic river frog (*Amieta vertebralis*)
- endangered bearded vulture (*Gyps coprotheres*)

The fascination felt towards these plants and animals, together with scenic mountain landscapes and natural resources such as water, clean air and minerals, create a variety of opportunities for youth development in Lesotho.

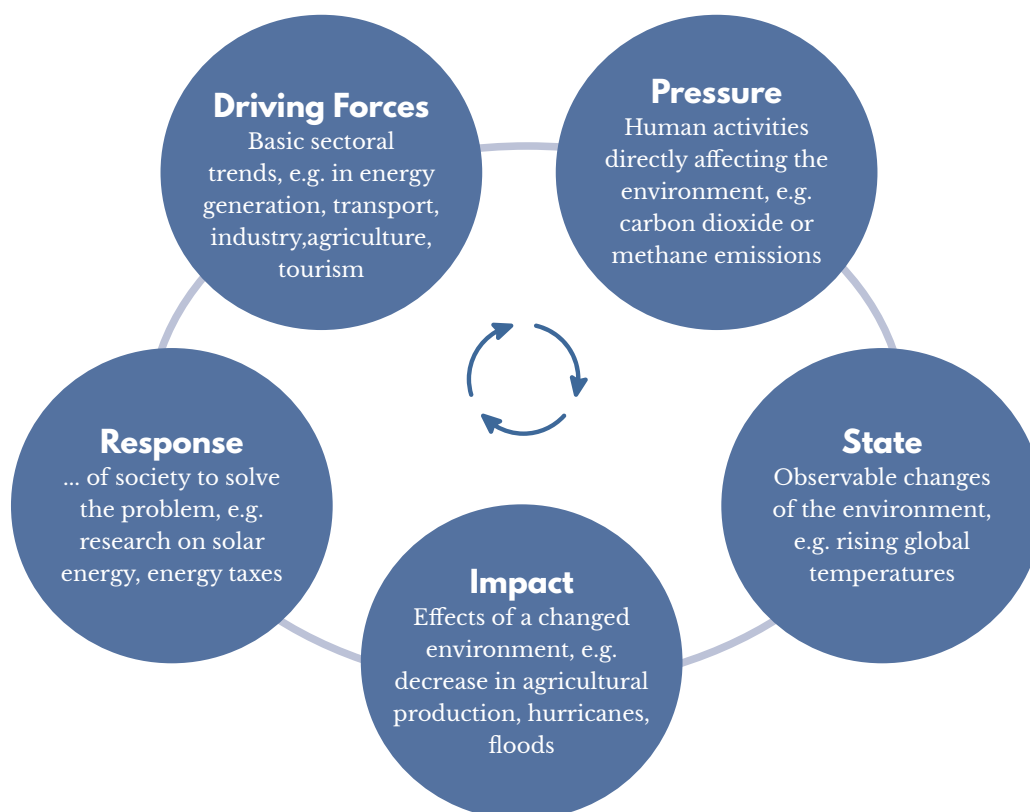
Lesotho is predominantly grassland. While the big game that once roamed Lesotho's grassland have vanished, this major ecosystem contains its own diversity of landscape. The grassland contains small areas of woodland and forest. Shrubland and thickets occupy a large part of the woodland and forest. In addition, wetlands occur within the zones, though to a limited extent, and are host to variety of species.

Clearly, Lesotho's biodiversity deserves protection. Youth can be drivers as well as beneficiaries of environmental protection. The benefits of protecting the environment include, amongst many others, climate change mitigation and pollution absorption through carbon sinks, ecosystem health, a sustainable supply of clean

¹⁶⁴ National Environment Secretariat, 2000

YOUTH, ENVIRONMENT AND CLIMATE CHANGE

Figure 29: Adapted PSIR Framework, 2014



river water, a sustainable supply of medicinal plants and firewood, and a scenic landscape with rich biodiversity that creates ecotourism opportunities. In spite of the compelling reasons to protect Lesotho's environment, the nation's biodiversity faces many persistent threats.

9.2.1 Biodiversity Loss and National Response

A large part of the Lesotho environment has been vastly modified by unsustainable human development activities, which have resulted in heavy loss of biodiversity. While it is worth noting that Lesotho is not in control of global-scale climate change and the associated environmental threats, there are however, a number of activities in the country that degrade biodiversity and contribute to an unsafe environment. These activities particularly harm youth living in rural areas.

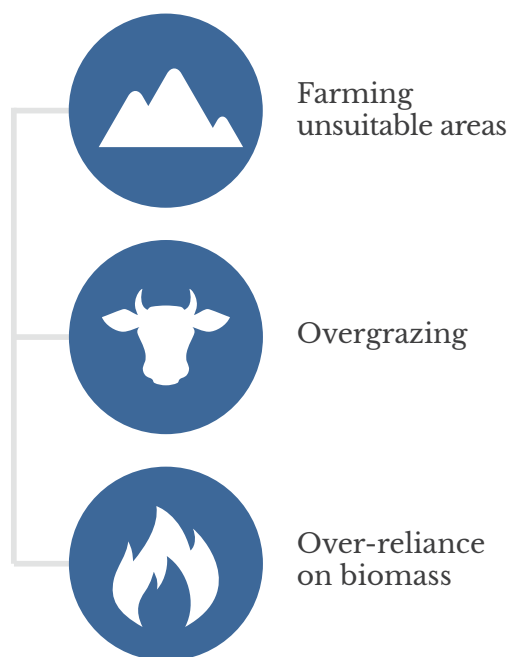
Table 39: Species Diversity in Lesotho

GROUP	TOTAL NUMBER OF SPECIES
Plants	2,961
Mammals	63
Birds	318
Reptiles	40
Amphibians	19
Freshwater fish	14
Invertebrates	1,279

Source: Mokuku, Lepono, Mokhothu, Khasipe and Mokuku, 2002

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GRAPHIC: LOSS OF BIODIVERSITY IS A MAJOR ISSUE, CAUSED BY:



The Lesotho-based causes of biodiversity loss include: poor agricultural practices such as ploughing on marginal and sloping lands; overgrazing of rangelands, with livestock also trampling on habitats; the dependence of many households on biomass for fuel needs; overharvesting of medicinal plants and animals; and unplanned expansion of settlements due to population growth resulting in major loss of biodiversity in the country.¹⁶⁵ Not only does the heavy use of biomass as fuel threaten biodiversity, it also exacerbates soil erosion, pollutes the atmosphere and causes respiratory diseases. In addition, there is a gendered aspect of biomass collection that affects the health, safety and overall development of Lesotho's young women and girls.

The impact on the environment from biomass dependence contributes to the following adverse conditions: decreased food production as a result of loss of arable land; increased purchase of food and food imports; more carbon dioxide in the atmosphere;

limited rainfall due to reduced evapotranspiration; the loss of green and beautiful natural landscapes and the endemic plants and animals, which also leads to a more limited ecotourism potential for the country.

Weak intervention to manage and conserve biodiversity creates a particularly heavy burden on impoverished youth, who are more dependent on it for their livelihoods. These youth also lack the resources to adapt to the environmental degradation or to absorb associated additional costs.¹⁶⁶ In response to the intensifying biodiversity loss, Lesotho entered into a number of multilateral environmental agreements; these include the following:

- 1) Convention on the Protection of Flora and Fauna, signed in London in November, 1933
- 2) Convention on the International Trade in Endangered Species of Wild Fauna and Flora, signed in Washington DC on 3rd March, 1973
- 3) Convention on Biological Diversity (CBD) signed in Rio de Janeiro on 11th June, 1992, ratified on 10th January, 1995
- 4) Cartagena Protocol on Biosafety, acceded on 31 July, 2001
- 5) Lusaka Agreement on Cooperative Enforcement Operation directed at the Illegal Trade in Wild Fauna and Flora, 1996¹⁶⁷
- 6) Ramsar Convention also known as Convention on Wetlands of International Importance. This is aimed to provide an impetus to the conservation and sustainable utilization of wetlands. Lesotho entered the agreement on the 1st November, 2004.

Following the 1992 United Nations Conference on Environment and Development (UNCED), which resulted in Agenda 21, the country has developed a legal framework for effective response to the unsustainable development trends. This is reflected in environmental related clauses in documents such as the Lesotho Constitution 1993,¹⁶⁸ National Environmental Policy 1996,¹⁶⁹ National Vision 2020,¹⁷⁰ Environmental Education Strategy: A Strategic Plan for Education for Sustainable Development in Lesotho 2009¹⁷¹ and the Curriculum and Assessment Policy 2009.¹⁷²

The Constitution, for instance, states that Lesotho shall adopt policies designed to protect and enhance the natural and cultural environment of Lesotho for the benefit of both present and future generations, and shall endeavour to assure to all citizens a sound and safe

¹⁶⁵ First Country Report to the COP-Convention on Biodiversity ¹⁶⁶ Human Development Report, 2010 ¹⁶⁷ Mokuku, Lepono, Mokhothu, Khasipe and Mokuku, 2002 ¹⁶⁸ Lesotho Government, 1993 ¹⁶⁹ Lesotho Government, 1996 ¹⁷⁰ Lesotho Government, 2004 ¹⁷¹ Lesotho Government, 2009

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environment adequate for their health and wellbeing.¹⁷³ The Constitution's reference to securing the wellbeing of future generations makes clear that youth empowerment is key to environmental protection and sustainability.

9.2.2 Biodiversity Conservation and Youth Opportunities

In 2010, parties to the Convention on Biological Diversity adopted a Strategic Plan for Biodiversity 2011-2020 in Japan.¹⁷⁴ This is a ten-year framework intended to drive actions to save biodiversity and enhance its benefits for people. The same period, 2011-2020, has also been declared by the United Nations General Assembly as the United Nations Decade on Biodiversity. The youth can be engaged to work towards realising the vision of this framework, which states that, 'By 2050 biodiversity is conserved, restored and wisely used, maintaining ecosystem services, sustaining a healthy planet and delivering benefits essential for all people.'

The Strategic Plan has 20 targets, collectively known as the Aichi Targets. Of these, the five selected in Table 40 are of particular significance to the youth in Lesotho. The youth can be mobilized to engage with a number of projects during the decade that both enhance environmental conservation and fulfil their socio-economic needs, desires and wants. Some initiatives could be ecotourism-based. Others could be voluntary programmes that promote the youths' conservation of biodiversity. These voluntary activities would build youth knowledge and experience in protecting ecosystems that provide services of food and freshwater, as well as climate regulation through the absorption of carbon dioxide.

9.2.3 Biodiversity and Ecotourism

Ecotourism is a form of tourism that involves visiting scenic natural areas that are largely untouched and pristine. Ecotourism has a strong ethical dimension that creates a commitment to protect the nature it

is profiting from. According to the World Tourism Organisation¹⁷⁵ the features of ecotourism include:

- It is nature-based tourism in which the tourists' main motivation is the enjoyment of the wilderness and the traditional cultures inhabiting natural areas.
- It is typically organized for small groups of tourists by small locally-owned firms.
- It minimises the negative impact of tourism on the natural and cultural environment.
- It generates economic benefits for the local community (job creation and revenue).
- It increasing awareness of biodiversity conservation principles among locals and tourists.

In light of the features of ecotourism, and the beautiful Lesotho highlands landscape, there is a great potential that the youth can benefit from ecotourism and in turn enhance environmental conservation. Other countries have shown success in this area. A recent report in India illustrates that many rural youth enjoyed employment benefits from an ecotourism initiative supported by the government. In the Indian example, young men and women were provided short-term training in areas such as guest services, housekeeping and office management. They were then placed in ecotourism centres in various districts in the country. Central to this programme was the socio-economic development of poor, rural communities in the context of environmental protection, as well as prevention of youth migration to the cities.¹⁷⁶

Box 14 shows that through a sustainable community-based training of the youth and their active engagement, youth will develop the capacity to plan, develop and run eco-tourism services efficiently. Further support, both from the government and other agencies, in terms of provision of required resources and training, could help realize the objectives of this pioneering eco-tourism programme.

It is a simple example that illustrates ways in which the government and development partners can collaborate with local communities to conserve biodiversity while also enhancing the livelihoods and long-term prospects of the youth.

¹⁷² Ministry of Education and Training, 2009 ¹⁷³ Lesotho Government, 1993, p. 45 ¹⁷⁴ <https://www.cbd.int/sp/> ¹⁷⁵ Cini, Leone and Passafaro, 2012, p. 2 ¹⁷⁶ <http://www.thehindu.com/todays-paper/tp-national/rural-youth-to-be-placed-in-ecotourismcentres/article4281376.ece>

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Table 40: Engaging Youth in Environmental Efforts

Target	Possible Method of Youth Engagement	Impact
Target 1: By 2020, at the latest, people are aware of the values of biodiversity and the steps they can take to conserve and use it sustainably.	Primary and secondary education ensures that all youth are eco-aware and educated about biodiversity and ecosystem health.	More tertiary students pursue professions related to environmental science and engineering. There are more young entrepreneurs in the conservation space.
Target 4: By 2020, at the latest, government, business and stakeholders at all levels have taken steps to achieve or have implemented plans for sustainable production and consumption, and have kept the impacts of natural resources use well within safe ecological limits.	Government invests in jobs for youth and in tertiary education for youth in the areas of sustainable production.	Many members of Lesotho's youth commit their energy and creativity to the problems of sustainable production and contributed to solutions.
Target 12: By 2020 the extinction of known threatened species has been prevented and their conservation status, particularly of those most in decline, has been improved and sustained.	Increase the focus on animal and environmental/earth science at school. Train teachers so that they become experts on subjects related to Lesotho's biodiversity.	A generation of young people are produced who take pride in and are thoroughly educated on the value of Lesotho's endemic species, and who fight creatively to protect them. These efforts might include creating ecotourism businesses.
Target 14: By 2020, ecosystems that provide essential services, including services related to water, and contribute to health, livelihoods and wellbeing, are restored and safeguarded, taking into account the needs of women, indigenous and local communities, and the poor and vulnerable.	The Government invests in Lesotho's youth training in the practical skills and knowledge related to the provision of essential ecosystems services.	There is a more knowledgeable generation of youth who will explore diverse paths to improve ecosystem services in Lesotho through engineering and planning, and other hands-on pursuits.
Target 15: By 2020, ecosystem resilience and contribution of biodiversity to carbon stocks has been enhanced through conservation and restoration, including restoration of at least 15 percent of degraded ecosystems, thereby contributing to climate change.	Provide stipends to youth so that they can contribute to conservation efforts, while mitigating youth unemployment. Provide on the job training and continued education so that these youth can one day pass on these skills.	The physical energy and eagerness of youth to conserve and restore ecosystems and biodiversity are harnessed will be apparent.

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BOX 14: CASE STUDY: YOUTH DEVELOPMENT THROUGH BIODIVERSITY CONSERVATION

In 2012, a community-based organisation in Lesotho, Thaba-Khubelu Conservation and Tours, was established with the primary aim of conserving biodiversity, while also creating jobs and revenue through ecotourism in Tlokoeng valley, in the Botha-Bothe district. The formation of this association was prompted by the Global Environment Facility-Small Grants Programme funded Tlokoeng Valley Biodiversity Conservation Project initiated by Environmental and Sustainability Education Network of Lesotho in collaboration with the Tlokoeng community. The project is intended to conserve wetlands and all forms of biodiversity in the valley, with the Southern Bald Ibis as its flagship species. This two-year project has only been running since December 2012, but a few significant developments have been achieved. These include:

- The establishment of a community association that coordinates environmental education and plans ecotourism activities
- Active participation of the youth in the community environmental education and awareness activities
- Development of educational materials on birds and the landscape
- Marketing of ecotourism and environmental education services that are currently offered by the youth from the community

While this initiative benefits the entire community, the youth in the community play the lead role in the coordination of the local activities. Specific activities have included youth involvement in: data collection during baseline studies aimed at identifying possible key touristic sites in the valley, running pilot trials, developing environmental information sheets, and in marketing ecotourism services.

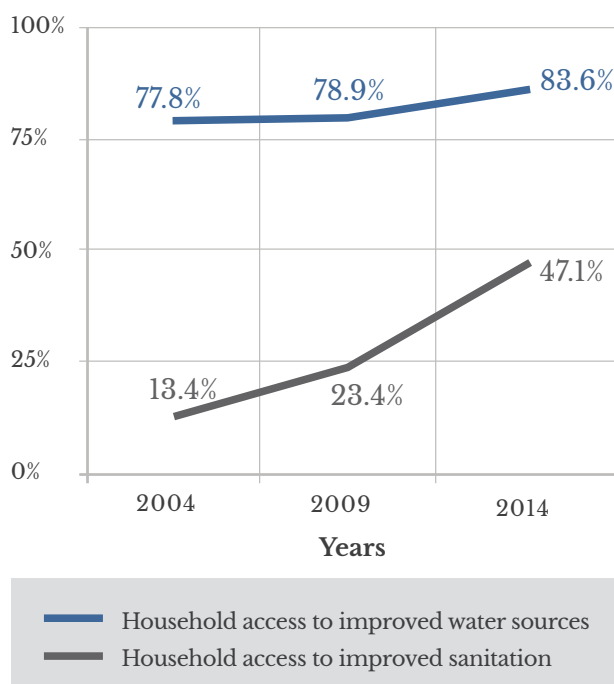
9.3

Youth, Water and Sanitation

Lesotho does not have an abundance of natural resources, but has the topography and location that make it host to vital water sources in Southern Africa. Fresh water availability was estimated at 5.4km³ per annum in 1995. The projected climate scenarios predict a water stress period that, by 2019, will result in less than 1,700m³ per capita per year, and will decline to water scarcity levels of 1,000m³ per capita per year by 2062. The scenario implies that careful analysis should be done before commitments are made for the future phases of LHWP or any other cross-border water distribution and infrastructure projects. Lesotho needs to use its water resources for its own economic and social needs, and to determine preconditions necessary to satisfy broader regional needs, while observing governing laws. The current water sector institutional capacity and infrastructure is not adequate to support the envisioned developments in the sector.

Figure 30: Household Access to Water and Sanitation

Source: LDHS 2004, 2009, 2014



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More than 80 percent of the population have access to improved water sources. However, this leaves 20 percent of the population that still have to travel long distances to fetch water. This responsibility is normally left to women and young girls.

Access to Sanitation

Access to improved sanitation has improved tremendously since 2001. However, cultural norms can still limit the use of sanitation facilities even in cases where the sanitation exists. For example, it is culturally unacceptable to share toilets with one's in-laws.

9.4

Youth and Energy

Lesotho has vast untapped clean energy sources, such as water, wind and the sun. Studies have shown that, by utilising clean energy technology, there is the potential

to generate more than 10,000 megawatts (MW) of energy. Currently only 72 MW of clean energy are produced from the 'Muela hydropower plant. To drive developments in the clean energy sector, to facilitate youth participation in the sector, and to encourage wider private participation in energy distribution, an institutional framework must be developed and appropriate energy production support investments provided. Youth can work in, amongst other areas, the assembly, adaptation and maintenance of technology.

In the Lesotho Youth Empowerment Survey (2012), it was established that most youth live in households that damage biodiversity through their dependence on biomass for cooking and heating. There is a heavy reliance on carbon-based fuel, with 50.1 percent of households using wood for cooking and only 10.5 percent of households using electricity. The dependence on firewood is higher in the rural areas, at 61.8 percent, than in the urban areas, at 10.5 percent. Biomass dependence threatens to deplete woodlands, forests, and their associated biodiversity, in parts of the country. These areas should instead be protected.

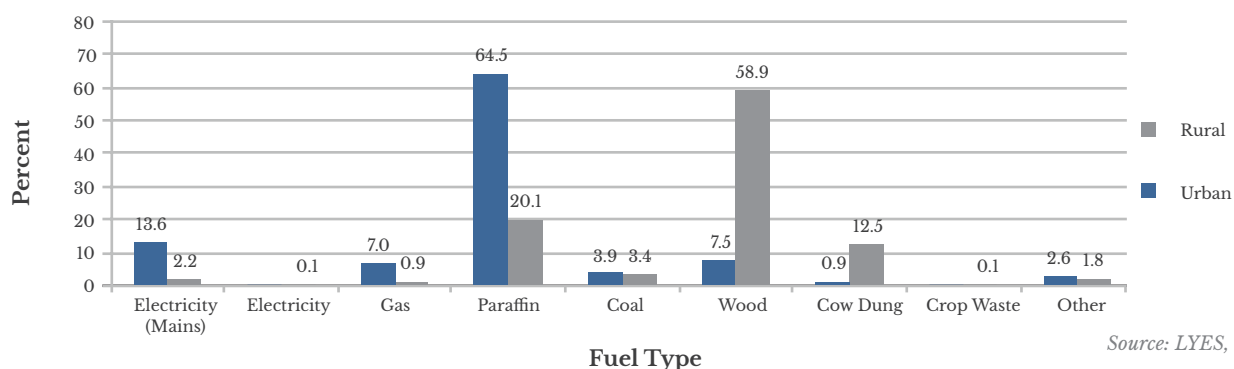
Table 41: Main Fuel Type Used for Cooking by Residence, 2012

Source: LYES, 2012

Main Fuel Type	Residence		
	Urban (percent)	Rural (percent)	Lesotho (percent)
Electricity (mains)	36.4	2.8	10.5
Electricity (solar)	0.0	0.1	0.1
Electricity (generator)	0.4	0.1	0.2
Gas	44.3	18.8	24.6
Paraffin	7.9	7.6	7.7
Coal	0.0	0.4	0.3
Wood	10.5	61.8	50.1
Cow dung	0.4	7.3	5.7
Crop waste	0.0	0.4	0.3
Other	0.0	0.6	0.5
Total	100.0	100.0	100.0

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Figure 31: Main Fuel Type Used for Heating by Residence, 2012



9.5

Youth and Climate Change

Climate change, a consequence of unsustainable development, is one of the most serious global environmental issues that affect people in general, and youth in particular. Extreme climate change-related events such as droughts, floods, frost, snow, tornadoes and hailstorms are already evident in Lesotho, and are expected to become more severe.¹⁷⁷ Thus, the youth are faced with a future of harsh environmental conditions, which could further limit their development choices and opportunities. Although climate variability is a natural phenomenon, it is internationally accepted that its current state is linked to the concentration of

greenhouse gases (GHGs) such as carbon dioxide (CO₂), methane (CH₄) and nitrous oxide (N₂O) in lower parts of the atmosphere causing a temperature increase of about 2°C.¹⁷⁸ The emission of the GHGs into the atmosphere has been increasing since the beginning of industrial revolution in the 18th century, which was accompanied by the burning of fossil fuels, deforestation and capital-intensive farming methods.¹⁷⁹ The world's current production and consumption patterns continue to build up more GHGs in the atmosphere, threatening irreparable damage to our environment, and the future of our youth. Scientific reports indicate that global warming will have widespread environmental and socio-economic consequences over many decades to come. These include changes to ecosystems, weather patterns, sea level rise, and extreme poverty resulting from declining agricultural productivity.¹⁸⁰

Table 42: Main Fuel Type Used for Lighting by Residence, 2012

Source: LYES, 2012

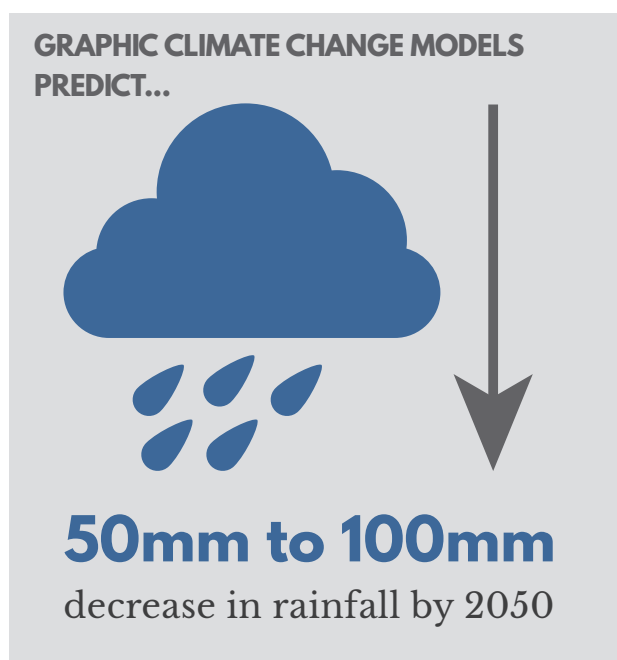
Main Fuel Type	Residence		
	Urban (percent)	Rural (percent)	Lesotho (percent)
Electricity (mains)	65.8	13.5	25.4
Electricity (solar)	0.0	1.2	0.9
Electricity (generator)	0.4	0.0	0.1
Battery	0.4	0.4	0.4
Gas	0.9	0.4	0.5
Paraffin	22.8	46.4	41.0
Candles	9.6	37.7	31.3
Other	0.0	0.5	0.4
Total	100.0	100.0	100.0

¹⁷⁷ Second National Communication, 2013 ¹⁷⁸ UNESCO/UNEP, 2011 ¹⁷⁹ IPCC, 2007 ¹⁸⁰ IPCC, 2001

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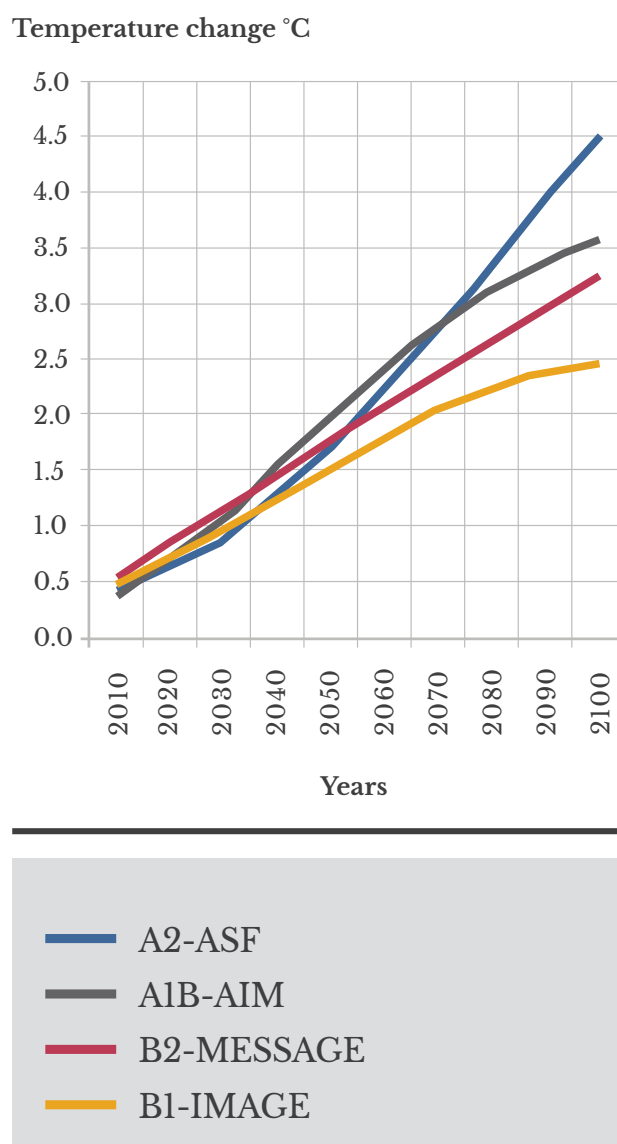
9.5.1 Annual Temperature Scenarios for Lesotho

While African countries such as Lesotho are the least responsible for climate change, they are the most vulnerable and at risk from its effects. As is the case in many other African countries, about 70 percent of the population in Lesotho reside in rural areas and depend heavily on environmental resources for their livelihoods. Climate change models project a drastic rainfall decline of between 50 mm and 100 mm by the year 2050, with the lowlands being the most affected geographical region.¹⁸¹ Similarly, drastic changes in temperature are also projected. As shown in Figure 31, by the year 2100 temperature is expected to have increased by about 4.50°C.



The projected changes in rainfall pattern and temperature have implications for the 70 percent of Basotho people who live in rural areas and depend on rain-fed arable farming for their livelihood. Statistics show that agricultural contribution to the gross domestic product (GDP) declined from 25 percent in 1980 to around 10 percent in the 1990s.¹⁸² A further decline was reported in the fiscal year 2011/2012, when the sector in Lesotho had contributed only 7 percent to the gross national product.¹⁸³

Figure 32: Annual Temperature Scenarios for Lesotho



Source: Ministry of Energy, Meteorology and Water Affairs, 2013

The extreme changes in rainfall and temperature also cause serious environmental degradation, water shortages and an increasing shortage of firewood, which impacts negatively on rural households that do not have alternative energy sources.¹⁸⁴ It is estimated that Lesotho will have a water scarcity of less than 1,700m³ by the year 2016.¹⁸⁵ This will have serious implications for rural girls and women who are viewed as responsible for fetching water and firewood. The predicted warmer and drier climate could also result in health issues.

¹⁸¹ Gwimbi et al, 2012 ¹⁸² CBL, 2011 ¹⁸³ Budget Speech, 2012/2013 ¹⁸⁴ Lesotho Meteorological Services, 2000 ¹⁸⁵ Mokuku et al., 2002 ¹⁸⁶ Ministry of Energy, Meteorology and Water Affairs, 2013 ¹⁸⁷ Unfortunately, there is no disaggregated data according to age and gender. ¹⁸⁸ Delgado and Staples, 2008, p. 6

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In 2010, meningitis, a human disease associated with drought, was reported¹⁸⁶ to be among the top causes of adult mortality in Lesotho.¹⁸⁷ This suggests that communities, and youth in particular, need to mitigate the impacts of climate change and cope with its negative effects. In order to facilitate the youth taking ownership of this issue, they must be empowered to do so. Youth-led development involves ‘transforming young people from their traditional roles as consumers, victims, perpetrators and needy clients to positive assets who are quite capable of being major contributors within their respective communities.’¹⁸⁸ This approach echoes Agenda 21, a global environmental action plan, which considers youth as having a major role to play in sustainable development. It is also consistent with the human development paradigm, which recognises that people (youth) are both beneficiaries and drivers of human development. In terms of the theoretical framework (PSIR) on which this chapter hinges, for the youth in Lesotho to play a role in climate change mitigation, they need knowledge of the root causes of climate change and an awareness of its state and impacts on the communities in which they live.

9.5.2 Climate Change and National Response

With the growing awareness of climate change and the need to develop the adaptive capacity of communities and youth, there have been policy initiatives to include climate change in education programmes. The Intergovernmental Panel on Climate Change (IPCC) proclaims that, ‘education policies and curricula need to promote strategies to address climate change, in terms of mitigation and adaptation by increasing knowledge and understanding of the causes and impacts. Additionally, education should enhance knowledge, skills, values and attitudes for effective mitigation using appropriate action-oriented pedagogies’.¹⁸⁹

In Lesotho, although there are no explicit educational policy statements about climate change education; there are, however, official statements about environmental education or education for sustainable development (ESD). The National Environmental Policy for Lesotho, the Lesotho Constitution 1993, and the Curriculum and Assessment Policy recognise environmental adaptation and sustainable development as one of the key aspects of formal school curriculum in Lesotho. The latter

document recommends that learners should be helped to ‘understand and appreciate the biophysical, political, social and economic parts of the environment and their interrelationships’.¹⁹⁰ These documents provide a policy framework for inclusion of climate change in formal education programmes.

It is therefore imperative to address issues of climate change in formal and nonformal education of Lesotho. This would enhance the quality of education and make it more responsive to the sustainable use of natural resources and poverty reduction. In the literature on development, it is recognised that education with a transformational agenda can prepare communities and school learners to take appropriate actions in response to climate change.¹⁹¹

While it is clear that stakeholders in Lesotho value the importance of action in the environmental sphere, a number of factors have constrained implementation of climate change-related policies. For example, as reported in the first National Report on Climate Change 2000, integrating climate change issues into Lesotho’s primary and secondary curriculum has been a serious challenge, mainly because teachers have inadequate training.¹⁹² Another challenge is the mismatch between paradigms of transformational education, as internationally conceptualised, and the features of Lesotho’s traditional education system.¹⁹³ Notwithstanding these constraints, youth education on climate change can create many opportunities for youth participation and development.

9.6

Green Economy: Opportunities for Youth

It is widely accepted that the adoption of a green economy, as a strategy for climate change mitigation and adaptation, can create job opportunities for youth living in poverty-stricken countries such as Lesotho. In contrast to the economy that is driven by fossil fuels, a green economy refers to ‘improving human well-being and social equity, while significantly reducing environmental risks and ecological scarcities’.¹⁹⁴ Such

¹⁸⁹ UNESCO/UNEP, 2011, p. 55 ¹⁹⁰ MOET, 2009, p. 17 ¹⁹¹ Ogbuigwe, 2009; UNESCO/UNEP, 2011 ¹⁹² Lesotho Meteorological Services, 2000

¹⁹³ Moku, et al., 2005; Asell, 2006 ¹⁹⁴ UNEP, 2013

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an economy is sustainable as it is sensitive to the needs of future generations, while also creating green employment opportunities for youth.

Other than the community development projects referred to earlier in this chapter, which are funded from government capital budget, there is little data showing how much the government invests in green technologies and enterprises. High investment in this area could create huge employment opportunities for youth while bolstering the economy even further through mitigating the effects of climate change on Lesotho's environment. While there are many ways of achieving the goals of a green economy, this section focuses on three that have particular promise for Lesotho: green farming, use of renewable energies and carbon trading.

9.6.1 Production and Use of Renewable Energy

A recent survey¹⁹⁵ suggests that both urban and rural youth have limited access to the basic forms of green energy such as solar lighting. On the contrary, 46 percent of rural youth depend on paraffin lamps for lighting. This poses health risks to youth through indoor air pollution. In other African countries such as Kenya, the government's investment in renewable energies increased from zero in 2009 to \$1.3 billion in 2010.¹⁹⁶ In Lesotho, however, green economy initiatives are largely supported through donor funding.¹⁹⁷ Government investment is critical to jump-start youth participation in environment-related activities and to develop a green economy that can absorb the deleterious effects and shocks of climate change.

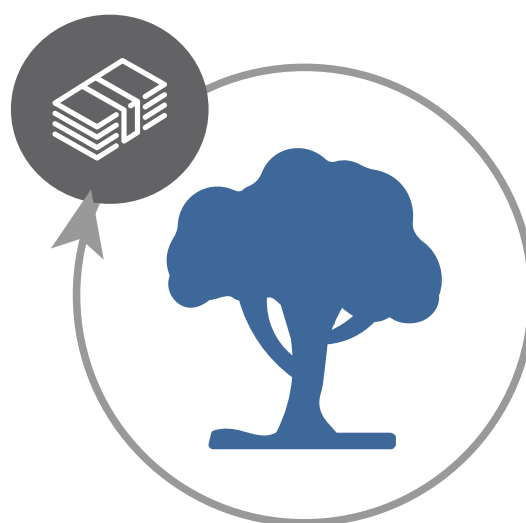
9.6.2 Green Farming

Lessons learnt from other African countries suggest that youth participation in green agribusiness can lower the unemployment rate.¹⁹⁸ Sets'abi (2013) argues for linking entrepreneurial education in agriculture with development as a strategy for simultaneously tackling youth unemployment and climate change. Green farming systems such as conservation agriculture, adopted by about 5,000 households in 2010,¹⁹⁹ are

promising prospects for youth empowerment in Lesotho. Conservation agriculture and effective rangeland management have the potential to create development opportunities for youth from diverse backgrounds. Youth participating in both climate change-resilient crop and livestock production could access cash from the sales of crops and animal products. As the 2011 Central Bank Economic Review notes, investing in green farming could make Lesotho a competitive producer of organic foods and could earn the country foreign exchange.²⁰⁰

GRAPHIC: GREEN FARMING SYSTEMS

Adopted by approximately 5,000 households in 2010, green farming systems are promising prospects for youth empowerment in Lesotho.



5,000 households
in 2010

Another opportunity for youth in the agricultural sector is beekeeping, an activity promoted in the lowland areas of the country where there are enough flowers for the bees.²⁰¹ Honey has both domestic and industrial uses. The increasing demand for honey in Lesotho and beyond creates a potential market for beekeepers in the country. Capacity building, investment and awareness among the youth are all required to potentiate these opportunities.

¹⁹⁵ MGYSR, 2012 ¹⁹⁶ UNEP, 2013 ¹⁹⁷ CBL, 2011 ¹⁹⁸ Ford cited in Sets'abi, 2013

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9.6.3

Green Consumerism and Technologies

The use of renewable energies and adoption of sustainable lifestyles can create opportunities for youth participation in climate change mitigation and adaptation. As more and more youth adopt sustainable lifestyles, demand for public transportation and renewable energy will create opportunities for income generation for youth. This in turn, can improve their standard of living.

On a small scale, these opportunities could involve the development of biogas and solar energy enterprises, bicycle transport services and other innovative developments. At a macro level, government initiatives such as the next phase of the Lesotho Highlands Water Project, with plans to generate hydroelectric power at the proposed Polihali Dam, promise many jobs for Lesotho's youth. This project, combined with initiatives to generate wind power, is expected to generate about 25,000 jobs over the first 15 years of the project period.²⁰² Other job prospects are reflected in government's plans to scale up production of solar energy to reduce Lesotho's dependence on biomass (66.7 percent of the population in 2008).²⁰³ These initiatives not only reflect the intention to promote use of cleaner energy sources, but also imply more demand for technicians to install and maintain energysaving appliances, such as stoves, lighting and geysers.

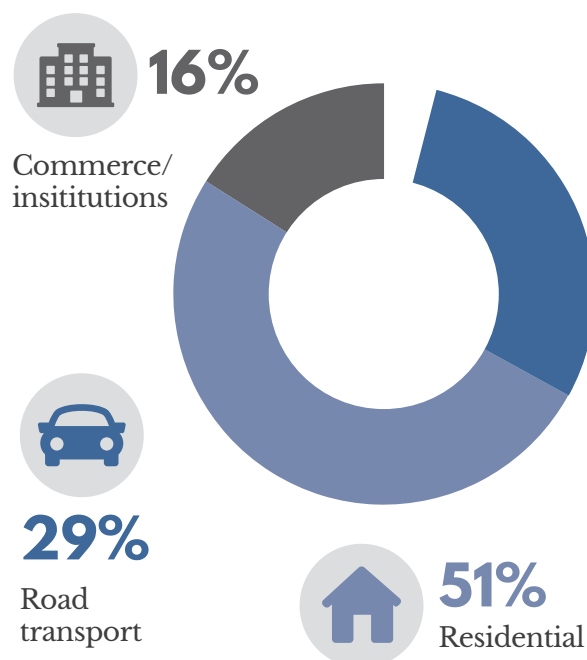
Many other jobs and business opportunities can be created through the rural electrification project. Rural electrification is known to boost small businesses in rural areas, thus creating opportunities for youth to improve their standard of living. The government's funding of community adaptation projects, such as the construction of water conservation dams, is another opportunity for youth employment and development. While these projects have been criticised for employing youth only on a rotational basis,²⁰⁴ these much-needed short-term jobs for youth are a significant improvement to not having a job, which in many rural areas is the norm.

9.7

Carbon Trading

'Global Carbon Trading' is a market-based system used to control pollution by providing economic incentives for reduction of gas emissions. Under this system, countries are taxed for exceeding their gas emissions limits, and are rewarded for their mitigation efforts or for having low emissions by receiving carbon credits (allowances or permits to emit). Lesotho, being one of the least developed countries, emits less and therefore benefits from the scheme. The opportunities that the system presents for youth in Lesotho include capacity building and participating in small Clean Development Mechanism (CDM) projects supported through the Global Environment Facility (GEF).

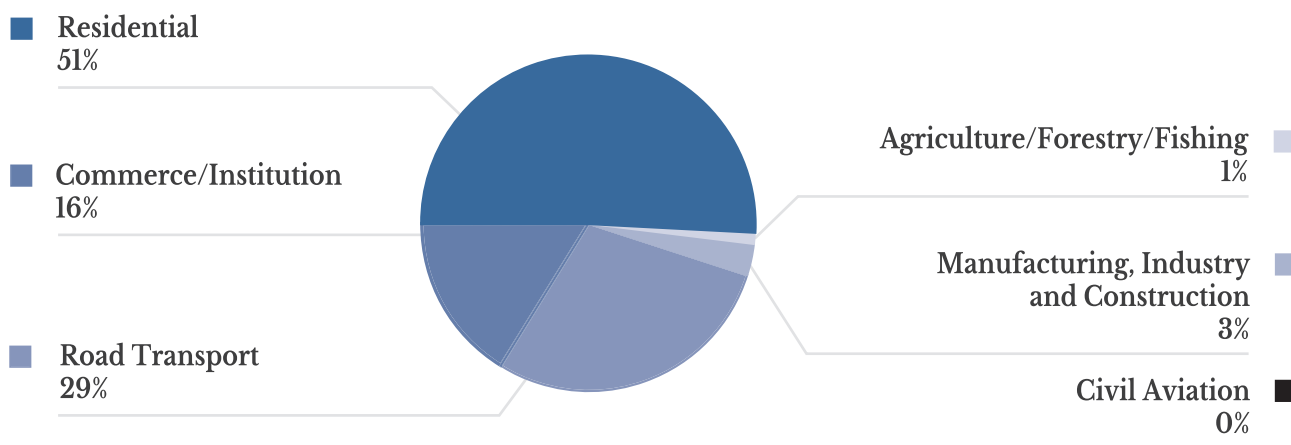
GRAPHIC: GAS EMISSIONS PER SECTOR IN LESOTHO, 2011



¹⁹⁹ Food and Agriculture Organisation FAO, 2010 ²⁰⁰ Central Bank of Lesotho CBL, 2011 ²⁰¹ FAO, 2011 ²⁰² CBL, 2011 ²⁰³ Ministry of Natural Resources, 2012 ²⁰⁴ Setsabi, 2013

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Figure 33: Gas Emission per Sector in Lesotho, 2011



Source: Ministry of Energy, Meteorology and Water Affairs, 2013

It is estimated that gas emissions from the energy sector make a total of 1,079.43 Gg CO₂ eq.²⁰⁵ As shown in Figure 33, 51 percent of emissions come from households and 29 percent come road transport. The adoption of green consumerism would ameliorate this situation. Green consumerism involves:

- the use of renewable energy sources
- changing consumption patterns
- biodiversity conservation
- use of public transport

As in many other African countries, youth in Lesotho have not benefited much from the global carbon trading market. However, to date, the country has managed to secure and access funding for the implementation of only two National Adaptation Plan of Action (NAPA) projects since 2006 when the NAPA was prepared.²⁰⁶ This reflects a low level of climate change readiness, which poses a threat for realising opportunities for youth. UNEP has identified the lack of the capacity to develop and submit project proposals as one of the major challenges facing LDCs, such as Lesotho, to access the available LDCF funding.²⁰⁷

9.8

Youth, Gender, Disability and Environment

The 2012 survey indicates that the burden of collecting firewood rests mainly with females. The majority (61.3 percent) of households dependent on firewood for cooking consider firewood collection to be a task for females. From a youth development perspective, valuable time is lost through the time-consuming, physically demanding, and often dangerous chore of collecting firewood. The fact that females are disproportionately assigned this role suggests that young women are more negatively impacted by this practice than young men. This time could be more productively spent at school, studying or generating an income. Deterioration of rangelands affects livestock farmers (who are predominantly male), household incomes, the ability to accumulate wealth, and the means to pay lobola. Many young livestock farmers then have to migrate to urban areas in search of work. People living with a disability are more vulnerable to climate change. They need to have supplies of water

²⁰⁵ Ministry of Energy, Meteorology and Water Affairs, 2013 ²⁰⁶ GEF, 2013 ²⁰⁷ UNEP, 2007

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and food nearby, and their vulnerability increases during extreme weather conditions; this is especially so because most are already living in poverty. High exposure to ultraviolet radiation that comes with heat waves increases the risk of skin cancer and eyesight problems that can lead to blindness. Yet, people living with a disability do not feature strongly in climate change discourse. Like in many other countries, there is generally a culture of neglect and limited understanding of needs at the community level, and a limited involvement in planning, designing and implementing, monitoring and evaluating adaptation programmes.

9.9

Key Messages, Conclusions and Recommendations

The highlands of Lesotho are rich in biodiversity that provide ecosystem services such as clean drinking water and climate regulation. The landscape is also scenic, and has the potential to promote ecotourism and development of rural communities and youth in particular. This biodiversity, however, continues to be depleted due to rural communities' heavy reliance on it, particularly for grazing livestock, and for fuel for cooking and heating. These practices limit opportunities for the youth and future generations to exercise their right to utilize natural resources for their wellbeing and development. The current multilateral environmental agreements that Lesotho is party to, including the UN decade on biodiversity 2011-2020, present opportunities for youth engagement in projects and activities related to biodiversity conservation that can promote youth environmental sustainability and youth welfare. Furthermore, while climate change poses a threat for human development in Lesotho, it also creates opportunities for youth development.

9.9.1

Key Messages

- Climate change and human activities threaten to deny posterity the unique natural heritage, and threatens to have deleterious effects on human lives

and the economy. Climate change poses serious threat to Lesotho's natural capital through land degradation and desertification.

- The projected water scarcity poses serious human and economic vulnerability. The increasing temperatures will affect agricultural productivity and will heighten the threat of food insecurity and the expansion of disease vectors.
- Overexploitation of natural resources exacerbates biodiversity loss and lowers the productive capacity of land. This is caused particularly by: biomass for cooking, heating, and for medicinal plants; overgrazing that leads to land degradation and soil erosion; and the spread of human settlements.
- The disastrous effects of climate change could pose a fiscal risk accounting for 5-8 percent of GDP per event and long-term fiscal liability of over 2 percent of GDP per annum.
- Limited environmental education of youth and poverty curtail the national response.
- Land degradation has escalated so much, so that the current efforts are not enough to reverse the loss and mitigate the current negative impacts effectively. The inadequacies in the national response are linked to low environmental education and skills.
- The Lesotho Highlands/Maloti Drakensburg programmes demonstrate that with concerted efforts and commitment, great achievements in natural resource conservation are possible. The involvement of youth, especially the young herding community, could make a great and sustainable impact.
- High poverty levels diminish the capacity of households and youth to voluntarily conserve the environment.
- Many sectors are vulnerable to climate change and are not climate-proofed. In addition, youth participation is wanting. The extreme weather conditions increase vulnerabilities in various sectors of the economy, as well as posing a threat to humans, including youth.
- The youth can tap into opportunities related to greening the economy and climate change adaptation through the promotion of green consumerism, greening the value chains through the adoption and development of technology, through clean energy production and through expanding the recycling economy.
- Although a number of environment and climate funds have been created at the international level that countries can apply for according to specified procedures and institutional arrangements, there is limited capacity for mobilisation and use of these

YOUTH, ENVIRONMENT AND CLIMATE CHANGE

funds. Lesotho has failed to generate projects that comply with the requirements for a number of years. This shows that there are great capacity deficits in the environment and climate change sector. Benefiting from carbon trading mechanisms would be even more difficult.

- People living with disability are excluded from climate discourse, and from the planning, implementation, monitoring and evaluation of programmes.

9.9.2 Conclusions and Recommendations

Lesotho has valuable national resource heritage that needs to be protected from the effects of climate change and unsustainable exploitation, for the benefit of current and future generations. Youth should participate in adaptation programmes and tap into the opportunities created by climate change.

Promoting Biodiversity Conservation

The current efforts are not adequate to reverse the current environmental degradation levels and curb further deterioration of the environment. Therefore conservation programmes need to be augmented in order to reverse the imminent extinction of endemic resources, protect ecosystems and water sources and valuable flora and fauna. These programmes should start in schools. It is also important to ensure that a significant number of youth are involved in labour-based conservation work to pass on the knowledge and skills, and to be a source of employment.

Conservation programmes and sustainability programmes are more viable if they are combined with economic activities. Most of the programmes do not yield immediate benefits and require income support, or they need to be combined with other income generating projects, such as irrigation and horticulture and crafts and development of markets. It should be the goal of schools to support the conceptualisation of environmental enterprises.

Greening the Economy

This is an opportune time to unlock the latent green economy potential evident in different

areas, including in agriculture, ecotourism, energy, recycling and technology development. The government could consider establishing a green technology research centre/unit within one of the universities in collaboration with the private sector. The architecture of the green technology centre hub could be based on the successful international green technology adaptation and development programmes. It would benefit youth and activists and could positively revolutionise the environment and climate knowledge landscape, and national response. It would facilitate innovative training programmes, projects and enterprise development, as well as work with local and international networks to share ideas, outsource technical expertise and mobilise financing. Furthermore, through following corporate principles, the efficiency of the research centre could be improved. Extensive capacity building programmes, aimed at youth and training institutions, also need to be developed. The understanding by, and participation of, the financial sector is critical for financing the new ventures, and to blend commercial credit with other available international financial instruments under environment and climate change.

Increasing Capacity for Mobilisation of Environment and Climate Funds

An appropriate institutional framework needs to be developed for the country to be able to take advantage of existing environment and climate financing opportunities. There are lessons to be learned from other countries.

Enhancing Youth Participation

Youth are well placed to make intellectual contributions to environment and climate change issues, to mobilise support and to bring their unique perspective to these issues. Government should promote dialogue with youth organisations and ensure their involvement in drafting and implementing environment and climate change policies, plans and programmes. This will help secure the interests of present and future youth in promoting a low-carbon economy through, for example, greening district towns/cities, and promoting low-carbon fuel and public transport.

Youth communities, through the district youth councils, should be supported to initiate community-wide conversations in which the youth promote dialogue

YOUTH, ENVIRONMENT AND CLIMATE CHANGE

between stakeholders, including the government, to raise awareness on land degradation issues and mitigation measures. These conversations should then be channelled into government decision-making processes through bodies such as the national Youth Council (NYC). In addition to the NYC and its district structures, specific task forces that include youth should be established to develop educational and awareness programmes targeted to environmental protection and sustainable development. These task forces could employ formal and non-formal educational methods for outreach at the community level. Civil society, NGOs, media and development partners should in turn support these task forces. Moreover, young people should be encouraged to enrol in environmental sciences and to engage in voluntary programmes and projects on biodiversity conservation and climate change, motivated by the aim to protect the environment and promote sustainable development.

Up-scaling Youth Access to Clean Water, Sanitation and Energy

Access to water is a basic right, which the government has obligations to fulfil. Government should enhance strategies that facilitate universal access to water and improved sanitation, and increase youth capacity to produce and access clean energy in order to reduce their reliance on biomass for energy. This will lower the health risks that individuals are exposed to through air pollution, and will allow youth to spend more time on economically and socially worthwhile activities.

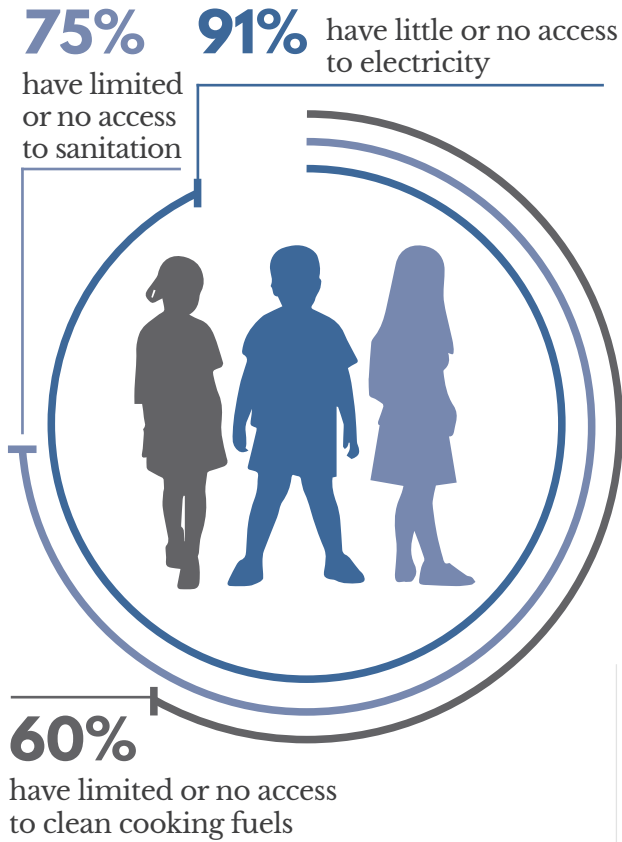
The Review of Water and Energy Sector Institutional Framework

The country should: 1) invest in skills development in environment and climate change-related areas, and 2) build a robust institutional infrastructure for research and technology development, and for the promotion of commercial enterprises in the water and energy sectors.

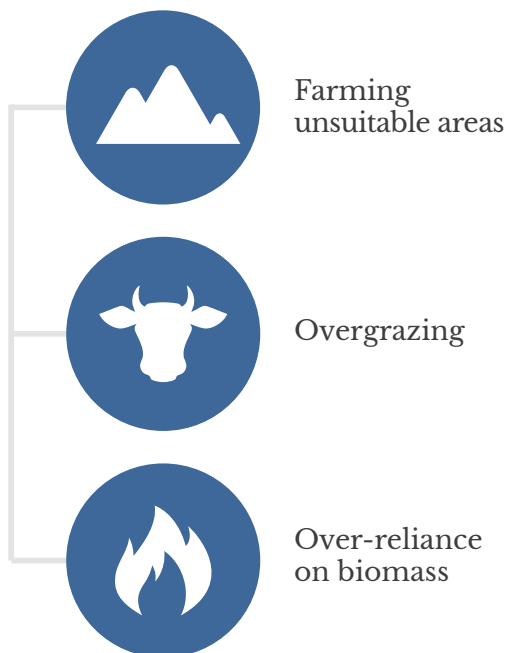
Engagement of Youth with Disability in Climate Discourse and Implementation

Efforts should be made to engage youth living with a disability in the policy-making, programming, implementation, monitoring and evaluation of programmes related to the environment, climate change and disasters.

YOUTH, ENVIRONMENT AND CLIMATE CHANGE



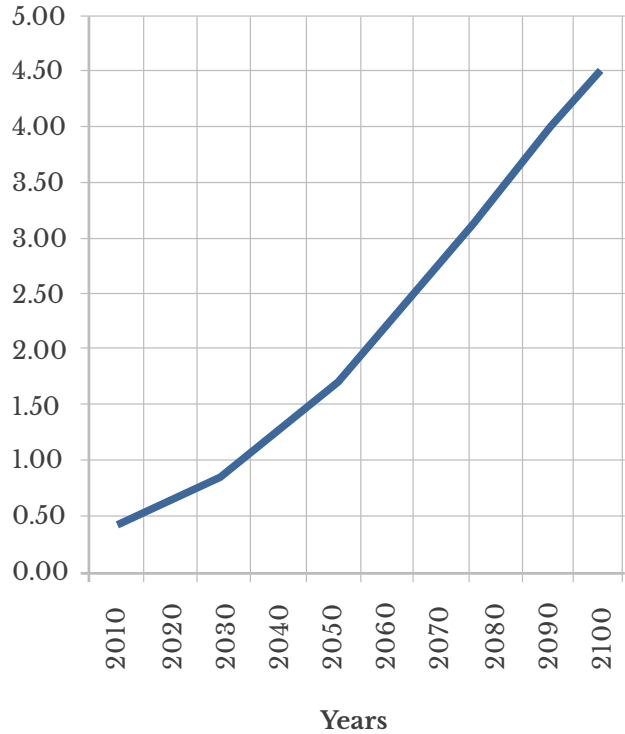
LOSS OF BIODIVERSITY IS A MAJOR ISSUE, CAUSED BY:



BY THE YEAR 2100 TEMPERATURE IS EXPECTED TO HAVE INCREASED BY ABOUT 4.50°C

ANNUAL TEMPERATURE SCENARIO FOR LESOTHO

Temperature change °C






CLIMATE CHANGE MODELS PREDICT:



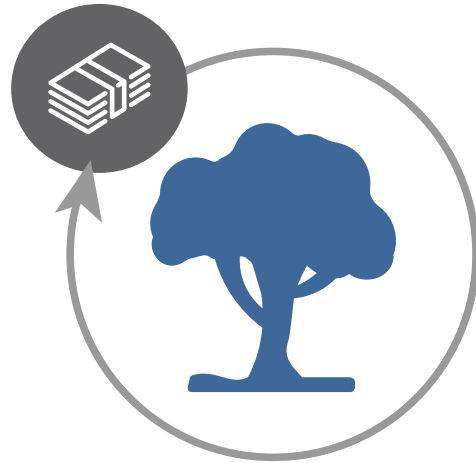
50mm to 100mm
decrease in rainfall by 2050

ENERGY USE

	 ELECTRICITY	 WOOD	 GAS AND PARAFFIN
COOKING			
Urban	36.8%	10.5%	44.3% (gas)
Rural	3%	61.8%	18.8% (gas)
HEATING			
Urban	13.6%	7.5%	64.5% (paraffin)
Rural	2.3%	58.9%	20.1% (paraffin)

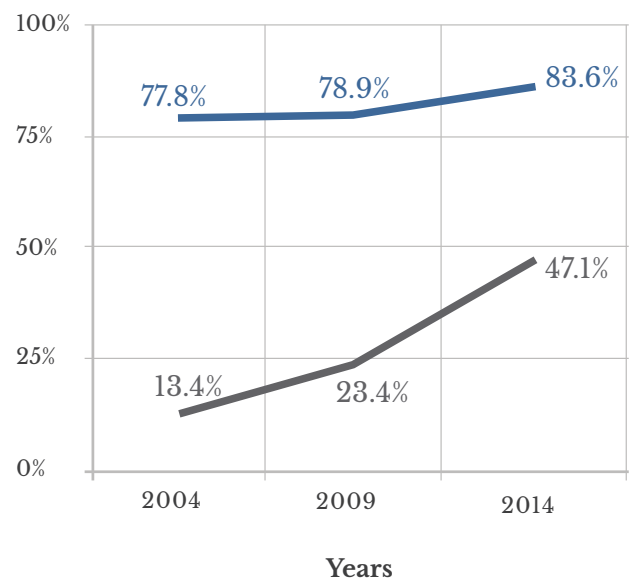
GREEN AGRICULTURE

Adopted by approximately 5,000 households in 2010, green farming systems are promising prospects for youth empowerment in Lesotho.

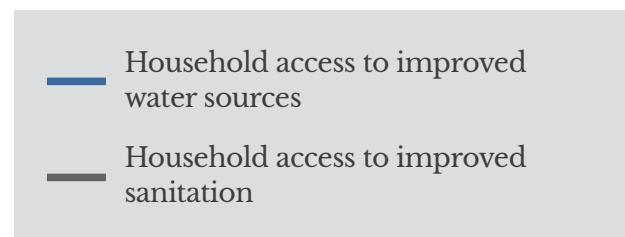
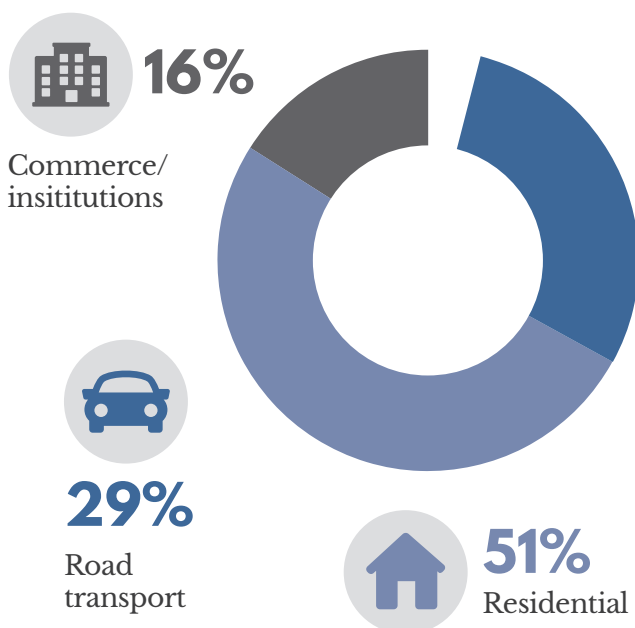


5,000 households in 2010

HOUSEHOLD ACCESS TO WATER AND SANITATION



GAS EMISSIONS PER SECTOR IN LESOTHO, 2011:



Action for Change

There are a number of good plans and policies, but also various challenges and gaps:

-  **1** Policy implementation is minimal.
 -  **2** Cross-sectoral linkages could be improved.
 -  **3** Lesotho faces a slow growth trajectory.
 -  **4** Serious negative shocks in government revenue.
 -  **5** Lack of data in various development domains.
-

Rural areas show higher:



STI infection rates
Teenage pregnancy and early marriage
Use of health clinics
Youth unemployment
Incidence of no education, or of primary education only

Urban areas show higher:



Alcohol and substance use
Use of hospitals and private practitioners
Ability to read English with ease
Use of electricity

ACTION FOR CHANGE

10.0

A number of challenges and policy gaps have been identified, however the country is faced with a slow growth trajectory and serious negative shocks in government revenue. There are also a number of good plans and policies but implementation is minimal, and cross-sectoral linkages could be improved. Furthermore, there is a paucity of data in different development domains. A number of ‘action for change’ recommendations have therefore been proposed.

10.1 General Recommendations

Based on the findings in this report, it is important to undertake the following:

- Publicise and disseminate the report to youth, policy-makers and the public in general.
- Prioritise policy actions within and across sectors.
- Draw an implementation plan and develop projects to facilitate implementation of the agenda, and to mobilise private investment, partnerships and donor support.
- Promote conscious efforts to integrate youth programmes in all ministry plans and budgets. Report on these youth-specific activities and impacts at least once a year.
- Develop a wide monitoring and evaluation system, which includes national government, local government, development partners, civil society, and youth groups in different spheres and economic sectors.
- Institutionalise the Annual Youth Summit as a forum for youth, policymakers, the church and other non-state actors to discuss issues and progress, and to advance policy recommendations on other spheres of development in addition to youth issues.
- Identify and increase the speed of implementation of what works (best practice).
- Review the innovation in ICT and their potential for adaptation in other sectors in terms of building the right

ecosystems. The common thread is the building of physical and virtual communities of people with common purpose and agenda to share knowledge, create partnerships and facilitate the incubation of enterprises.

- Promote the culture of innovation and research, for soft and hard technology.
- Persistence and resilience are important to foster change. The country is replete with good ideas and policies that are not implemented. The main missing ingredient is appreciation and use of change knowledge; therefore, there is need to develop management information systems for youth and to enhance the capacity for knowledge and change management. The country must develop a culture of evaluation, gathering, and disaggregating data for detailed understanding.
- A coordinated mechanism that connects education, employment and youth welfare programmes is needed.
- Capacity building of the National Youth Council to influence decisions and exercise effective leadership.
- Youth engagement in policy development and decision-making should receive attention in all sectors.
- The government should identify ways of making globalisation and regional integration work for youth.

10.2 Limitations, Risks and Assumptions

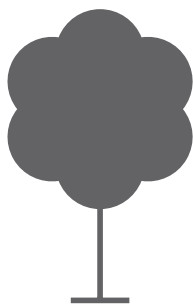
- This NHDR will be taken as just another policy document if it does not get sufficient impetus for implementation. Identification and mobilisation of resources for flagship projects related to this enterprise, and partnerships within the UN following the mantra of working as one, could help in this regard.
- The National Youth Council is beset with political interferences and there is no certainty that it will be fully functional soon, therefore alternative platforms for dialogue and consultations should be established.
- Producing audio and braille versions of the document and summary versions in Sesotho would assist in information dissemination and broad ownership.
- There are many data sources used in this report and discrepancies have been difficult to reconcile in some instances, especially where indices and rankings are determined internationally.
- Data is either not available or is not disaggregated to enable the required analysis in some chapters.

ACTION FOR CHANGE

There are a number of good plans and policies, but also various challenges and gaps:

- 
1 Policy implementation is minimal.
- 
2 Cross-sectoral linkages could be improved.
- 
3 Lesotho faces a slow growth trajectory.
- 
4 Serious negative shocks in government revenue.
- 
5 Lack of data in various development domains.

Rural areas show higher:






- STI infection rates
- Teenage pregnancy and early marriage
- Use of health clinics
- Youth unemployment
- Incidence of no education, or of primary education only

Urban areas show higher:






- Alcohol and substance use
- Use of hospitals and private practitioners
- Ability to read English with ease
- Use of electricity

YOUTH DEVELOPMENT BALANCE SHEET

PROGRESS	DEPRIVATIONS
 <h3>Health and HIV/AIDS</h3>	
<p>There has been an increase in:</p> <ul style="list-style-type: none"> ✓ Adult ART coverage ✓ Contraception use by women ✓ HIV testing ✓ Medical male circumcision ✓ Family planning services 	<p>But still grappling with:</p> <ul style="list-style-type: none"> ✗ HIV prevalence ✗ STI prevalence ✗ Adolescent pregnancy ✗ Maternal mortality ✗ Illegal abortions ✗ Youth consumption of alcohol and tobacco ✗ Food insecurity ✗ Obesity
 <h3>Education</h3>	
<ul style="list-style-type: none"> ✓ High primary level net enrolment ✓ Reduced primary level dropout ✓ Increased transition rate from primary to secondary ✓ Increased graduation from tertiary 	<ul style="list-style-type: none"> ✗ Half of youth only functionally literate ✗ Low quality education ✗ Increasing secondary dropout rates ✗ Low computer and digital literacy ✗ Low qualifications in maths, science, engineering ✗ Many with tertiary qualifications struggle to find jobs ✗ Low access to TVET at a high level
 <h3>Employment</h3>	
<ul style="list-style-type: none"> ✓ Increasing number of young farmers ✓ Inward migration of professionals in mining, manufacturing and health 	<ul style="list-style-type: none"> ✗ High youth unemployment ✗ Child labour ✗ Low youth entrepreneurship ✗ High youth income-dependency ✗ Increasing young illegal migrants exposed to abuse and manipulation

YOUTH DEVELOPMENT BALANCE SHEET

PROGRESS	DEPRIVATIONS
 <p>Gender</p> <ul style="list-style-type: none"> ✓ Young women are increasingly economically active 	<ul style="list-style-type: none"> ✗ Subordination culture of women in family, economic and political spheres ✗ LGBT individuals more vulnerable to abuse ✗ High rates of domestic violence towards women ✗ Females are more income-dependent ✗ Males often drop out of school early to help provide for families ✗ Young men admitted to initiation schools without completing primary education
 <p>Environment and Climate Change</p> <ul style="list-style-type: none"> ✓ Lesotho has low carbon emissions ✓ Areas of the land are under conservation ✓ Youth are involved in recycling ✓ Majority of youth live in houses of acceptable quality 	<ul style="list-style-type: none"> ✗ Limited knowledge on environment and climate change ✗ Many people live on degraded land ✗ High percentage of youth have no/limited access to electricity, sanitation, clean fuel ✗ Limited capacity of people to respond to disasters and climate change ✗ Most infrastructure not climate-proofed
 <p>Disability</p> <ul style="list-style-type: none"> ✓ Low percentage of the population is disabled ✓ Increasing number of youth competent in sign language 	<ul style="list-style-type: none"> ✗ Youth living with disability cannot easily access public spaces, facilities or health information and services ✗ Very few learners with disabilities at tertiary institutions ✗ Most disabled youth are not employed

GENERAL RECOMMENDATIONS

- 
- 1** Publicise and disseminate the Report to youth, policy-makers and the public.
 - 2** Prioritise policy actions.
 - 3** Draw an implementation plan, facilitate implementation, mobilise investment, partnerships and donors.
 - 4** Integrate youth programmes in policy development, and ministry budgets and plans.
 - 5** Develop a wide monitoring and evaluation system.
 - 6** Institutionalise the Annual Youth Summit.
 - 7** Identify and implement best practices.
 - 8** Review innovation in ICT and its potential for building ecosystems in other sectors.
 - 9** Promote a culture of innovation and research, knowledge and change management.
 - 10** Develop a mechanism that connects education, employment and youth welfare programmes.
 - 11** Build capacity of the National Youth Council.
 - 12** Make globalisation and regional integration work for youth.

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Chapter 2

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Annex 1 and Annex 2

YOUTH DEVELOPMENT BALANCE SHEETS



Health and HIV/AIDS

PROGRESS

- Adult ART coverage of all PLHIV increased from less than 2 percent in 2004 to 36 percent in 2014.
- Contraception use for 15-49 year old females increased from 40.6 percent in 2001 to 48.9 percent in 2014.
- 15-49 year olds who test for HIV increased from 2004. In 2004, 6 percent of women and 5 percent on men were tested in the 12 months prior, and in 2014, 58 percent of women and 36 percent of men were tested during the previous 12 months.
- Medical male circumcision rate has increased to 46.3 percent in urban areas.
- 82 percent of the family planning services demand is met.

DEPRIVATION

- There is high HIV prevalence: 17.9 percent of males and 37.5 percent of females aged 25-29, and 41.2 percent of males and 45.5 percent of females in the 35-39 age group, are HIV positive.
- There are 97,120 STI cases per year and co-infection with HIV is 47.9 percent.
- Only 34 percent of young people have comprehensive HIV and AIDS knowledge.
- Teenage pregnancy stands at 19 percent.
- The maternal mortality rate is 1,024 deaths per 100,000 births.
- 83.8 percent of illegal abortions which result in a hospital visit are performed on females aged 15-34 years. This is 11.9 percent for those aged 15-19, and 27.5 percent for those aged 20-29 years.
- 28 percent of urban and 13.5 percent of rural youth consume alcohol regularly.
- 17 percent of youth smoke.
- 39 percent of households (youth) have food insecurity.
- 19 percent of the population (youth) is obese.

YOUTH DEVELOPMENT BALANCE SHEETS



Youth and Education

PROGRESS

DEPRIVATION

Primary

- Primary level net enrolment is high at 77.3 percent.
- Primary level gross enrolment declined, from 127.4 in 2006 to 104.9 percent in 2013.
- Dropout rate declined from 59 percent in 2006 to 32.9 percent in 2013.

- 9 percent of youth (15 years and above) are still in primary education.
- Close to 50 percent of youth, especially in rural areas, are only functionally literate.
- The quality of education is low; the teacher to pupil ratio is 1:34, and a significant population of teachers are unqualified.

Secondary

- Transition rate from primary to secondary education improved steadily from 67 percent in 2007 to 74.6 percent in 2013.

- Youth drop out at increasing rate from form A to E; there are 19,000 students in form A, and 14,000 students in form E.
- NER in secondary education is only 37.3 percent, 2013.
- GER in secondary education is only 55.4 percent, 2013.
- There is a low pass rate in maths and science.

Tertiary

- Number of youth graduating from tertiary institutions has increased in the last 10 years.

- Majority of those from poor households do not reach tertiary level.
- Half of those with tertiary level qualifications (7,500) do not find jobs within 6 months or more after graduation.
- Low number of youth qualified in maths, science and engineering.
- Low number of high-end qualifications (MSc, MA, PhD and above).

TVET

- Low access to TVET at a high level (junior degree and higher) TVET.
- Low creativity and low enrolment in creative arts.

ICT and other skills

- Low computer and digital literacy.
- Most learners complete studies with limited life skills, soft skills and entrepreneurship skills.

YOUTH DEVELOPMENT BALANCE SHEETS



Youth and Employment

PROGRESS

- Increasing number of young farmers each year.

DEPRIVATION

- There is high youth unemployment at 30.5 percent.
- Child labour is at 22 percent.
- There is low youth entrepreneurship: 7.5 percent own businesses and 43.5 percent do not want to own businesses.
- 87 percent of females and 65 percent of males are income dependent.

External Migration

- Beneficial inward migration of professionals in mining, manufacturing and health sectors.

- Increasing numbers of young illegal migrants mostly to RSA that are exposed to abuse and manipulation.



Youth, Culture and Gender

PROGRESS


- Increasingly young women are economically active.

DEPRIVATION

Primary

- There is a low involvement of young females with decision-making power in family, economic and political spheres due to a culture of subordination of women.
- LGBT individuals are more vulnerable to abuse and exclusion.
- 86 percent of women have endured VAW (injury, denied dignity and freedom).
- There are incidences of property grabbing by family members upon death of a male spouse.
- Males, especially first-borns have a defined role of protecting and providing for their parents and siblings in difficult times, and often therefore drop out of school early.
- Some young males are admitted to initiation schools without having completed their primary education.

YOUTH DEVELOPMENT BALANCE SHEETS

 Youth, Political Participation and Civic Engagement	
PROGRESS	DEPRIVATION
<i>Political Participation</i>	
<ul style="list-style-type: none"> - 47 percent of youth have participated in parliamentary consultations. - Youth participate in public gatherings. - 58 percent and 46.9 percent of youth vote in general elections and local elections, respectively. 	<ul style="list-style-type: none"> - Youth are not represented in cabinet. - Only 6 percent (1 person) of youth are in parliament. - There is a low representation of youth in the political structures of the local councils.
<i>Civic Participation</i>	
<ul style="list-style-type: none"> - Youth participate in social network sites to discuss political and social issues of national concern. - Patriotism still prevails, majority of young people are still serving their country or temporarily migrate for work to RSA and other countries. - 33 percent of youth are in faithbased organisations. - Youth are largely not xenophobic (maintained living in harmony with foreign nationals, refugees and others). 	<ul style="list-style-type: none"> - 81 percent of youth do not seek membership in issue-based NGOs. - Only 25.8 percent of youth participate in youth organisations.

YOUTH DEVELOPMENT BALANCE SHEETS



Environment and Climate Change

PROGRESS

DEPRIVATION

Biodiversity

- 0.4 percent of the land area is under conservation (intergenerational equity).

- Species are threatened by extinction.
- 63 percent of the population, including youth, live on degraded land.

Environmental Services

- Youth are involved in recycling services/enterprises.
- The majority of youth live in acceptable quality of houses.

- 91 percent of youth have no/limited access to electricity.
- 75 percent have no/limited access to improved sanitation.
- 60 percent have no/limited access to clean cooking and lighting fuel (carbon-based fuel).

Environment and Climate Change Education

- There is an increasing number of young professionals.

- There is limited basic knowledge on environment and climate change among youth.

Climate Change

- Lesotho has low carbon emissions.

- There is a limited proportion of households/youth with the capacity and preparedness to respond to disasters and climate change effects.
- Most of the infrastructure is not climate proofed, and is not likely to meet the needs of future generations.

YOUTH DEVELOPMENT BALANCE SHEETS



Disability

PROGRESS

- 2.6 percent (54.8 percent males and 45.2 percent females) of the population is disabled, compared to 11.8 percent in high income countries and 18 percent in low income countries.
- An increasing number of young people with hearing problems are trained in sign language. The number of youth competent in sign language is therefore increasing each year.

DEPRIVATION

- The youth population living with disability cannot easily access health information, including on the prevention of health-related disabilities.
- Youth population living with disability cannot easily access health services.
- 6 percent of pupils with blindness at secondary level are without necessary teaching aids, reading material, and proper access to facilities.
- At the tertiary level, only 2 institutions admit learners with disabilities and only 10 are enrolled.
- Most of the disabled youth are not employed.
- Majority of the population with disability do not access public spaces easily.
- Poor access to basic services affects youth with disability more adversely.

YOUTH DEVELOPMENT BALANCE SHEETS



Gender

PROGRESS

- Transition rate from primary to secondary level is high at 74.6 percent, with marginal differences between males and females.

DEPRIVATION

- HIV prevalence is high among females aged 20-24: 24.1 percent of females and 5.9 percent of males are HIV positive.
- HIV prevalence is high among married and previously married individuals: among married individuals: 30.7 percent males, 26.4 percent females; among divorced/separated individuals: 30.8 percent males, 59.2 percent females; among widowed individuals: 62 percent males, 59.5 percent females.
- One third of the economically inactive population is engaged in unpaid housework and care without adequate social security support; they are predominantly female.
- Females are more income dependent.
- There is limited participation of men in textiles manufacturing.
- There is limited participation of young women in the mining sector.
- Secondary GER was 63.6 percent for females, and 46.9 percent for males in 2013. - Secondary NER was 45.6 percent for females and 29.2 percent for males in 2013.
- GPI shows more males only in form A and ranges between 1.3 and 1.42 in subsequent years.
- Tertiary level GPI ranges between 3.9 and 7.7 for all institutions except Lerotholi Polytechnique, which has GPI of 0.4.
- Women enrolment in maths, science and engineering is even lower.
- Women and girls are most adversely affected by use of carbon-based cooking and lighting fuels.

YOUTH DEVELOPMENT BALANCE SHEETS



Rural–Urban Disparities

PROGRESS

- Contraception prevalence rate is increasing and there are slight differences between rural (71 percent) and urban useage.
- Knowledge of HIV status is 59.2 percent in urban areas and 63.6 percent in rural areas.
- Access to water is high in both urban and rural areas.

DEPRIVATION

- STI infection rate is higher in urban areas than rural areas (18.5 percent urban, 7.2 percent rural)
- Lower percentage of urban youth (42.9 percent) use health clinics when ill than rural youth (64.7 percent).
- Alcohol consumption is higher in urban areas (28 percent) than in rural areas (13.5 percent).
- Youth substance abuse is higher in urban areas (18.8 percent) than in rural areas (7.2 percent).
- Teenage pregnancy and early marriage are higher in rural areas.
- Youth unemployment is higher in rural areas (36.4 percent) than urban areas (30.5 percent).
- 43 percent of youth in rural areas attained primary school education only compared to 18 percent in urban areas; 64 percent are females.
- 18.2 percent of rural youth have no educational qualification at all, whereas 9.2 percent in urban areas do.
- Only 50.8 percent of rural youth could read English with ease compared to 83.3 percent in urban Lesotho.
- Use of electricity is much lower in rural areas. For cooking and lighting respectively, this is around 3 percent and 15 percent in rural areas, compared to 37 percent and 66 percent in urban areas.

TECHNICAL NOTE: MEASURING YOUTH DEVELOPMENT

A.1

Introduction

Five indices have been calculated to measure human development among Lesotho's youth in the Lesotho NHDR 2014. These are: (i) the Human Development Index (HDI); (ii) the Multi-dimensional Poverty Index (MPI); (iii) Gender Inequality Index (GII); (iv) the Youth Development Index (YDI); and (v) the Youth Vulnerability Index (YVI). The five indices cover critical components of human development, namely, health, education, standard of living, political participation and social cohesion. This technical note indicates how each of them was calculated and the values that were found in each calculation. It also presents the key interpretations of the values calculated.

A.2

Human Development Index

The Human Development Index (HDI) is a composite index that measures progress in human development. It focusses on three essential elements, namely: a long and healthy life, access to knowledge, and a decent standard of living. In line with the thinking guiding the human development approach, the HDI was created to emphasize that people and their capabilities and not economic growth alone should be the ultimate criteria for assessing the development of a country. The Human Development Index was calculated using the indicators of life expectancy, mean years of schooling, expected years of schooling, and gross national income (GNI) per-capita.

A.2.1

Calculating the Human Development Index

The Human Development Index in this report was calculated following the method and data used in the global Human Development Report of 2013. The calculation of HDI involves two stages, where the first stage creates the dimension indices and the second stage is concerned with aggregating the dimension indices to produce the HDI. In the first stage, the indicators were transformed into indices in an interval [0, 1], using minimum and maximum values that were set as goalposts. Maximum values are the highest values in the time series of indicators in the period 1980 to 2012, whereas minimum values are set at 20 years for life expectancy, at 0 years for both of the education indicators and at \$100 per capita gross national income (GNI). Indicator values represent the country's overall score in that indicator, if available. The indicator value is then used for calculation of the respective indices.

After setting the minimum and maximum values, the dimension indices for health, education and standard of living were calculated using the following equation:

$$\text{Dimension Index} = \frac{\text{actual value} - \text{minimum value}}{\text{maximum value} - \text{minimum value}} \quad (1)$$

In the case of knowledge, Equation (1) was applied to each of the two indicators of knowledge to calculate the respective indices. Subsequent to that a geometric mean of the indices was calculated to arrive at the combined education index.

Life expectancy index =

$$\frac{48.7 - 20}{83.6 - 20} = 0.451258$$

Mean years of schooling index =

$$\frac{5.9 - 0}{13.3 - 0} = 0.443609$$

TECHNICAL NOTE: MEASURING YOUTH DEVELOPMENT

Table A.1: Dimensions, Indicators and Goal Posts of Indicators

Dimension	Indicators	Minimum	Maximum	Indicator Value
Health	Life expectancy at birth (years)	20	83.6 (Japan, 2012)	48.7
	Mean years of schooling	0	13.3 (United States, 2010)	5.9
Knowledge	Expected years of schooling	0	9.6 (capped at)	9.6
	Combined education index	0	0.971 (New Zealand, 2010)	
Standard of living	GDP per capita (PPP US\$)	100	87,478 (Qatar, 2012)	1,879

Expected years of schooling index =

$$\frac{9.6 - 0}{18.0 - 0} = 0.533333$$

Combined education index =

$$\frac{\sqrt{0.443609 \cdot 0.533333} - 0}{0.971 - 0} = 0.500933$$

Income index =

$$\frac{\ln(1,879) - \ln(100)}{\ln(87,478) - \ln(100)} = 0.433029$$

The second step of aggregating the dimension indices for the purposes of producing the Human Development Index consists of calculating the index as the geometric mean of the three dimension indices using the following formula:

$$HDI = \left(I_{\text{Health}}^{\frac{1}{3}} \cdot I_{\text{Knowledge}}^{\frac{1}{3}} \cdot I_{\text{Income}}^{\frac{1}{3}} \right)$$

The calculated Human Development Index is given as

$$\sqrt[3]{0.451258 \cdot 0.500933 \cdot 0.433029} = 0.461$$

Data Sources

Sources of data that are used to calculate the Human Development Index are:

- Life expectancy at birth: UNDESA (2011)
- Mean years of schooling: UNESCO Institute for Statistics (2012)
- Expected years of Schooling: UNESCO Institute for Statistics (2012)
- GNI per capita: World Bank (2012a)
- IMF(2012)

TECHNICAL NOTE: MEASURING YOUTH DEVELOPMENT

Table A.2: Dimensions, Indicators and Goal Posts of Indicators (Local Sources)

Dimension	Indicators	Minimum	Maximum	Indicator Value
Health	Life expectancy at birth (years)	20	83.6 (Japan, 2012)	49.4
	Mean years of schooling	0	13.3 (United States, 2010)	5.9
Knowledge	Expected years of schooling	0	9.6 (capped at)	11.1
	Combined education index	0	0.971 (New Zealand, 2010)	
Standard of living	GDP per capita (PPP US\$)	100	87,478 (Qatar, 2012)	2.798

Health index =

$$\frac{49.4 - 20}{85 - 20} = 0.452307$$

Mean years of schooling index =

$$\frac{5.9 - 0}{15 - 0} = 0.393333$$

Expected years of schooling index =

$$\frac{11.1 - 0}{18.0 - 0} = 0.616667$$

Education index =

$$\frac{0.393333 + 0.616667}{2} = 0.505000$$

Income index =

$$\frac{\ln(2,798) - \ln(100)}{\ln(75,000) - \ln(100)} = 0.503241$$

the calculated Human Development Index is given as

$$HDI = \left(I_{\text{Health}}^{\frac{1}{3}} \cdot I_{\text{Education}}^{\frac{1}{3}} \cdot I_{\text{Income}}^{\frac{1}{3}} \right)$$

This is slightly higher than the HDI of 2013 of 0.461.

Data Sources

Sources of data that are used to calculate the Human Development Index are:

- Life expectancy at birth: UNDESA (2011)
- Mean years of schooling: UNESCO Institute for Statistics (2012)
- Expected years of Schooling: UNESCO Institute for Statistics (2012)
- GNI per capita: World Bank (2012a) IMF(2012)

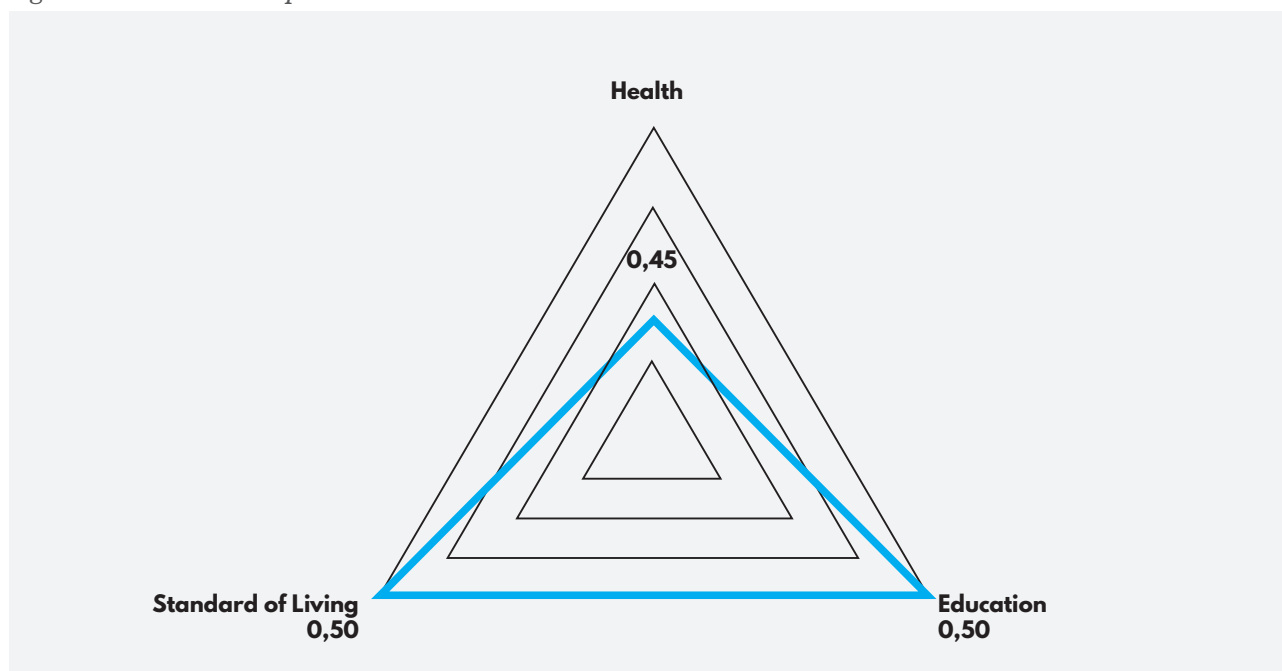
The 2014 HDI is computed using the same method as the one used for the 2013 HDI, except in the case of the education index where a different formula is used. The education index is calculated as the simple average of the mean years of schooling Index and expected years of schooling, while in 2013 HDI the two indices were combined using a different formula to produce a combined education index.

A.2.2 Interpretation of Human Development Index

The Human Development Index value of 0.461 summarizes the long-term progress in human development by capturing the average achievements of the country in the three basic

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Figure A.1: Human Development Index Dimensions



dimensions of human development: long and healthy life, access to education and a decent standard of living. This value is low. According to UNDP (2013) it is below the average of 0.466 for countries that were categorized as the low human development group and it is below the average of 0.475 for countries that are in Sub-Saharan Africa.

Figure A.1 is a radar chart, showing the relative contribution of the three dimensions of health, education and standard of living, to the human development index. Access to education and standard of living with an index values of 0.50 had the greatest contributions to human development. The health index is slightly lower with a value of 0.45. This indicates that access to education measured by the average number of years of education received in a life-time, by people aged 25 years and older, together with the total number of years of schooling that a child of school-entrance age can expect to receive if prevailing patterns of age-specific enrolment rates stay unchanged throughout the child's life, play a significant role in human development. This is when it is compared with a long and healthy life measured by the average number of years that a newborn could expect to live if he or she were to pass through life subject to the age-specific mortality rates of a given

period, and a decent standard of living measured by the Gross Domestic Product (GDP) per capita expressed in United States Dollar (US\$) which is then converted using purchasing power parity (PPP) rates. According to the radar chart the contribution of a long and healthy life to human development is slightly higher than that of a decent standard of living.

Key Message

The index values of health, education and standard of living are relatively very low. Lesotho therefore needs to invest more in job creation to increase the standard of living and perhaps focus on improving the quality of health and education services in order to increase the index values of these two dimensions of the HDI.

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A.3

Youth Development Index (YDI)

The Youth Development Index (YDI) was first developed by the United Nations Educational, Scientific and Cultural Organization (UNESCO) in 2003 for an assessment of youth development in Brazil. The YDI is a tool used to evaluate the level of development of the young generation. It was developed with the purpose of measuring youth development by analysing progress in areas of importance to youth and areas where youths are more exposed to vulnerability and social exclusion.

The development of YDI was based on the Human Development Index and hence consists of the same dimensions that are used for the calculation of the HDI. Thus the YDI is close both in its essence and its methodology to calculating the HDI. It is, however, different from the HDI as it reflects the status of a certain age group, which is youth (in Lesotho this refers to persons between the ages 15 and 35 years). The choice of indicators used under each dimension was determined by the purpose of the index, national priorities and availability of data. The indicators were used to assess the peculiarities of youths as well as to measure the extent of exclusion and social integration of youths.

A.3.1 Calculating Youth Development Index

The calculation of the Youth Development Index in this report followed the UNESCO methodology used for the Brazil Youth Development Index, UNESCO, (2004), however with modification on some indicators to portray achievement in youth development rather than youth deprivation. It involves two stages where the first stage comprises creation of the dimension indices and the second stage is the aggregation of the dimension indices to produce the YDI. In creating the dimensions indices, in the first stage, the indicators were transformed into indices in an interval [0, 1], using minimum and maximum values that are set as

goalposts. Description of how indicators in the YDI were constructed and sources of data for each indicator are given in Box A.1.

Table A.3 presents dimensions in the YDI, indicators, the set minimum and maximum values together with the proportion of the indicator to dimension and proportion of the dimension within the Youth Development Index.

Youth Development Index Standardizing and Calculation of Dimension Indices

After setting the minimum and maximum values, the indicators were transformed into dimension indices in the initial step of the calculation of the YDI. The transformation process applied Equation (1) used under the Human Development Index.

In the case of education quality, Equation (1) was applied to each of the two indicators; pupil teacher ratio and pass rate, to calculate the respective indices. Subsequent to that a geometric mean of the indices was calculated to arrive at the Education quality index.

Literacy index =

$$\frac{91.9 - 0}{100 - 0} = 0.919$$

Appropriate schooling index =

$$\frac{30.7 - 0}{100 - 0} = 0.307$$

Pupil teacher ration index =

$$\frac{24.9 - 14.5}{41.5 - 14.5} = 0.385$$

Pass Rate Index =

$$\frac{63.3 - 0}{100 - 0} = 0.633$$

The geometric mean is used to aggregate the pupil teacher ratio index and the pass rate teacher ratio to give the education equality index as follows:

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BOX A.1: CONSTRUCTION OF INDICATORS FOR YDI

Youth literacy rate: The percentage of literate persons aged 15 to 35 years (youths) relative to the total number of youth interviewed in the 2011 Lesotho Demographic Survey (LDS) data.

Appropriate Schooling: The percentage of persons aged 15 to 35 years still attending and completed from Junior Certificate, Cambridge Overseas School Certificate (C.O.S.C.) to college schooling, relative to the total number of youth interviewed in the 2012 Lesotho Youth Empowerment Survey (LYES) of UNDP.

Quality of Education: It is measured using two indicators. The first indicator is the combined weighted pass rate at the secondary Junior Certificate (J.C) and C.O.S.C. levels. The second indicator is pupil teacher ratio at the secondary level. The two indicators are from the Education Statistics Bulletin of 2013 by the Statistics Office of the Education Planning unit in the Ministry of Education and Training.

Youth Survivorship: It is calculated as the probability of a person aged 15 years surviving through the interval 15 to 34 years. The probability is calculated from life tables constructed by BOS from the 2011 LDS data.

Per Capita Family Income: This is the average income for households with persons of ages 15 to 35 years (youths), calculated as the total income of all households divided by the total number of members of households a using the 2012 Household Budget Survey data.

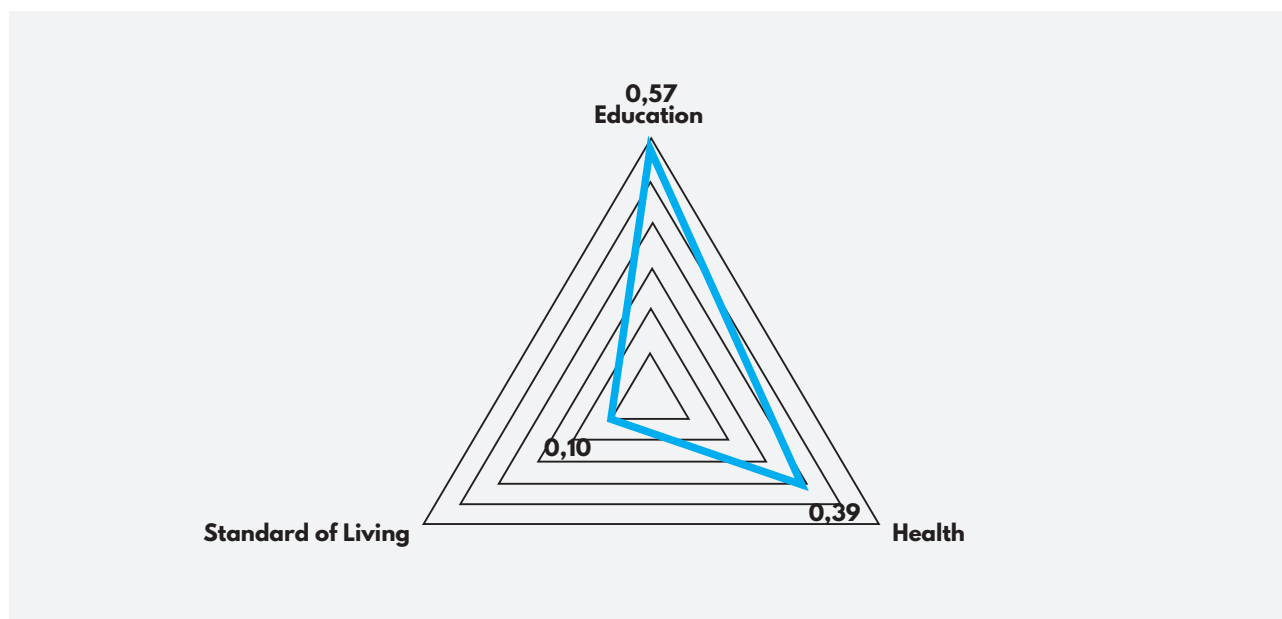
Survivorship in this context is about survival of individuals who are alive at age 15 years and will survive to age 34 years.

Table A.3: Dimensions, Indicators, Goalposts and Proportions for the YDI

DIMENSION & INDICATORS	Minimum	Maximum	Indicator Value	Proportion of the Indicator to Dimension	Proportion of the Dimension Within the YDI
EDUCATION					
Youth literacy	0	100	91.9	1/3	
Appropriate Schooling	0	100	30.7	1/3	
Education Quality	0	1		1/3	1/3
Pass rate	0	100	63.3	½*	
Pupil teacher ratio	14.5	41.5	24.9	½*	
HEALTH					
Survivorship of youth	77.39	98.85	85.90	1	1/3
STANDARD OF LIVING					
Per capita family income(LsL)	0	30342	2966	1	1/3

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Figure A.2: Youth Development Index Dimensions



Education quality index =

$$\sqrt{0.385 \cdot 0.633} = 0.494$$

The education index is calculated as the arithmetic mean of the three indices for the three indicators, namely, illiteracy, appropriate schooling and education quality as

Education index =

$$\frac{0.919 + 0.307 + 0.494}{3} = 0.573$$

Survivorship index =

$$\frac{85.90 - 77.39}{98.85 - 77.39} = 0.397$$

The survivorship index is calculated on the basis of the probability of a person aged 15 years surviving to age 34 years using the maximum survivorship probability of 98.85% for Japan and the minimum survivorship probability of 77.39% in an African country (UNDP, 2010).

Income index =

$$\frac{2966 - 0}{30342 - 0} = 0.098$$

In the second step, the dimension indices were aggregated for the purposes of computing the Youth Development Index. The aggregation was done using the formula used to calculate the HDI and hence the YDI is the geometric mean of the indices of the three dimensions; education, health and standard of living given as

$$YDI = \left(I_{\text{Health}}^{\frac{1}{3}} \cdot I_{\text{Education}}^{\frac{1}{3}} \cdot I_{\text{Standard of living}}^{\frac{1}{3}} \right)$$

The Youth Development is therefore calculated as

$$\sqrt[3]{0.397 \cdot 0.573 \cdot 0.098} = 0.282$$

A.3.2 Interpretation of Youth Development Index

The value of the Youth Development Index of

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0.282 gives a summary of long-term progress in youth development, which captures the average achievements of the country in the three basic dimensions: education, health and standard of living. The value is very small and it indicates that the country performed poorly in youth development.

Figure A.2 compares the contribution of each of the three dimensions to the long-term progress of youth development in Lesotho. Standard of living, with an index of 0.098, has made the smallest contribution to the development of youth as compared to the other two dimensions; education and health. This implies that the standard of living measured by the per capita family income, which is the amount of the monthly family income divided by the number of family members in the families of youths, is the key factor constraining the development of youths in Lesotho. The value of the education index is 0.573, indicating that education has had the highest contribution in youth development, followed by health with an index of 0.397.

Key Message

Whilst poverty is known to be a multi-dimensional phenomenon, the lack of access to income among the youth as depicted in the standard of living index is a major contributing factor to the low YDI score. To improve the human development outcomes of the youth, employment creation for the youth should be given paramount importance. Furthermore there needs to be greater investment in the health services for youth since the health index value of 0.397 is also very low.

A.4

Multi-dimensional Poverty Index

The Human Development Approach holds that poverty entails much more than low levels of income. Poverty is a dynamic and multi-dimensional state that entails several kinds of deprivation. The Multi-dimensional Poverty Index (MPI) was developed in 2010 by the Oxford Poverty

and Human Development Initiative (OPHI) and UNDP. This index measures acute poverty at the individual level in the form of people's experiences of multiple deprivations. It replaced the previously used Human Poverty Index (HPI) and complements income poverty measures by reflecting the deprivations that each poor person faces at the same time with respect to the three dimensions of the HDI, namely health, education and standard of living.

A.4.1 Calculating Multi-dimensional Poverty Index

The Multi-dimensional Poverty Index was calculated following the methodology developed by Alkire et al. (2011). This methodology includes identifying 'who is poor' by considering a number of deprivations people experience and aggregating the information to reflect societal poverty in a robust manner.

The data used to calculate the MPI are from the Lesotho 2009 Demographic and Health Survey (LDHS). The data for households with persons aged 15 to 35 years (youth) and relevant indicators were extracted from different sets of data of the LDHS. Each youth is assigned a deprivation score according to his or her household's deprivations in each of the 10 indicators. The Maximum score is 100 percent and each dimension is assigned an equal weight such that the maximum score in each dimension is 33.3 percent. The health and education dimensions have two indicators each, and as a result each indicator carries the weight of $33.3/2$ or 16.7 percent. The standard of living dimension consists of six indicators and each indicator carries a weight of $33.6/6$ or 5.6 percent. Box A.2 presents dimensions, indicators and their explanation indicating deprivation of youth.

In identifying multi-dimensionally poor youths, the sum of deprivation scores for each household was computed to obtain the household deprivation, denoted by c . A cut-off point of 33.3 percent, which is an equivalence of one third of the weighted indicators, was used to identify the poor and non-

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BOX A.2: DIMENSIONS, INDICATORS AND WEIGHTS FOR MPI DEPRIVATION OF YOUTH IS MEASURED USING EACH OF THE INDICATORS.

1. Education – Each indicator is weighted equally at $1/3 \div 2$
 Years of Schooling: deprived if he or she did not complete 16 years of schooling.
 School Attendance: deprived if a child of school going age (6 to 17 years) in his or her household is not attending school.
2. Health- Each indicator is weighted equally at $1/3 \div 2$
 Child mortality: deprived if any child has died in his or her household.
 Nutrition: youth is deprived if his or her body mass index (BMI) is below 18.5.
3. Living standards - Each indicator is weighted equally at $1/3 \div 6$.
 Electricity: deprived if his or her household has no electricity
 Drinking water: deprived if his or her household does not have access to clean drinking water or if clean water is more than a 30 - minute walk (round trip).
4. Sanitation: deprived if his or her household lacks adequate sanitation or if their toilet is shared.
 Flooring: deprived if his or her household has dirt, sand or dung floor.
 Cooking Fuel: deprived if his or her household cooks with wood, charcoal or dung.
 Asset ownership: deprived if his or her household does not own more than one of radio, TV, telephone, bicycle, motorcycle, or refrigerator and does not own a car.

poor. In the MPI, a youth is considered multi-dimensionally poor if the deprivation score of his or her household is 33.3 percent or higher. In other words, for a youth to be considered multi-dimensionally poor his or her deprivation must not be less than a third of the weighted indicators, used to compute the MPI. Youths from households with a deprivation score of 20 percent or higher but less than 33.3% are at risk of becoming multi-dimensionally poor. However, youths from households with a deprivation score of 50 percent or higher are severely multi-dimensionally poor.

The MPI combines two key components, namely, 1) the incidence or proportion of people within a given population who experience multiple deprivations and 2) the intensity of people's deprivation, which is the average proportion of weighted deprivations that people experience. After determining whether the household is deprived in each indicator, the next stage is to

compute the deprivation scores by weighing the deprivations and computing the sum of weighted deprivations for each household. A household is then classified as multi-dimensionally poor if the sum of its weighted deprivations is 0.333 or higher, otherwise a household is classified as not poor. After identifying poor and non-poor households, the non-poor will be ignored for further calculations and this is called censoring. Subsequent calculations will be based on the censored scores, which consider multi - dimensionally poor households only.

The MPI value is the average deprivation scores c , which are above 0.333, for the population and can be expressed as a product of two key components, the incidence or proportion and the intensity of poverty.

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The first component is referred to as the multidimensional headcount ratio denoted by H and is given as

$$H = \frac{q}{n}$$

where q is the number of people who are multi-dimensionally poor and n is the total population. The second component, called the intensity or depth of poverty denoted by A , is the average deprivation score of multi-dimensionally poor people and can be expressed as

$$A = \frac{\sum_{i=1}^q c_i(k)}{q}$$

where $c_i(k)$ is the censored deprivation score of individual i and q is the number of people who are multi-dimensionally poor. The intensity of poverty, A , reflects the proportion of the weighted indicators in which, on average, poor people are deprived.

The MPI is computed as the product of the multi-dimensional headcount ratio and the intensity of poverty and is defined as

$$\text{MPI} = H \times A$$

The deprivation score c of a poor person can be expressed as the sum of the deprivations in each dimension j ($j = 1, 2, 3$), $c = c_1 + c_2 + c_3$

The contribution of dimension j to multi-dimensional poverty can be defined as:

$$\text{contrb}_j = \frac{\sum_i c_j}{\text{MPI} \times n}$$

The computation of MPI for youths in this report is based on 277 members of 44 households with at least one youth, as well as data on the required indicators. An example that shows how the MPI was computed is presented in Table A.4, where the first 4 of the 44 households were used.

A.4.2 Interpretation of MPI

Multi-dimensional headcount ratio (H) was computed as $\frac{191}{277} = 0.690$, where 277 is the total number of members of the households which had at least one youth together with the data on the indicators used to compute the MPI, while 191 is the number of members in the households who were identified as multi-dimensionally poor. The value of H indicates that 69 percent of people in the households of youth were multi-dimensionally poor, meaning that they were living in acute poverty. This indicates that they were deprived at least in either a) all indicators of one dimension or b) a combination across dimensions such as being in a household with malnourished person(s), no clean water, dirt floor and un-improved sanitation.

The intensity of poverty (A) was computed as $\frac{87.63}{191} = 0.459$, where 87.63 is the sum of the censored deprivation scores. This shows that on average people who were members of households of youths and were identified as poor were deprived in 46% of the weighted indicators.

The MPI is computed as the product of H and A , and its value is 0.317. This value represents part of the population of people who were multi-dimensionally poor, adjusted by the intensity of the deprivation experienced. The adjustment is necessary because it is not enough to consider the multi-dimensional headcount ratio alone and say that 69 percent of people living in the households of youths are multi-dimensionally poor, without considering the intensity. The question is; are they all equally poor or deprived or are they deprived in 100% of all the considered deprivations?

Since it has been indicated that 69% of people in the households of youths were multi-dimensionally poor but they were on average deprived in 45.9% of the weighted indicators, the MPI indicates that members of households of youths who were living in acute poverty were deprived in 31.7% of the total potential deprivations they could experience on the whole. It simply indicates the intensity of poverty for people who were living in acute poverty.

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Table A.4: Multi-dimensional Poverty Index Indicators and Weights

Indicators	Households				Weights
	1	2	3	4	
Household Size	10	6	6	9	
Education					
Years of Schooling of Youth(< 16 years)	0	0	1	0	1/3÷2 = 0.167
School Attendance	0	1	0	0	1/3÷2 = 0.167
Health					
Child Mortality	0	0	0	0	1/3÷2 = 0.167
Nutrition (BMI <18.5)	0	0	0	0	1/3÷2 = 0.167
Living Standard					
Households use 'dirty' cooking fuel (dung, firewood or charcoal)	1	1	1	1	1/3÷6 = 0.056
No access to adequate sanitation	1	1	1	1	1/3÷6 = 0.056
No access to clean drinking water	0	0	0	1	1/3÷6 = 0.056
No electricity	1	1	1	1	1/3÷6 = 0.056
Household has dirt floor	1	0	0	1	1/3÷6 = 0.056
Household has no car and owns at most one of: bicycle, motorcycle, radio, refrigerator, telephone or television	1	0	1	1	1/3÷6 = 0.056
Results					
Score c_i , Sum of weighted deprivation	0.280	0.335	0.391	0.336	
Is the household poor ($c \geq 0.333$)?	No	Yes	Yes	Yes	
Censored score $c_i(k)$	0	0.335	0.391	0.336	

Note: 1 indicates deprivation in the indicator, 0 indicates no deprivation.

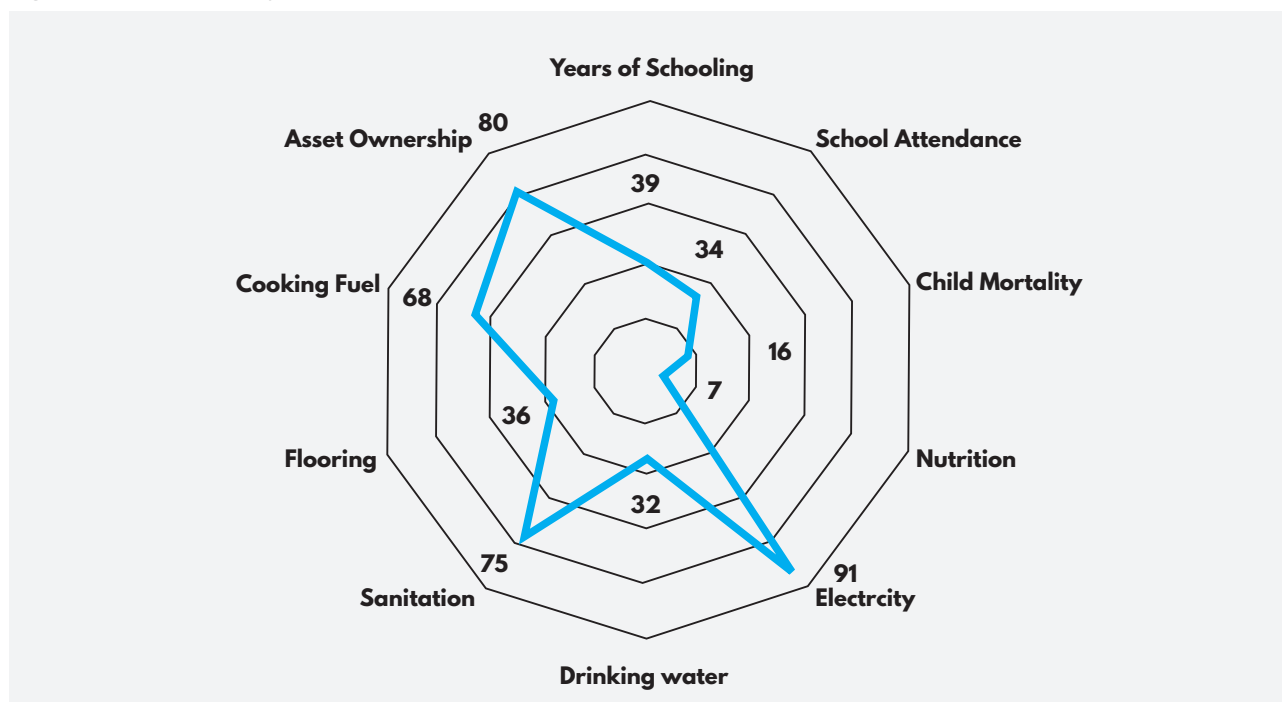
Figure A.3 presents a spider chart showing indicators where people who were identified as multi-dimensionally poor were deprived, and the contribution of indicators to the overall deprivation. The contribution is indicated by the proportions of households which were deprived for each indicator.

Four of the indicators used to compute the MPI made an outstanding contribution to the overall deprivation of multi-dimensionally poor people. This is shown by high proportions of households who experienced deprivation in the indicators. The indicators are: lack of electricity, lack of

ownership of assets, lack of adequate sanitation and households using 'dirt' cooking fuel with 91%, 80%, 75% and 68% of households which were deprived, respectively. The proportions of households who were deprived due to nutrition (7%) and child mortality (16%) were the smallest when they are compared with the rest of the indicators. In general, households performed badly in the outstanding indicators, better in the indicators with small proportions and moderately in the four indicators: years of schooling, type of flooring, school attendance, access to clean drinking water with 39%, 36%, 34% and 32% of households who were deprived respectively.

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Figure A.3: Proportions of Deprived Households



Key Message

The four key contributing factors to youth poverty comprise lack of access to sanitation, lack of access to cooking fuels, lack of access to electricity, lack of asset ownership. These areas should therefore be given priority in development planning for the improvement of the lives of young people in Lesotho.

A.5

Gender Inequality Index

The Gender Inequality Index (GII) was introduced in the 2010 Human Development Report. GII provides a more comprehensive measure of gender equality. The GII does not focus on women's empowerment but rather adopts a broad gender approach focusing on equality of sexes. The index uses three dimensions, namely, reproductive health, empowerment, and labor force participation

in order to reflect gender-based disadvantages. It measures the loss in potential human development caused by inequality between men's and women's achievements in the above mentioned dimensions. The value of GII ranges from 0 to 1, where 1 indicates that women and men fare equally, and 0 indicates that there is inequality between sexes in all measured dimensions.

A.5.1 Calculating Gender Inequality Index

The Gender Inequality Index is calculated using the association-sensitive measure introduced by Seth (2009). It is based on the general mean of general means of different orders. The first aggregation is produced by the geometric mean across dimensions. The means are calculated separately for young men and women and thereafter they are aggregated using a harmonic mean across genders. The dimensions, description of how indicators in the GII were constructed and data sources are given in Box A.3.

The calculation of the GII involves five stages, where the first stage of computing the GII is

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BOX A.3: DIMENSIONS, INDICATORS' AND WEIGHTS FOR GII

1. Reproductive Health

Maternal mortality ratio (MMR): Annual number of female deaths per 100,000 live births. It is calculated from the Lesotho 2009 Demographic and Health Survey (DHS) Report.

Adolescent fertility rate (AFR): annual number of births to women aged 15 to 19 years per 100 women in the same age group from the Lesotho 2009 DHS Report.

2. Empowerment

Parliamentary representation: proportions of female and male youths' representation in parliament. It is calculated from the 2012 information on the number of seats for the 9th Parliament of Lesotho.

Attainment at secondary and higher education: proportion of youth with secondary education and higher, calculated from the Lesotho Empowerment Survey (LEYS) of 2013.

3. Labour force

Labour force participation: proportions of male and female youth participation in the labour force according to the 2008 Lesotho Integrated Labour Force Survey (LILFS).

Table A.5: Dimensions and Indicators for Gender Inequality Index

Sex	Reproductive Health		Empowerment		Labour Force
	Maternal mortality ratio (MMR)	Adolescent fertility ratio (AFR)	Parliamentary representation (PR)	Attainment at secondary & higher education	Labour force participation rate (LFPR)
Female	1155	19.6	0.025	0.277	0.476
Male	na	na	0.058	0.174	0.525

dealing with zeros and extreme values to create an enabling environment for calculating the geometric mean, since this mean cannot be calculated from a zero value. The minimum value of parliament representation is set at 0.1% since female representation to parliament for countries reporting zero is assigned a value of 0.1%. The minimum and maximum for maternal mortality ratio is set at 100 and 1000 deaths per 100 000 births, respectively, in the present case. This is based on the UNDP 1990 to 2011 trends of maternal mortality rate (UNDP, 2013). The dimensions, indicators and their values for both young men and women are presented in Table A.5.

The second stage uses the geometric means to aggregate across dimensions within each gender group.

The aggregating formula for young women is given as:

$$G_f = \sqrt[3]{\left(\frac{100}{MMR} \cdot \frac{1}{AFR}\right)^{\frac{1}{2}} \cdot (PR_f \cdot SE_f)^{\frac{1}{2}} \cdot LFPR_f}$$

MMR is maternal mortality ratio, AFR is adolescent fertility ratio, PRF is Parliamentary representation for females, SEF is attainment at secondary and

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higher education for females, and LFPRF is the labour force participation rate for females.

In the case of young men the aggregating formula is given as:

$$G_M = \sqrt[3]{1 \cdot (PR_M \cdot SE_M)^{1/2} \cdot LFPR_M},$$

where PR_M is Parliamentary representation for males, SE_M is attainment at secondary and higher education for males, and $LFPR_M$ is labour force participation rate for males.

The third stage is of using the harmonic mean to aggregate across gender groups.

The indices for young men and women are aggregated using the harmonic mean to create the equally distributed gender index

$$HARM(G_F, G_M) = \left[\frac{(G_F)^{-1} + (G_M)^{-1}}{2} \right]^{-1}$$

The use of the harmonic mean of geometric means within groups captures the inequality between young men and women, and adjusts for association between dimensions.

The fourth stage is of calculating the geometric mean of the arithmetic means for each indicator.

The reference standard for computing inequality is obtained by aggregating female and male indices using equal weights. This treats gender equally and the indices are then aggregated across dimensions.

The geometric mean is calculated using this formula;

$$G_{\bar{F}, \bar{M}} = \sqrt[3]{\overline{Health} \cdot \overline{Empowerment} \cdot \overline{LFPR}}$$

where

$$\overline{Health} = \left(\sqrt{\frac{100}{MMR} + \frac{1}{AFR} + 1} \right) / 2,$$

$$\overline{Empowerment} = \left(\sqrt{PR_F \cdot SE_F} + \sqrt{PR_M \cdot SE_M} \right) / 2$$

and

$$\overline{LFPR} = \frac{LFPR_F + LFPR_M}{2}$$

The fifth stage is of calculating the Gender Inequality Index.

The comparison of equally distributed gender index and reference standard yields the GII, given by this formula

$$GII = 1 - \frac{HARM(G_F, G_M)}{G_{\bar{F}, \bar{M}}}$$

Using the formulas in different stages of computing GII, different components are computed as follows:

$$G_F = \sqrt[3]{\sqrt{\frac{100}{1155} \cdot \frac{1}{19.6}} \sqrt{0.025 \cdot 0.277} \cdot 0.476} = 0.138$$

$$G_M = \sqrt[3]{1 \cdot (0.058 \cdot 0.174)^{1/2} \cdot 0.525} = 0.375$$

$$HARM(G_F, G_M) = \left[\frac{1}{2} \left(\frac{1}{0.138} + \frac{1}{0.375} \right) \right]^{-1} = 0.202$$

The geometric mean of the arithmetic is

$$G_{\bar{F}, \bar{M}} = \sqrt[3]{0.686 \cdot 0.092 \cdot 0.501} = 0.317$$

The arithmetic mean, of three indicators, used to compute the above geometric mean are

$$\overline{Health} = \left(\sqrt{\frac{100}{1155} + \frac{1}{19.6} + 1} \right) / 2 = 0.686,$$

$$\overline{Empowerment} = \left(\sqrt{0.025 \cdot 0.277} + \sqrt{0.058 \cdot 0.174} \right) / 2 = 0.092$$

$$\overline{LFPR} = \frac{0.476 + 0.525}{2} = 0.501$$

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The Gender Inequality Index (GII) is

$$\begin{aligned} GII &= 1 - \frac{0.202}{0.317} \\ &= 0.363 \end{aligned}$$

A.5.2 Interpretation of Gender Inequality Index

The value of GII of 0.363 shows the existence of gender disparity among youth. One of the factors contributing to this disparity is low youth representation in parliament; in particular young women have a smaller proportion, at 2.5 %, compared with their counterparts (young men), at 5.8%. Despite higher educational attainment for young women at 27.8 %, than that of young men at 17.4%, their participation rate in the labour force at 47.6% is lower than that of young men at 52.5%.

Key Message

Young women are still significantly lagging with respect to empowerment. This arises both from their lack of participation in the labour force and their lack of representation in parliament. These should therefore be prioritised as two areas of key policy concern for human development.

A.6 The Youth Vulnerability Index

The Youth Vulnerability Index (YVI) is the measure of youth exposure and/or susceptibility to natural, man-made or technological hazards. It measures deprivation of youths in four dimensions, namely, health, education, empowerment and susceptibility to social and behavioural risks. Several indicators are used to measure vulnerabilities of youths.

A.6.1 Calculating Youth Vulnerability Index

The computation of the Youth Vulnerability Index follows the methodology used for the Human Development Index, which entails two stages. The first stage created the dimension indices while the second aggregated the indices to produce the YVI. The choice of indicators used for the YVI was determined largely by those challenges faced by youths in Lesotho which need to be addressed, and availability of data. The description of how the indicators were constructed and sources of data for each indicator are presented in Box A.4.

Youth Vulnerability Index Standardizing and Calculation of Dimension Indices

After setting the minimum and maximum values, the dimension indices were calculated using Equation (1) used under the Human Development Index and Youth Development Index.

In the case of three of the four dimensions (health, empowerment and vulnerability) with more than one indicator, Equation (1) was applied to each of the indicators to calculate the respective indices.

HIV and AIDS prevalence index =

$$\frac{22.19 - 0}{50 - 0} = 0.444$$

Smoking prevalence index =

$$\frac{20.8 - 0}{50.0} = 0.416$$

Drinking prevalence index =

$$\frac{19.7 - 0}{50 - 0} = 0.394$$

Substance abuse prevalence index =

$$\frac{4.0 - 0}{50 - 0} = 0.080$$

The health index is calculated as the arithmetic mean of the four indices for the four indicators, namely, prevalence of HIV and AIDS, prevalence of smoking, prevalence of drinking and prevalence of substance abuse.

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BOX A.4: CONSTRUCTION OF INDICATORS FOR YVI

Prevalence of HIV and AIDS: The percentage of HIV positive persons aged 15 to 35 years (youths) relative to the total number of youth test for HIV and AIDS in the 2009 Lesotho Demographic Health Survey (DHS).

Prevalence of smoking: The percentage of persons aged 15 to 35 years who smoke, relative to the total number of youth interviewed in the 2012 Lesotho Youth Empowerment Survey (LYES) of UNDP.

Prevalence of drinking: The percentage of persons aged 15 to 35 years who drink alcohol, relative to the total number of youth interviewed in the 2012 Lesotho Youth Empowerment Survey (LYES) of UNDP.

Prevalence of substance abuse: The percentage of persons aged 15 to 35 years who abuse substances, relative to the total number of youth interviewed in the 2012 Lesotho Youth Empowerment Survey (LYES) of UNDP.

Dropout out rate: The percentage of persons aged 15 to 35 years who dropped out of school, relative to the total number of youth interviewed in the 2012 Lesotho Youth Empowerment Survey (LYES) of UNDP.

Non-participation in decision-making: The percentage of persons aged 15 to 35 years who participate in decision making, relative to the total number of youth interviewed in the 2012 Lesotho Youth Empowerment Survey (LYES) of UNDP.

Unemployment rate: The percentage of persons aged 15 to 35 years which is not employed, relative to the total number of youth interviewed in the 2012 Lesotho Youth Empowerment Survey (LYES) of UNDP.

Age at first pregnancy: The age at which females get pregnant for the first time, deduced from the age at first sexual debut (National Reproductive Health Policy, 2008).

Age at first marriage: The average age at which persons aged 15 to 35 years get married for the first time from the data of 2012 Lesotho Youth Empowerment Survey (LYES) of UNDP.

Disability: The percentage of persons aged 15 to 35 years with disability, relative to the total number of youth interviewed in the 2012 Lesotho Youth Empowerment Survey (LYES) of UNDP.

Food insecurity: The percentage of persons aged 15 to 35 years which is food insecure, relative to the total number of youth interviewed in the 2012 Lesotho Youth Empowerment Survey (LYES) of UNDP.

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Table A.6: Dimensions, Goal-posts and Values of Indicators for YVI

DIMENSIONS	INDICATORS	Minimum	Maximum ¹	Indicator Value
Health	Prevalence of HIV and AIDS	0	50*	22.19
	Prevalence of smoking	0	50*	20.8
	Prevalence of drinking	0	50*	19.7
	Prevalence of substance abuse	0	50*	4.0
Education	Dropout rates	0	100*	50.8
Empowerment	Non-participation in Decision-making	0	100*	28.3
	Unemployment rate	0	100*	30.5
Susceptibility	Age at first pregnancy	12	31 (LYES, 2012)	14
	Age at first marriage	11	71(LDS, 2011)	19
	Disability	0	16 (Bangladesh, 2011)	4.9
	Food Insecurity	0	50*	11.8

Health index =

$$\frac{0.444 + 0.416 + 0.394 + 0.080}{4} = 0.334$$

Education index =

$$\frac{50.8 - 0}{100 - 0} = 0.508$$

The indices of the two indicators of under-empowerment, namely, non-participation in decision-making and the unemployment rate, are calculated as:

Non-participation in Decision-making index =

$$\frac{28.3 - 0}{100 - 0} = 0.283$$

Unemployment rate index =

$$\frac{30.5 - 0}{100 - 0} = 0.305$$

The empowerment index is computed as the arithmetic mean of the two indices as follows:

Empowerment index =

$$\frac{0.283 + 0.304}{2} = 0.294$$

The indices of the four indicators under vulnerability, which are age at first pregnancy, age at first marriage, disability and food security are computed as:

Age at first pregnancy index =

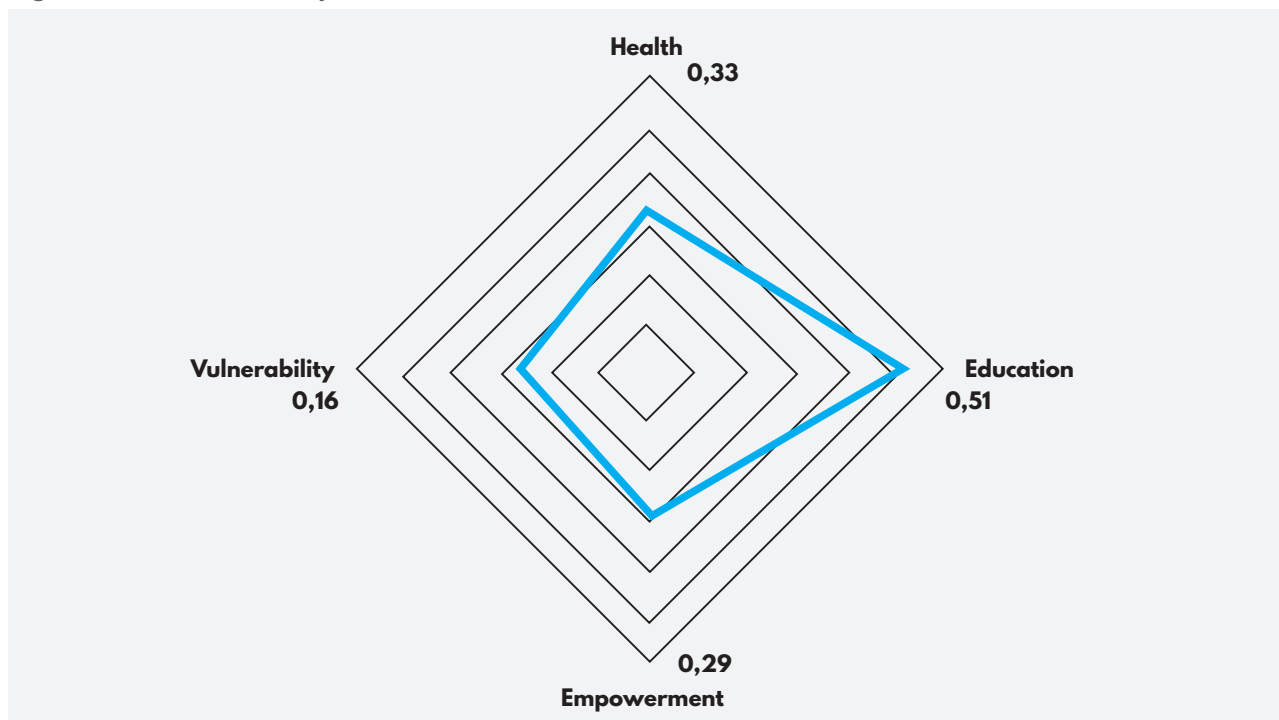
$$\frac{14 - 12}{31 - 12} = 0.105$$

Age at first marriage index =

$$\frac{19 - 11}{71 - 11} = 0.133$$

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Figure A.4: Youth Vulnerability Dimensions



Disability index =

$$\frac{4.9 - 0}{30 - 0} = 0.163$$

Food insecurity index =

$$\frac{11.8 - 0}{50 - 0} = 0.236$$

The vulnerability index is computed as the arithmetic mean of the four indices as

Vulnerability index =

$$\frac{0.105 + 0.133 + 0.163 + 0.236}{4} = 0.159$$

The YVI is computed as the geometric mean of the indices of the four dimensions, health, education, empowerment and susceptibility to social and behavioural risks, and is presented as:

$$YVI = \left(I_{\text{Health}}^{1/4} + I_{\text{Education}}^{1/4} + I_{\text{Empowerment}}^{1/4} + I_{\text{Vulnerability}}^{1/4} \right)$$

Thus the Youth Vulnerability Index is computed as

$$\sqrt[4]{0.334 \cdot 0.508 \cdot 0.294 \cdot 0.159} = 0.298$$

A.6.2 Interpretation of Youth Vulnerability Index

The value of the Youth Development Index of 0.298 provides a summary of youths' vulnerabilities which takes into consideration youths' exposures and susceptibility to varying hazards in the four dimensions: health, education, empowerment and vulnerability. The value indicates the existence of vulnerability and shows the extent to which youths are vulnerable with respect to the various dimensions. The radar chart in Figure A.4 compares the contribution of the four dimensions in the YVI. Figure A.4: Youth Vulnerability Dimensions

According to the chart, the education index measured by youths' dropout rate index has the highest value of 0.51, indicating a relatively big contribution to the high YVI. The contribution of the health, empowerment and vulnerability

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indices with values 0.33, 0.29 and 0.16 respectively, does not differ much. The health index is measured through several indicators including the prevalence of HIV and AIDS, prevalence of smoking, prevalence of drinking and prevalence of substance abuse, and thus it is an average of the indices for these indicators. The empowerment index is measured through two indicators: non-participation in decision-making and the unemployment rate, and it is the average of the indices of the indicators. The vulnerability index is measured through four indicators; age at first pregnancy, age at first marriage, disability and food insecurity and it is the average of the indices of the indicators. The contribution of the health, empowerment and vulnerability indices to the YVI indicates that youths are vulnerable to all exposures and susceptibilities reflected by their respective indicators, though the degree of vulnerability differs. (For example, the substance abuse prevalence index is relatively low).

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Lesotho: Leveraging the Power of Youth to Promote Human Development is the product of an intensive national consultative process. This focused principally on eliciting the views, aspirations and challenges of the country's youth. The voices of Lesotho's young people were heard through focus group discussions on a wide range of issues including employment, civic engagement, post-2015 processes, health and education. The report is directed at policy-makers, youth, development practitioners, journalists, the private sector, civil society, development partners, and all the citizens concerned with Lesotho's human progress. The purpose is to solicit not only attention, but also action.

The growing appreciation of the power of youth within the development process is the genesis of Lesotho's second NHDR. Lesotho's national policy framework, its Vision 2020 and the National Strategic Development Plan (NSDP) all regard youth as a central, dynamic force that must be included in every level of economic policy development. Nevertheless, there exists a wide gap between what is articulated at the policy level and the everyday realities of Lesotho's young people. Young people across the country have expressed an interest in being more actively involved in addressing societal and economic challenges. For this reason, Lesotho's NHDR focuses on 'leveraging the power of youth to promote human development'. By harnessing the energy, talents and resourcefulness of the nation's youth, the Kingdom of Lesotho plans to accelerate human development on a national scale.

This report defines 'youth' as people living in Lesotho who are between 15 and 35 years of age. This definition reflects the demographic definition of youth used by the

Government of Lesotho (GOL), which is in line with the African Youth Charter. Lesotho has a demographically young population wherein 38.9 percent of Lesotho's population comprises youth (persons aged 15-35 years); in other words, Lesotho is experiencing a 'youth bulge' and a demographic dividend. Based on the economic capacity to create jobs, a youth bulge may result in a reduction of the dependency ratio and an increase in per capita income. Conversely, an economic inability to absorb the expanded labour force would transform the youth bulge into a 'demographic bomb' – an economic disaster with potential for widespread hunger, unemployment and instability. Demographic dividends do not occur automatically or spontaneously. They must be carefully planned and built into development policies.

The report identifies and analyses key areas that concern youth and that should be addressed to foster human development in Lesotho:

- Stemming the tide of HIV and AIDS, reversing high youth maternal mortality, and combating non-communicable diseases through youth-oriented prevention and management strategies;
- Getting the skills right;
- Empowering youth through education to facilitate political participation and civic engagement;
- Nurturing entrepreneurship and unlocking underlying comparative advantage through a competitive investment climate and value-chain development;
- Increasing awareness of gender-specific issues through youth development and eliminating cultural practices that subordinate women;
- Capitalizing on unique bio-heritage and water resources, and stimulating national response to climate change through 'climate-smart' youth.

'This report has been written to encourage debate and policy discussions on what further steps are needed to ensure that the goal of inclusive growth and enhanced human development is achieved.... We hope that Lesotho's youth will take ownership of the report, and realise their full potential as catalytic agents of change.'

– K. Hershey (UNDP Resident Representative) and M. Hloaele (Ministry of Development Planning)

'Lesotho has made slight Human Development progress in the last 10 years. It is ranked 162 out of 187 countries in terms of the Adjusted Human Development Index (AHDI), with an HDI score of 0.486 (2014).' – P6

'The balance sheet of National Human Development reflects levels of progress in building human capabilities and the remaining deprivations that should be addressed at national level.' – P6

'The Human Development approach has guided the work of the UN and continues to have a profound impact on development thinking. Current discussions on the post-2015 development agenda reflect a holistic and integrated approach, which frames freedom of choice as the catalyst to realising human development.' – P12