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ASSISTANCE TO LESOTHO

Note by the Secretary-General

In pursuance of paragraph 7 of Security Council resolution 402 (1976), the Secretary-General appointed a mission to visit the Kingdom of Lesotho in order to consult with the Government and obtain an assessment of the assistance needed by the country so that the Secretary-General could organize an international programme of financial, technical and material assistance.

The report of the Mission, which the Secretary-General transmits herewith, identifies areas of assistance necessary to enable Lesotho to carry out its economic development programmes and enhance its capacity to implement fully the United Nations resolutions on apartheid and bantustans.

Furthermore, the report covers the assistance necessary to enable Lesotho to overcome the economic difficulties arising from the closure of certain border posts by South Africa due to the refusal of Lesotho to recognize the so-called independence of Transkei.

REPORT OF THE MISSION TO LESOTHO

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(Note: The currency used in Lesotho is the South African rand. In this report monetary sums are shown in both rand and United States dollars. The conversion has been made at R 0.867 = $1, with the dollar figure then rounded up or down, usually to the same degree of approximation as the rand figure.)

INTRODUCTION

A. Complaint by Lesotho against South Africa

1. On 26 October 1976 the General Assembly, by resolution 31/6 A rejected the South African declaration of "independence" of the Transkei and declared it invalid. The resolution called upon all Governments to deny any form of recognition to the so-called independent Transkei and to refrain from having any dealings with it or with other bantustans. The resolution also requested all States to take effective measures to prohibit all individuals, corporations and other institutions from having any dealings with the so-called independent Transkei or other bantustans.

2. Two of the areas purporting to form part of the Transkei have for some distance common borders with Lesotho. Along these common borders are three border posts which are officially designated by agreement between Lesotho and South Africa.

3. On 12 November 1976, the Permanent Representative of the Libyan Arab Republic, in his capacity as Chairman of the African Group for that month, addressed a letter to the President of the Security Council for circulation as a document of that Council (S/12227). The letter protested against the action of the Republic of South Africa in closing the border posts between Lesotho and Transkei. It stated that the closure was calculated to pressurize Lesotho into recognition of the Transkei, that it was causing hardship and economic loss for a substantial part of Lesotho's population and that it was a breach of international law on goods in transit and a threat to peace and security in the region.

4. On 16 November 1976, the Permanent Representative of the Republic of South Africa sent a letter to the Secretary-General for circulation as a General Assembly and Security Council document (A/31/332-S/12231). The letter stated:

> "The Republic of Transkei has already denied that it has closed the borders between Lesotho and Transkei, but merely insists, as is its right, on valid travel documents for people crossing the border into Transkei.

The letter also rejected the allegation that South Africa had breached international law, saying that it had taken no action to interfere with the passage either of transit goods or of persons crossing its borders with Lesotho. In reference to this traffic, the letter added "This continues to flow normally at all established points of entry on the border between South Africa and Lesotho."

B. Security Council resolution 402 (1976)

5. At the request of the Permanent Representative of the Government of Lesotho, the Security Council met on 21 and 22 December 1976 (see S/PV.1981 and S/PV.1982). In his statement to the Security Council, the Foreign Minister of Lesotho emphasized

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his country's firm refusal to recognize the Transkei. He underlined Lesotho's vulnerable geographic and economic position vis-à-vis South Africa. He pointed out that the closure of the border posts was a breach of formal agreements signed by Lesotho and South Africa and that it was causing hardship and economic loss to the country, especially to the people living in the region most affected by the border closures. The Foreign Minister said that when Lesotho had protested to South Africa the reply had been that representations must be made to the Transkei.

6. The Foreign Minister of Lesotho said that his Government had decided to carry out a major road construction programme in order to link up the mountain areas with the rest of the country. This, he said, would help the country to extricate itself from its position of being held hostage and would also contribute to defusing a potentially explosive situation in southern Africa. The Lesotho Government hoped to carry out the road programme with the assistance of the international community.

7. On 22 December 1976, the Security Council adopted resolution 402 (1976), the operative part of which reads as follows:

"1. Endorses General Assembly resolution 31/6 A, which, inter alia, calls upon all Governments to deny any form of recognition to the so-called independent Transkei and to refrain from having any dealings with the so-called independent Transkei or other bantustans;

"2. Commends the Government of Lesotho for its decision not to recognize the so-called independence of Transkei;

"3. Condemns any action by South Africa intended to coerce Lesotho into according recognition to the bantustan Transkei;

"4. Calls upon South Africa to take immediately all necessary steps to reopen those border posts;

"5. Appeals to all States to provide immediate financial, technical and material assistance to Lesotho so that it can carry out its economic development programmes and enhance its capacity to implement fully the United Nations resolutions on apartheid and bantustans;

"6. Requests the United Nations and the organizations and programmes concerned, in particular the United Nations Development Programme, the World Food Programme and all the United Nations specialized agencies, to assist Lesotho in the present situation and to consider periodically the question of economic assistance to Lesotho as envisaged in the present resolution;

"7. Requests the Secretary-General, in collaboration with the appropriate organizations of the United Nations system, to organize, with immediate effect, all forms of financial, technical and material assistance to the Kingdom of Lesotho to enable it to overcome the economic difficulties arising from the closure of the border posts by South Africa due to the refusal of Lesotho to recognize the so-called independence of Transkei;

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"8. Further requests the Secretary-General to keep the situation under constant review, to maintain close liaison with Member States, regional and other intergovernmental organizations, the specialized agencies and international financial institutions, and to report to the Security Council at it subsequent meeting on the question;

"9. Decides to remain seized of the question."

C. Appointment of the Mission and terms of reference

8. As a first step to carrying out his mandate under paragraphs 7 and 8 of Security Council resolution 402 (1976), the Secretary-General appointed a mission to visit Lesotho. The Mission was established after consultation with the Government of Lesotho. The function of the Mission was to consult with the Government on Lesotho's needs for external assistance for an urgent development programme which would:

(a) Assist the country to face the difficulties caused by the present situation;

(b) Enable it to carry out its economic development programmes and enhance its capacity to implement United Nations resolutions on *apartheid* and bantustans.

9. The members of the Mission were:

Mr. Abdulrahim Abby Farah Assistant Secretary-General for Special Political Questions Office of the Secretary-General	Chief of Mission
Mr. James Ilett Interregional Adviser on Economic Planning Centre for Development Planning, Projections and Policies Department of Economic and Social Affairs	
Mr. James Riby-Williams Chief, Human Resources Development Division Economic Commission for Africa	
Mr. Trevor Gordon-Somers Chief and Special Adviser Division for East and Southern Africa United Nations Development Programme	

Mr. Robert V. Harris
Senior Economic Affairs Officer
Centre for Natural Resources, Energy and Transport
Department of Economic and Social Affairs

Miss Frida Johansen
Transport Economist, International Bank for Reconstruction and Development

Mr. Kelvin T. Sanderson
Agricultural Economist
FAO Adviser to the Government of Tanzania

Miss Pamela Dowling served as secretary of the Mission.

D. Programme of the Mission

10. The Mission arrived in Maseru on 27 January 1977 and spent 18 days in Lesotho. Prior to departure, the Chief of Mission and one member had consulted with officials of the World Bank in Washington. In addition two Mission members stopped briefly in Geneva en route to Maseru, for discussions with officials of the International Labour Organisation (ILO) and the United Nations Conference on Trade and Development (UNCTAD). In Lusaka, the Chief of Mission met with the Secretary-General of the Organization of African Unity (OAU) to inform him of the nature of the Mission and to discuss possible areas of co-operation in mobilizing the assistance which Lesotho might need.

11. In Lesotho, the Mission was received on two occasions by the Prime Minister and met several times with the Minister of Finance and Development Planning. The Mission also held discussions with the ministers principally concerned with the development of the country, together with their officers.

12. At the start of its work the Mission received from the Government a substantial list of proposed projects for which assistance was needed. The Mission discussed those proposals in detail with the ministries concerned.

13. The Mission, travelling by light aircraft, visited two of the three border posts in question on 4 February 1977. These were the posts at Qacha's Nek and Tele Bridge. The Mission travelled a considerable distance on roads and tracks in the area immediately affected by the border closures. It also visited agricultural, industrial, educational, and health projects in various parts of the country. Ministers and officials co-operated fully with the Mission in the study of the project proposals and of the assistance required for them.

E. Acknowledgements

14. The Mission wishes to place on record its appreciation of the very full co-operation which it received from the Government of Lesotho. Everything was done to facilitate the Mission's work. All requests for meetings met with a prompt response and a great deal of statistical and other data were provided for the Mission's use.

15. The Mission met with members of the diplomatic corps particularly concerned with development assistance for Lesotho, and is grateful to them for the information they provided.

16. Particular mention must be made of the assistance which the Mission received from Mr. A. T. Kabbah, Resident Representative of the United Nations Development Programme (UNDP), and his staff, and from advisers and experts of the United Nations system assigned to Lesotho.

I. BACKGROUND TO THE PRESENT SITUATION

A. Lesotho's geopolitical situation

17. Lesotho is in a unique and unenviable situation. It is a small country, not only land-locked but entirely surrounded by the territory of a single State - South Africa. Moreover, Lesotho, with few known natural resources other than the industriousness of its people, is listed by the United Nations as being among the 18 least developed countries in Africa. It was administered by the United Kingdom of Great Britain and Northern Ireland from 1868 to 1966 when it regained its independence. During the colonial period very little was done to develop the country. Consequently, the efforts of its Government since independence have been directed towards establishing a modest social and economic infrastructure.

18. There was for long a general assumption that Lesotho's destiny was intimately bound up with that of South Africa into which it would in time be incorporated. Throughout its history Lesotho strenuously opposed all attempts by South Africa to absorb the territory. However, while it successfully opposed its incorporation it could not prevent its economy from becoming largely dependent on South Africa. In fact its primary economic function came to be that of a labour reserve for South Africa and a market for South African goods and services.

19. In these circumstances tensions would be almost inevitable, even if there were no other political complications. However, the inherent difficulty of the situation has all along been immeasurably exacerbated by the apartheid policy of the South African administration. This policy not only affects nationals of Lesotho when in South Africa, but has militated against the development of neighbourly relations between the two States. Lesotho has made clear its firm opposition to the racial and bantustans policies of South Africa and supports the international campaign against those policies. Relations between the two countries have been further strained by an unresolved territorial dispute.

20. When Lesotho was about to achieve independence over 10 years ago, the United Nations General Assembly recognized even then the special geopolitical situation in which the new State was to be placed and "the deplorable economic and social situation" which confronted the country, arising primarily from its under-development. The General Assembly decided on 16 December 1965 "to establish a Fund for the Economic Development of Basutoland, Bechuanaland and Swaziland, to be made up of voluntary contributions and to be administered by the Secretary-General". 1/ The Fund never received sufficient contributions to become effective, despite the Assembly's subsequent appeal on 29 September 1966 "to all States which have not done so to contribute to the Fund". 2/ Since then Lesotho's difficulties have been compounded by South Africa's determination to implement its apartheid and bantustan policies. The designation of the Transkei as a so-called independent

1/ See General Assembly resolution 2063 (XX).

2/ See General Assembly resolution 2134 (XXI).

State on Lesotho's borders not only presents serious problems but provides additional opportunities for pressures by South Africa.

21. In common with the rest of the world, and in accordance with General Assembly resolution 31/6 A, Lesotho refused to recognize the Transkei as an independent country. Subsequently Lesotho has been subjected to various forms of pressure. There are numerous ways in which South Africa can put pressure on Lesotho. Its geographical position and the pre-independence neglect of its development have made the country greatly dependent on South Africa for many of its supplies and services. The principal features of this dependence are described in detail in section D of this chapter.

22. In these circumstances Lesotho is having to reorient its strategy of steady economic and social development. It now needs to give priority to the implementation of projects which will help it to resist current pressures and give it some greater degree of independence from South Africa.

B. Current pressures on Lesotho

23. In order to carry out the work called for in Security Council resolution 402 (1976), the Mission needed to examine the social and economic consequences of the border closures as well as other unfair practices. In addition to receiving a detailed briefing from the Lesotho Government, arrangements were made for the Mission to visit two of the three border posts on the Lesotho side. There the Mission discussed with officials detailed information on border movements.

24. The three border posts concerned, at Tele Bridge (near Quthing), Qacha's Nek and Ramats'eliso's Gate, are in the south and south-east of the country. Because of the very poor road communications in this mountainous region of Lesotho, people travelling by road from here to the lowland areas of their country have long been obliged to cross into South Africa. They have then travelled via South African roads and re-entered their own country at some convenient point, such as near Mafeteng (where the road network is better developed).

25. Again, in this region of Lesotho, the small townships and villages have not developed into centres with commercial, medical and other services. As a result the local population has long been accustomed to using the neighbouring border towns in South Africa as its centres for most supplies, for medical services, repairs, etc.

26. On the South African side the Government has withdrawn its officials from those three border posts. In their place, officials purporting to represent the Transkei have been installed. Those border posts are among the 15 designated in the "Labour Agreement" of August 1973 signed by Lesotho and South Africa. The Government of Lesotho told the Mission that they felt that the unilateral action of the South African Government in abandoning those border posts and handing them over to the Transkei constituted a grave breach of the agreed arrangements in respect of border posts.

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27. The Government of Lesotho expressed its concern to the Mission about the increasing number of incidents which had occurred along its border with the Transkei since 26 October 1976. Those incidents have been the subject of complaints by the Government of Lesotho to the Government of the Republic of South Africa. The South African reply to those complaints has been to the effect that they have no knowledge of and no responsibility for the alleged incidents since the border posts concerned do not fall within South Africa's jurisdiction.

28. At the time of the Mission's visit to the border posts it did observe a few vehicles on both sides waiting to cross. The Lesotho Government officials informed the Mission that (apart from 26 October 1976, when all movement was halted) traffic continued to move in both directions, although travellers were liable to be subjected to harassment and arbitrary treatment in the Transkei sector of South Africa. It was explained by the Government of Lesotho that it had no alternative but to permit this traffic, as otherwise great hardship would have been caused to the local population. The Government however emphasized to the Mission that its non-interference with those movements in no way implied its recognition of the Transkei régime.

29. The pressures against Basotho travellers are not only a matter of action by the Transkei border officials. Those officials validate permits of Basotho only for entry into the Transkei and not for entry into other parts of South Africa. Thus, Basotho who travel beyond the Transkei into other parts of South Africa, whether to reach another area of Lesotho or for any other purpose, need to have their permits validated by South African authorities. The Mission was informed that at many of the border points between the Transkei and the rest of South Africa, there are no South African border officials to validate permits. Hence travellers crossing the borders at such points are in breach of the law, as they are then in South Africa illegally.

30. It might be thought that this would be only a technicality which would be rectified at the next checkpoint. Nevertheless, during the Mission's stay the Government of Lesotho drew its attention to an incident in which four Basotho were arrested in these circumstances when they presented themselves at an entry point after having transited the South African roads en route from south-east Lesotho. The Mission understood that three of them were Lesotho Government officials and that all four were sentenced to imprisonment in South Africa. This incident was the subject of an official complaint to the South African Government.

31. On 9 February 1977 the Government of South Africa informed the Government of Lesotho that "holders of travel documents other than South African and Transkeian by road, rail or on foot, may enter South Africa from Transkei only through the border post at Kei Bridge and Umzimkulu". The location of those two points is shown on map 1. Kei Bridge is several hundred kilometres from Tele Bridge. Umzimkulu is over 150 kilometres from Qacha's Nek and in any case cannot be reached from Lesotho without passing through South Africa. It will be apparent that the locations of those posts have not been selected to facilitate the traditional routes of the Basotho in the neighbouring areas of South Africa.

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32. Two other recent developments were also brought to the attention of the Mission. Under the Southern African Customs Union Agreement, South Africa normally pays to Lesotho an instalment of the money due to it in each quarter. However, the Mission was informed by the Government that in January 1977 the sum due to Lesotho was not remitted at the beginning of the quarter as had been usual. In fact, it arrived about a month later, a circumstance which caused some concern to the Government because of the importance of the customs duty in its total revenue pattern.

33. The other development, again in January 1977, was the sudden withdrawal of the South African subsidies on maize and wheat, and maize and wheat products, in respect of supplies to Lesotho. The annual value of the subsidies lost is estimated at about R 2.4 million ($2.8 million), i.e. some R 2 ($2.30) per head of the total population of Lesotho. Maize and wheat are the staple food-stuffs of the country, and about half of the total consumption is imported from South Africa. The loss of the subsidies is not only a burden for Lesotho but a burden which strikes harder at the poorer sections of the population.

34. While there has been no overt statement that those two developments were connected with Lesotho's refusal to recognize the Transkei, the Government of Lesotho considers that this is all part of a pattern of coercion which is likely to be continued.

35. The pressures put on Lesotho so far will cause considerable hardship to many individuals, and at the least will hamper the Government in its efforts to develop the country. It would moreover be easy for the Government of South Africa to put further pressures on Lesotho, some of them much more serious. It is therefore important that Lesotho be assisted by the international community to develop in ways which will increase its ability to resist such pressures.

36. Programmes of assistance for this purpose are recommended in this report. To set these programmes in their context it is first necessary to describe the country and the stage of development which it has so far reached and the extent of its dependence on South Africa.

C. Physical endowment of Lesotho

37. Lesotho has a surface area of 30,350 square kilometres. It is a high and, in parts, a mountainous country. About one quarter of the area comprises a plateau, usually referred to as 'the lowlands', which runs in a crescent from north-east to south-west along the frontier of the country with an average height of 1,500 to 1,300 metres. The rest of the country is a system of hills and mountains intersected by deep valleys which constitute the headwaters of the Senqu (Orange) River. Much of the mountain area is over 3,000 metres and some of the peaks rise to nearly 4,000 metres.

38. Soils in much of the "lowlands" are relatively fertile although not all are easy to cultivate. However, only some 360 million hectares (i.e. about 12 per cent)

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of the country's total land area is rated as suitable for arable cultivation, nearly all of this being in the lowlands. Within this total, some 26,000 hectares have been identified by a consultant survey as first-class land which is potentially irrigable, with another 45,000 hectares as potentially irrigable second-class land.

39. Average annual rainfall is over 700 millimetres. The total precipitation is thus generally adequate for rain-fed agriculture and far more than adequate if related to the potentially cultivable area. Moreover, the fact that there are substantial quantities of water at high altitudes in the mountains, fed in part by the winter snows, means that there is very considerable potential both for gravity irrigation and for hydropower. Twenty-two possible sites for hydroelectric development have been identified though none of these concentrates any very large quantity of power at any one exceptionally favourable place.

40. Although Lesotho is thus generally well endowed with water in relation to its possible needs for agriculture, there are some considerable drawbacks. Rainfall is largely concentrated in the summer months. It is, moreover, unreliable, with variable seasonal distribution. From time to time there are costly droughts, and frequently there are frosts in the early crop-growing season. In summer there are hailstorms and very heavy downpours of rain during thunderstorms. Apparently, there never has been any very large amount of tree coverage. In the highland areas grass is practically the only cover now. In the lowlands there are numerous small areas planted to trees.

41. The result of this combination of circumstances is heavy erosion of the soil, both sheet erosion and gully erosion, and at times also serious crop damage. The extent of erosion is variously estimated at from 0.2 per cent to as much as 1 per cent of the soil of the country per year. Whatever be the actual figure, the cumulative effect over the years is to reduce greatly the country's agricultural fertility.

42. The mineral wealth of the country is as yet uncertain. Surrounded by a mineral-rich South Africa, and itself mountainous, it would seem *prima facie* likely that Lesotho too might have considerable mineral resources. Until recent years, relatively little effort had been put into geological investigation and exploration. A very considerable programme is, however, now under way. The principal mineral development so far has been in diamonds. There is some indication of possible uranium deposits. There are known coal and peat deposits which require further exploration. One very limited attempt at oil exploration has been carried out but has for the time being stopped. There are considerable clay deposits suitable for bricks, and there is ample sandstone and dolerite for building and construction.

D. Present state of Lesotho's development and its dependence on South Africa

(i) Population and settlement

43. The total population as enumerated by the 1976 census is approximately 1.2 million. More than two thirds of the people are concentrated in the lowland

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areas, close to the northern border. Over 95 per cent of the population is rural, the urban population being in total only about 45,000. Over two thirds of the urban population is in the capital, Maseru.

44. The pattern of rural settlement is predominantly one of small agricultural holdings under customary tenure. The average size holding is rather small, at 2 hectares. Distribution of land holding is relatively equitable; although 25 per cent of all holdings are less than 1 hectare, less than 10 per cent have 4 hectares or more. The majority of rural households have rights to some arable land and there is practically no landlord-and-tenant relationship.

45. The over-all population density of 0.4 rsons per hectare is low. While the density per cultivable hectare, at three persons, is relatively high, against this has to be set the agricultural potential of the highland pastures.

(ii) Employment and migrant labour

46. Two main elements sustain the country's economy. These are agriculture and livestock in Lesotho and migrant employment in the Republic of South Africa. Of the total population of 1,200,000 about 540,000 are economically active. This figure reflects the very substantial number of women who work in agriculture. Nearly half the economically active population is female. The following table summarizes the statistics for 1975:

Employment in the modern sector in Lesotho	27,500
Employment in the non-modern sector (of which agriculture, 340,000)	362,500
Migrant employment	150,000
Total	540,000

Source: Second Five-Year Development Plan, vol. 1, p. 48, table 5.2.

47. Migrant employment in South Africa, primarily in the mines, is no new phenomenon. It has gone on for at least 70 or 80 years. In recent years the figure has tended to increase. In 1971, it was only 80,000. In 1976, it was estimated to be 175,000, of which 126,000 were in the mines. The migrant workers remit a substantial proportion of their earnings home. The importance of this element in the economy of Lesotho shows in the difference between the gross domestic product (GDP) and the gross national product (GNP).

48. Up-to-date national account figures are not available, but the miners' remittances are likely to have increased markedly in the recent past as a result of increased mine wages. The following approximate estimates for 1976/77 give a good indication of the magnitudes.

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	Rand	Dollar equivalent
GDP at market prices	120,000,000	(140,000,000)
Net factor income from abroad (of which nearly all is migrant labour remittances)	80,000,000	(90,000,000)
GNP at market prices	200,000,000	(230,000,000)

49. In relation to the population, this GNP represents about R 170 ($196) per head. To that figure needs to be added an appreciable though indeterminate sum for the value of imports brought back in kind by the returning migrants. A substantial part of national income depends indirectly on the migrants' earnings, particularly in wholesale and retail trade and in transport and communications. In round figures, migrant earnings are as important to the economy of Lesotho as the whole agriculture and livestock sector. Paid employment within Lesotho plays a relatively limited role, the 27,500 jobs being predominantly in government services and commerce.

50. Lesotho's dependence on migrant employment poses a constant dilemma. On the one hand, there are the economic gains both for the individual and for the country. On the other hand, there are, besides the obvious political problems which can arise, serious economic and social problems. The country loses much of its adult working population during their most productive and energetic years, after it has invested in their upbringing and, in many cases, their education. While the great majority return home periodically, they do not always interest themselves actively in e.g. the cultivation of a family holding. Moreover, mining is a dangerous occupation. There are fatalities, injuries and lung diseases. In many cases, when a man finally returns permanently, he is no longer fit for active physical work.

51. Socially, the long absences of the husband bring the problems which are to be expected. Besides the money and the minor luxuries which the husbands bring home, they also bring home diseases, and in some cases neuroses. Children grow up seeing their fathers only sporadically. Wives have the whole burden of the family and often the burden of running the farm with only young children and old men to help.

52. A new concern arose in 1974. About 10,000 Basotho mineworkers suddenly returned as a result of some disturbances in the mines. Initially they mostly went to their homes and soon afterwards there was a general return to the mines. Thus the crisis, fortunately, was short-lived. This incident, however, served to underline the vulnerability of Lesotho's position. If the crisis had continued, it would have been necessary to find some kind of useful employment for many of the 10,000, as not all would have had land to cultivate, or would have been willing and able to cultivate it. Moreover, 10,000 is only a fraction of the total. If, say, 50,000 or 100,000 returned as a result of some major upheaval, the logistics of their sudden absorption into the economy of Lesotho could place an overwhelming burden on the country's slender resources.

53. The long-term aim of the Government of Lesotho is to make it possible for all Basotho to earn in their own country a living which will be a sufficiently attractive alternative to seeking employment elsewhere. The Mission understands that it is likely that employment trends in South Africa will work in the same direction; this is expected partly because of increased mechanization in the mines and partly because of a policy of trying to employ more South African citizens in mining. Indeed, while these trends are pushing in the direction in which Lesotho wants to go, there is some anxiety that the diminution of employment of Basotho in the mines may be faster than the increase in opportunities for them to earn a reasonable standard of living at home.

54. The challenge is thus to develop agricultural, industrial and other activities that are sufficiently remunerative on a sufficiently large scale in a reasonable time span. This is the prerequisite to satisfactory elimination of the migrant employment problem. In the meantime, however, it is important to ensure that the migrant workers obtain the best possible conditions, particularly in relation to their recruitment, their contracts and service conditions, their repatriation and their compensation for disabilities.

55. The problems of a possible sudden return of a large body of migrant workers is being tackled by the establishment of the Labour Intensive Construction Unit with World Bank assistance. The Unit will acquire experience in labour-intensive construction operations in Lesotho and draw up plans for projects which can be put in hand at short notice, should the need arise. This type of approach, however, could probably at best only absorb the sudden return of say 5,000 to 10,000 people. Contingency planning is also needed in case a much larger number return at short notice, as that would pose problems of a different nature.

(iii) Agriculture and livestock

56. The staple crops are maize, wheat and sorghum, though considerable quantities of beans and peas are also produced. Livestock-rearing is traditional and three quarters of all rural households have at least a small amount of livestock.

57. Though there are pockets of cultivation in the mountain areas, livestock is the predominant activity there, with goats, sheep and cattle. In the winter many animals are moved to the lowlands.

58. Yields of the traditional crops are for a variety of reasons very low. This, combined with the small average holding, means that agricultural earnings per household are very low. Mine wages are thus financially very attractive despite the obvious social and political deterrents.

59. While the earnings of migrant workers are thus vital to many rural families, the economic benefit is bought at a high cost. The lack of agricultural manpower, combined with the effects of erosion and the uncertainties of the climate, have contributed to a decline in agricultural output. Grain production is estimated to have declined by 2 per cent per year over the period 1950 to 1970. Grain yields, at 500 to 700 kilograms per hectare, are among the lowest in the world.

60. There is thus a vicious circle in which low yields encourage migrant employment, which further reduces yields and so on. One result is that the country is now very far from self-sufficient even in basic food-stuffs. About 50 per cent of Lesotho's total consumption of wheat and maize products, and a wide variety of other food-stuffs, are imported from South Africa.

61. In recent years, intensive efforts have been put into the development of agriculture. Those efforts have included both the increased production of maize and wheat and the development of new crops of higher value. Broadly, the former is aimed at reducing the country's dependence on external food supplies whereas the latter is aimed at increasing agricultural earnings per household.

62. In 1976, the Government launched a programme of mechanized and modernized winter wheat cultivation. The programme used a form of share-cropping, with the Government and the farmer as partners and direct management by Ministry of Agriculture staff. In this way, it achieved many of the advantages of large-scale agriculture yet operated within the existing land tenure system. The initial experiment with 10,000 hectares holds out the prospect of achieving self-sufficiency in food grains, and the programme is to go on expanding. The Government proposes to increase by stages the scope of this programme, applying it also to the production of maize, until self-sufficiency in these two crops is achieved.

63. Even from this programme, however, the yield per hectare is still not enough to provide an adequate standard of living for the average rural household. Indeed, the second five-year plan (vol. 1, p. 88) states flatly that "Intensive irrigated horticulture is the only form of agriculture feasible at present which is capable of wage returns approaching those of South African mines". On the livestock side, similarly attractive possibilities exist for intensive poultry development.

64. The country has considerable natural advantages for animal husbandry. Because of its ecology, it is relatively free of animal diseases. The clip of mohair and merino wool is an important export for Lesotho and this is probably the principal cash income from the mountain areas. However, the animal husbandry economy of the mountain areas is seriously threatened by the erosion of pastures. These are over-grazed through the carrying of excessive herds combined with inadequate or non-existent range management.

65. Lesotho's wool and mohair exports are now marketed through South African auctions. The strengthening of institutional arrangements such as the Livestock Marketing Corporation could make it possible for Lesotho to be less dependent on this channel.

(iv) Industry

66. Industry is at a very early stage of development in Lesotho, currently contributing only 5 per cent of GDP. Much capital equipment and most consumer goods, including most drugs and supplies, are imported from South Africa. Even much of the bread is baked there. This applies also to most components and materials that are required by Lesotho's manufacturing industry, and also to building materials. Much construction work also is done by South African contractors.

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67. The industrial units which do exist in Lesotho are small, some of them being practically handicraft activities carried on in factory buildings. They include clothing and lamps, rugs and tapestry, pottery, umbrellas, tyre retreading and maize milling. Manufacture is concentrated primarily in Maseru and Maputsoe, some 80 kilometres to the north-east.

68. Lesotho clearly has possibilities for many types of manufacturing development, including import substitution. This is not least because of the large number of Basotho who have had experience of industrial type discipline, either in the mines or elsewhere in South Africa. The Customs Union Agreement allows Lesotho, Botswana and Swaziland to impose protective duties for "infant" industries for periods of up to eight years in each case. At the same time these countries can in principle have access to the whole of South Africa within the protection of the common external tariff, although Lesotho has sometimes found it difficult in practice to break into the South African market.

69. The Lomé Convention now gives Lesotho access in principle to the European Common Market, which might be useful in attracting foreign investment. It might also be of considerable importance in relation to the export of high value fruit and vegetables during the European winter once the national airport is available.

70. Some building materials, such as crushed stone and bricks, are obvious candidates for early import substitution activities. For construction itself, it is possible for the Ministry of Works to develop its own ability and at the same time to give encouragement to the small existing cadre of Basotho contractors. In the programme of development proposed in this report, there should be many opportunities for using local contractors on relatively small projects.

71. Although government policy is to leave the development of manufacturing industry primarily to the private sector, the official Lesotho National Development Corporation has played an important part in promoting the industrial development which has occurred so far. This it has done partly by the establishment of wholly-owned subsidiaries and partly by the provision of support to private investment.

(v) Minerals, mining and quarrying

72. Apart from some use of clay and stone, mining development so far is limited to diamonds. A major mechanized diamond mine is being developed at Letseng-Le Terai, with smaller, primarily manual, diggings at Kao. Those developments will make a significant, though not major, contribution to employment, to exports and to government revenue. There is a good prospect of finding other diamond deposits, for which there is active exploration, and some prospect of finding uranium. Investigation into coal deposits is also planned.

(vi) Tourism

73. Recent years have seen a marked expansion in tourism based primarily on climate, scenery and the construction of several luxury-standard hotels. The number of tourists, predominantly South African, has increased very sharply and the bed occupancy rate is quite high. Nevertheless, until the development of the rest of

the economy has made further progress, the net contribution of tourism to the GDP will be limited because of the need for imports to support the industry. It is to be expected that the main clientele will continue to be South African, though the opening up of international air communications would facilitate the attraction of some tourists from further afield.

(vii) Transport and communications

74. A short stretch of line connects Maseru with the South African railway system. This is for Lesotho a vital link with the outside world, especially for freight traffic, its importance deriving partly from the protection given to the South African railways from road competition. All passengers and goods have to go to and from Lesotho either through South African territory or over South African air space.

75. Internally, Lesotho's road system is far from adequate. Before independence little progress had been made with road building. Indeed, at the time of independence, the country had less than one mile of bituminized road. Since then, great progress has been made. In the lowlands the main roads are now relatively well developed. In the mountain areas, however, where construction and maintenance are both costly, there is as yet not even a basic network of all-weather gravel roads. Three district capitals, Mokhotlong, Qacha's Nek and Thaba Tseka, are still not accessible by ordinary two-wheel-drive vehicles, though the road to Thaba Tseka is now under construction and part of the track to Qacha's Nek is being improved. Almost everywhere, rural access roads are tracks or little better.

76. Understandably, air transport plays an important, though limited, part in the transport of people and goods. Internally, light aircraft provide both scheduled and charter services to the numerous air strips. Externally, the only scheduled flights are three times a week by South African Airways to Johannesburg, a route which raises problems for many travellers, official and private. Maseru airport runway is not suitable for aircraft larger than the relatively small turbo-prop machines which now fly to Johannesburg. Because of the topography, the runway cannot be made long enough to take the medium-range jet aircraft required to reach, e.g. Lusaka or Blantyre.

77. In Lesotho's geopolitical circumstances, external transit rights for passengers and goods are clearly of crucial importance.

78. Under article 16 of the Customs Union Agreement, Lesotho has the right of freedom of transit for goods consigned to or from the country through South Africa (though the agreement does not cover movement of passengers). This right, however, is subject to a number of provisos, including the proviso that one party may refuse transit rights for purposes of protecting its security interests. Article 15 of the Customs Union Agreement provides for non-discriminatory application of freight tariffs and also non-discriminatory treatment of transport operators. The Mission was informed that within South Africa all freight going more than 30 miles has, where possible, to travel by South African Railways, and that this rule is applied to freight consigned to or originating from the other contracting parties. This, while not in itself discriminatory, does mean that the great bulk of freight

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travelling to and from Lesotho has to go via one carrier, that is the railway, whether or not Lesotho is satisfied with the services it offers or the rates it charges.

79. For air transport the relevant instruments are the Convention on International Civil Aviation and the International Air Service Transit Agreement, both of 1944. The practical effects of those arrangements is that Lesotho has the legal right to fly over South Africa on direct scheduled flights between Lesotho and a third country. It also has the right to overfly South Africa on non-scheduled flights subject to conditions of which the most significant are that South Africa could require a non-scheduled flight to land on its territory en route or to follow prescribed air routes.

80. The arrangements provided in those international agreements are, or appear to be, in themselves broadly adequate. It is, however, evident that difficulties could well arise as a result of the creation of bantustans. For example, there is one part of the projected bantustan Bophuthatswana which is some 300 kilometres away from other parts of the same territory and which lies across the main road and rail arteries from Maseru to Bloemfontein. Again, the bantustans are not being recognized as independent countries by the international community. Therefore, for example, they could not be members of the International Civil Aviation Organization (ICAO) and would thus have neither the rights nor the obligations of a government under the aviation convention and the aviation transit agreement.

81. For the time being, the immediate practical step which Lesotho can take is to make possible the establishment of scheduled flights to and from third countries. This can be achieved by the provision of short take-off turbo-prop aircraft which can operate from the existing but inadequate airport at Maseru, yet still have sufficient range and payload to fly to, say, Botswana, Swaziland or Mozambique. At the same time, those aircraft will be able to serve on the internal routes in the country, using the small air strips.

82. While such aircraft will provide a solution for the immediate future, it is essential to go ahead as soon as possible with constructing a national airport capable of taking at least medium-range jet aircraft. A feasibility study has already been prepared for such an airport.

83. Besides the importance of transit rights for external traffic, local transit through South Africa around the borders of Lesotho is also important. From many parts of south and south-east Lesotho, the only reliable means of reaching other parts of the country by surface transport has hitherto been via the South African road network. Here Lesotho's most immediate need is for reliable all-weather roads to Qacha's Nek both from Quthing and from the central highlands. This would obviate the need to travel through the Transkei and South Africa in order to reach the developed road network in the lowlands.

84. Development of the whole basic road network in any case is urgently needed both to give access at least to all district headquarters and also to open up the country for agricultural, livestock and other development.

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85. As with roads, telephone services are relatively well developed in the lowlands, while in the mountain areas they are very limited. Of the international traffic, 10 per cent goes by a high-frequency radio link with Nairobi and the rest via South Africa. It would be possible to improve this radio link via Nairobi so that it could take double the traffic. Improving the telecommunications within Lesotho itself, from the lowlands into the mountain areas, would also contribute to reducing the sense of isolation in the rural areas.

(viii) Electricity

86. Lesotho is at present completely dependent on South Africa for electrical energy. The Lesotho Electricity Corporation now buys all its power from the Electricity Supply Commission of South Africa (ESCOM). This importation of electrical energy from South Africa has hitherto made good economic sense, as a short-term policy. However, electricity consumption in Lesotho has increased very rapidly in the past decade. Moreover, the ESCOM unit charge for energy has recently been rising sharply, and this is a trend which can be expected to continue. Thus the balance of advantage has been tilted towards the development by Lesotho of its own independent electricity supplies through hydropower.

87. Lesotho has ample hydropower to generate all the electricity it is likely to need for many years to come. Its hydro resources have already been the subject of fairly extensive study and one project has been examined in great detail. The next step is to decide which project or succession of projects to implement. The Government is negotiating for a study which will provide it with the information for that decision, and which will then provide costings for the project or projects selected. This study should be completed as soon as possible - in practice by mid-1978.

88. The next stage would then be the preparation of detailed engineering designs for the selected scheme. However, the cost of the engineering designs would be about 4 per cent of the capital investment, which would itself be of the order of R 50 to R 150 million (say, $60-$180 million). Thus it is unlikely that the detailed engineering designs would proceed until negotiations for financing of the project has reached a fairly advanced stage.

(ix) Health

89. Lesotho is fortunately free of many of the health problems of tropical Africa, such as malaria and bilharziasis. It has, however, serious problems of tuberculosis and other lung conditions, venereal disease, goitre and gastro-intestinal disorders. These are in large measure attributable to environmental and living conditions or to migrant employment, especially in the mines. Apart from the mine-related lung diseases, they are eminently curable or preventable, or both.

90. Lesotho has a modest medical service, concentrated primarily in the urban areas One basic problem has thus been to take preventive medicine to the rural population. For this the health programmes have included development of rural clinics, immunization campaigns and nutrition education. Nevertheless in the rural south and south-east of Lesotho many people have had to rely on being able to use medical services in the nearby South African towns.

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91. A serious problem for the country as a whole is the lack of facilities for the referral of many types of illness for specialist attention. For such cases medical attention is obtained either in such South African cities as Bloemfontein or from visiting South African medical personnel. Another service notably lacking, and one which is very much needed, is the medical examination of returning migrant workers, especially miners.

(x) Education and manpower development

92. Lesotho's education system is summed up in the second five-year plan (vol. 1, p. 169) as "a broad-based pyramid narrowing to a very small apex". Currently, of the first year enrolment in primary schools, only 2 per cent complete the final year of secondary education and less than 1 per cent complete university education.

93. Although education in Lesotho has a long history, having been started by missions in the last century, the system still has problems common with expanding education in so many developing countries. It has high teacher/pupil ratios in primary schools, many unqualified or underqualified teachers, considerable dependence on expatriate secondary school-teachers and a shortage of facilities for science and practical subjects.

94. The Ministry of Education has given a great deal of attention to technical and vocational education and to making the general education curricula more development-oriented. Here there is a serious problem in that in many fields there is often immediate employment in South Africa for a trained worker at a higher wage than he can obtain in Lesotho. Thus Lesotho in effect invests in education for the benefit of the economy of its richer neighbour - an expenditure which it can ill afford and which is to the detriment of its own development.

(xi) Commerce and miscellaneous services

95. Lesotho has only very limited development of wholesale and retail distribution and of miscellaneous services such as technical facilities and repairs, although special efforts have recently been made to develop retail outlets in Maseru. The dependence of Basotho communities living in the south and south-east of the country on services across the border in South African towns has already been indicated in paragraph 25 above. The same applies to the people in the border areas in other parts of the country, particularly in the lowlands, where the majority of the population live.

96. Lesotho's dependence on those services can be expected in time to disappear naturally with the country's development. This is primarily a matter of the availability of skills and of enterprise in Lesotho itself, though also to some extent of having a general level of prosperity and wages sufficient to keep trained people in Lesotho.

(xii) Public administration, public finance and development planning

97. Lesotho inherited in 1966 an administration which was inadequate for the problems of developing a newly independent country. In order to develop

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economically and socially, it had simultaneously to develop its administrative capacity, which was indeed one of the basic tasks of the first five-year plan. The task was complicated by the chronic budgetary deficit with which the new nation was faced. This deficit made it difficult to expand the public service to cope with the tasks of development, let alone to increase their salaries so as to compete with other employment opportunities.

98. One of the major objectives of the first plan period was to eliminate the budget deficit, which was in fact offset by a United Kingdom grant-in-aid up to the financial year 1972/73. That objective was achieved partly by holding down recurrent expenditure and partly by renegotiating the Customs Union Agreement with South Africa in 1969.

99. As a result of this renegotiation, Lesotho's customs revenues were sharply increased. There were substantial recurrent budget surpluses in 1973/74 and 1974/75, and reserves were built up. In 1975/76 the recurrent expenditures rose markedly and the budget was just in balance. For 1976/77 the budget estimates again showed no surplus. Meanwhile the reserves have been utilized to finance development, the accumulated surplus standing at only R 2,108,475 ($2,431,920) in the estimates for 1976/77.

100. The customs revenues have the useful characteristic that they are "buoyant", in the sense that they tend to keep pace with price inflation and also to increase as the economy grows. On the other hand they are not under Lesotho's control, so that they are not available as an instrument of economic policy.

101. Lack of control over the customs revenues is an important consideration. The revenues accruing to Lesotho are collected by South Africa and then paid to Lesotho. Moreover, they account for some 60 per cent of government income. In 1975/76 customs revenues provided about R 15 million ($17 million) out of a total recurrent revenue of R 26 million ($30 million). In the budget for 1976/77 they accounted for R 18.9 million ($21.8 million) out of a total of R 32.1 million ($37 million)

102. The 1969 revision of the Customs Union Agreement gave Lesotho, Botswana and Swaziland considerable compensation for being in a customs union with a much larger and industrially advanced partner which in effect controls the customs tariff. The compensation provides the three countries with revenues greater than the direct shares of customs duty attributable to their imports (which include their imports from South Africa). The formula provides for the direct-share ratio to be multiplied by 1.42 - i.e. a 42 per cent increase. The immediate result of this revision was not only to place substantially larger amounts of revenue directly at the disposal of the Governments of the small countries, but also to increase somewhat their national incomes.

103. The position is expected to improve again as a result of a new renegotiation of the terms of the Customs Union Agreement in 1976. This "stabilization arrangement is expected in most foreseeable circumstances to result in a substantial increase of the Customs Union revenue of Lesotho. At the time of the Mission's visit to Lesotho, however, this arrangement was awaiting ratification by the South African Government.

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104. While in itself welcome, this new increase will tend to make Lesotho even more dependent on Customs Union income unless new sources of revenue are devised. To be able to accelerate the pace of development, and to give it some further leverage over economic policy, the Government will need to increase its public revenues by reinforcement of the fiscal structure.

105. Another facet of Lesotho's financial dependence on South Africa is its use of the rand as its currency. For this Lesotho receives an annual payment from South Africa (shown in Lesotho's estimates for the 1976/77 fiscal year at R 1,093,120 ($1,260,807)).

106. The importance attached to administrative development and to eliminating the budget deficit during the early 1970s was part of the whole thrust of the first five-year plan. This was to lay the foundation for economic development and economic independence. The plan was ambitious in its goals, which included a 5 per cent annual growth of GDP, the creation of 10,000 to 15,000 new jobs, exploitation of natural resources (minerals, water), restructuring of government administration with emphasis on localization, and a substantial improvement of social infrastructure. Planned public capital expenditure was set at R 28.8 million ($33.2 million).

107. Substantial progress was made towards achieving the planned targets. The real growth rate of GDP was in fact greater than 5 per cent. Public capital expenditure was R 29.2 million ($33.7 million). Taking account of price inflation, this was still only 17 per cent below the target figure. This shortfall is quite modest by comparison with that of the development plans of many countries. Moreover, the lessons of this shortfall were learned and applied to the second five-year plan, including the need to allow for time to translate ideas into development projects and to implement them, and the need for systematic manpower planning.

108. The second plan aims to build on what the first plan achieved, both in physical development and in organization. It starts with a considerably strengthened planning system and a much improved data base. The principal objectives are to increase GDP by 46 per cent over the planned period, to increase net agricultural output by 38 per cent, to expand non-agricultural output, especially in indigenous industries and commerce, to encourage private investment in industry, to develop water and mineral resources, to improve the quality of health, education and social services, to improve and expand transport and communications and to maximize domestic employment. The employment target is to absorb a minimum of 30,000 persons out of the anticipated increase of 60,000 in the labour force, through direct efforts at job creation. The plan looks to a total public investment of R 80 million ($92 million), plus R 35 million ($40 million) of private investment.

109. In common with many developing countries, Lesotho's capacity to absorb external aid has at times been a serious constraint. There have been problems of government revenue to meet counterpart expenditures, of administration and organization, and of the lack of qualified local staff. Much progress has already been made in overcoming these difficulties. Now, however, with the need for urgent action to meet the external pressures with which the country is faced, the problem of absorptive capacity will again require careful attention.

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II. RECOMMENDATIONS OF THE MISSION ON THE PROGRAMMES AND THE ASSISTANCE NEEDED

110. At the start of the Mission's visit to Lesotho, the Government presented a substantial list of the projects for which it hoped to obtain external assistance. The list was divided into three categories: (a) projects which could be completed in 1977, (b) projects which could be started in 1977 but which would be completed later and (c) projects to be begun after 1980.

111. The projects were in a number of sectors including road construction, transport, electric power, agriculture and livestock, education, health, commerce and industry, housing and government offices. The Government also asked for food aid comprising 64,000 tonnes of maize grain and 10,000 tonnes of wheat flour.

112. Over half of the total list was made up of projects already included in the second five-year plan, though in many cases the project as then envisaged had had to be enlarged. The Mission discussed the proposals thoroughly with the Government. The discussions covered both general policy aspects and the technical detail of the projects.

113. In examining the Government's proposals and in framing its own recommendations the Mission has considered two main aspects of the assistance needed. Both aspects relate to the fragility of Lesotho's economy and its dependence on South Africa described in chapter I above. Likewise, both aspects are reflected in Security Council resolution 402 (1976) (see para. 7 of this report).

A. Concept of the emergency programme

114. The first aspect is reflected in paragraphs 6 and 7 of Security Council resolution 402 (1976). Briefly, paragraph 6 requests the organizations in the United Nations system to assist Lesotho in the present situation, while paragraph 7 requests the Secretary-General to organize, with immediate effect, all forms of assistance to the country. Here the resolution was primarily concerned with the political, social and economic emergency caused by the border closures, and particularly with the vulnerability of the region affected. In this context, however, the Mission has also had to take into account other possible pressures which South Africa might exert against Lesotho, such as the withdrawal of grain subsidies in January 1977.

115. The emergency situation should in addition be taken to include problems which will arise from an expected poor maize harvest, together with the need to provide for food reserves in the mountain areas before the onset of the 1977 winter (i.e. June-August). The projects needed to enable Lesotho to cope with all the various elements in this emergency situation, and the items of assistance required for those projects, are here presented as the emergency programme.

B. Concept of the accelerated development programme

116. The other aspect of the assistance needed by Lesotho relates primarily to paragraph 5 of resolution 402 (1976). This appeals to all States to provide immediate assistance to Lesotho so that it can carry out its economic development programmes and enhance its capacity to implement fully the United Nations resolutions on apartheid and bantustans. The Mission has interpreted this as the general strengthening of the country's economy so as to give it some greater degree of independence of South Africa and thereby to reduce its vulnerability to political and economic pressures. It will imply a speeding up of those elements of general economic and social development which will most rapidly and effectively work to achieve this end (i.e., in addition to the items included in the emergency programme). The projects proposed for this purpose, and the assistance required, are contained in the accelerated development programme.

C. General points on the two programmes

117. It should be emphasized that these two programmes are not in replacement of the existing second five-year plan. It is understood that the projects in the plan will go ahead as already proposed, except to the extent that a substantial number of them are now brought forward either in the emergency programme or in the accelerated development programme.

118. The Mission, in presenting its programmes, has separated the expatriate staff requirement from the other operating costs and the capital costs. This is because of the very wide range of salary levels at which technical assistance personnel could be costed depending on their country of origin and the agency providing their services. However, where it is proposed to use a contracting firm for construction, or a consultant firm, the cost of expatriate staff is included in the cost estimate.

119. The time frame of the Mission's programmes is basically the years 1977 through 1980, though in a few cases there is provision for some continuing expenditure after 1980.

120. In the course of the final discussions at the end of the Mission's visit, the Government agreed with the Mission's concept of an emergency programme and an accelerated development programme as defined in paragraphs 114 to 116 above.

D. Nature of the emergency programme

121. The emergency programme which the Mission recommends is primarily concerned with the development of internal road transport facilities in the south and south-east, with external and internal civil aviation, and with the strengthening of food supplies both by agricultural development and by the establishment of substantial reserves of basic food grains. It also includes some developments in telecommunications and in health facilities in the south and south-east. The total cost is R 57,130,000 ($65,890,000) together with 151.5 work years of expatriate staff.

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(i) Road transport

122. The programme includes completion of the ongoing work of spot improvements on the key route from Quthing to Qacha's Nek and then the systematic construction of the whole route to bring it up to gravel 3 road standard. Also included is another vital road from Thaba Tseka through the centre of the country southwards to Mpiti on the road from Quthing to Qacha's Nek. Provision is made for three new Ministry of Works maintenance centres and for strengthening the technical capacity of the Ministry headquarters. The programme also includes the provision of 30 heavy trucks to provide road haulage services on the expanding internal road network. The total cost of those projects is estimated at R 14.9 million ($17,190,000) plus 72.5 work years of expatriate staff.

(ii) Civil aviation

123. As an immediate measure the programme includes the purchase of two short-take-off, short-range, modest sized turbo-prop aircraft capable of operating direct scheduled services to Mozambique, Swaziland and Botswana besides flying internally. In addition, it provides for urgent improvements of the existing airport at Maseru, and for the improvement of eight air strips in the mountain areas. However, because Maseru airport runway is short and cannot be extended, the programme also includes provision for a new national airport, construction of which is expected to take two to three years. The total cost for civil aviation is R 13,099,000 ($16,140,000) plus 10 work years of expatriate staff.

(iii) Agriculture, livestock and food

124. The programme provides for the expansion of the Government's mechanized sharecropping scheme for wheat and maize production and for the related processing and storage facilities. This will reduce dependence on imports. Facilities are also included for the Lesotho Livestock Marketing Corporation to develop the marketing of wool and mohair, much of which at present is marketed in South Africa.

125. As a precaution against interruption of supplies and/or crop failures, it is proposed to establish a permanent strategic reserve of 30,000 tonnes of maize grains. In addition, provision is included for a reserve of 5,000 tonnes of maize and maize meal, together with a reserve of medical supplies, for the mountain region. It is also proposed to provide 10,000 tonnes of wheat flour and 4,000 tonnes of maize grains to offset for one year the loss of the South African subsidies, the proceeds of sale being used for working capital in the mechanized sharecropping project.

126. To facilitate the management of working capital for all agriculture and livestock projects, assistance is included for the Agricultural Development Bank. The total cost of agriculture and food projects is R 25,840,000 ($29.8 million) plus 30 work years of expatriate staff.

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(iv) Telecommunications

127. R 400,000 ($460,000) is proposed for doubling the capacity of the present high-frequency radio link to Nairobi which, for external telecommunications, is currently the only alternative to connexions via South Africa.

(v) Health

128. Health projects provide for the construction of a new hospital to replace the very old building at Qacha's Nek and for new rural clinics at Matabeng and Sixondo (where the local population can no longer rely on obtaining medical attention across the border). There is also provision for increasing the Ministry of Health's central drug stockpile so as to cover increasing national demands. Total costs would be R 2 million ($2.3 million) and also 39 work years of expatriate staff.

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129. A more detailed note on each project in the emergency programme is included in the annex to this report.

E. Nature of the accelerated development programme

130. The accelerated development programme again places heavy emphasis on road transport and agricultural development. It provides for further development of the country's basic road network and for strengthening the important programme of feeder-road construction. Under agriculture, it provides for greater self-sufficiency in food production. This includes expansion of the production of food grains, poultry, vegetables and freshwater fish and the development of livestock marketing. The programme also includes development projects for hydroelectric power, scientific and vocational education, health services, industry and mining. The total cost would be R 40,070,000 ($46,940,000) plus 168 work years of expatriate staff.

(i) Road transport

131. The programme provides for the upgrading of the Mafeteng to Mohales Hoek and Mohales Hoek to Quthing roads, the former definitely to bitumen standards, the latter to a standard depending on a feasibility study. This will further improve communications with the south and south-east. A road from Taung on the Thaba Tseka-Mpiti road to the isolated Eastern District headquarters at Mokhotlong is included, together with the strengthening of the feeder road programme by the provision of equipment, materials and expertise. The total cost would be R 12,170,000 ($14,040,000) together with 14 work years of expatriate staff.

(ii) Agriculture and livestock

132. Provision is made for the continued large-scale expansion of the mechanized sharecropping scheme, to a total of 67,000 hectares in 1978/79. There are projects for 500 hectares of irrigated vegetable production, for intensive poultry

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development and for a 40-acre fish farm. For livestock marketing there is provision for rural markets and cattle holding grounds. The main thrust of those projects would be to make Lesotho significantly less dependent on South African food supplies and also to develop forms of agriculture which bring higher returns. The total cost would be R 13,930,000 ($16,070,000) and expatriate staff totalling 76 work years.

(iii) Hydroelectric power

133. The approximate sum of R 5 million ($5,770,000) is included to provide for a feasibility study and detailed engineering design for one or more hydroelectric schemes. The actual cost of engineering design may vary by about ± R 2 million ($2.3 million), depending on the capital cost of the scheme selected.

(iv) Education

134. Projects are included for the upgrading of four vocational schools, for developing adult vocational education and for training vocational school-teachers. Another project provides special teaching in mathematics and science so as to facilitate increased enrolment in science subjects in the National University of Lesotho. Those projects will all contribute to solving key shortages in Lesotho's development manpower. Total estimated cost is R 2,560,000 ($2,950,000) and a total of 70 work years of expatriate teachers.

(v) Health

135. Estimated provision is made for the first phase of a new national referral and general hospital which would reduce the need to use South African specialized medical services. The training of medical personnel is also included in the total cost of R 3.4 million ($3,920,000).

(vi) Industry

136. This includes extension of the Maseru industrial area and the erection of three factory shell buildings in advance of demand. It also includes establishment of artisan industrial centres at Qacha's Nek, Quthing, Thaba Tseka and Mokhotlong. Those projects will facilitate further expansion of medium-scale industry and also promote small-scale industry and employment in rural areas. Cost is estimated at R 2,450,000 ($2,830,000).

(vii) Minerals, mining and quarrying

137. Exploration for diamonds and uranium would be accelerated. To increase the use of Lesotho's own building materials and reduce imports, a stone crushing plant and a sandstone quarry and stone dressing works are included. Total cost is estimated at R 1,190,000 ($1,370,000) plus eight work years of expatriate staff.

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138. The annex to this report includes a more detailed note on each of the projects in the accelerated development programme.

F. Implementation of the programmes

139. The magnitude of the programmes will inevitably raise some problems of implementation, and the assistance needed to implement them will itself encounter problems of what is usually described as "absorptive capacity". The Government of Lesotho is of course well aware of those problems.

140. In this context, some particular features of the programmes deserve mention. The first is the dependence on expatriate manpower. Lesotho is short of trained manpower at many levels, from professionals to technicians to skilled artisans. The second five-year plan includes energetic expansion of the education system, but this cannot solve the problem of manpower shortages in the immediate future. To solve the immediate problems at the professional level, the Government has proposed the extensive use of expatriates. Many of the projects in both programmes call for expatriate staff, the total being 319.5 work years. The local staff shortage is so great that some of the expatriates will be required for executive posts rather than as normal technical assistance advisers. In addition, expatriate consultants and expatriate building contractors will be needed for some projects.

141. The effective employment and recruitment of so large a body of expatriates will make serious demands on housing and other urban services for themselves and their families. Although some of the development projects specifically include staff accommodation, and other measures are also being taken to develop housing, this is likely to remain a difficult problem. Indeed, the Government is very conscious of the need for housing both for nationals and for expatriates. It hopes to negotiate a housing development loan. Such a loan, if available soon, could certainly facilitate implementation of the programmes recommended by the Mission.

142. Added to the problems arising from expatriate recruitment, there will be the additional burden which is always placed on infrastructural services by a major development programme - on water, transport, electricity, telecommunications, postal services, etc. The Government realizes that further urgent measures to strengthen such services may well become necessary in order to carry out the programmes.

143. Finally, the financial burden on the Government of all this development has to be taken into account. However generous the aid provided by the international community, the Government will almost certainly have to meet some small amount of the capital investment expenditure from its own resources. Potentially more important is the fact that all economic development tends to give rise to additional recurrent expenditure in the public budget, both to implement the investment and then to continue the running and maintenance of the developed facilities. In some recent years the Government has had a considerable surplus on current account, and it may do so again if the new Customs Union formula is ratified (see para. 103 above). Nevertheless, experience in many developing countries shows that careful financial planning is needed to avoid budgetary difficulties when a major development programme gets under way.

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III. CONCLUSION

144. The Security Council has called for an international programme of assistance for Lesotho "to enable it to overcome the economic difficulties arising from the closure of the border posts by South Africa" and to "carry out its economic development programmes and enhance its capacity to implement fully the United Nations resolutions on apartheid and bantustans". In the Mission's view, the assistance needed by Lesotho is both substantial and urgent. The assistance should have the effects not only of generally strengthening the country's fragile economy, but also of reducing its economic dependence on South Africa, and hence reducing its vulnerability to deliberate pressures.

145. Forty-six projects which would have such effects are recommended for assistance in this report. They are grouped under two programmes of development. These are the emergency programme, with a total cost of R 57,130,000 ($65,890,000) and the accelerated development programme, total cost R 40.7 million ($46,940,000). The programmes are not in substitution for the existing development plan except that the implementation of some projects in the plan has been brought forward in time and in some cases also substantially enlarged.

146. It is understood that about 9 per cent of the total sum required is covered by external finance already negotiated or pledged. The great part, however, remains still to be obtained as Lesotho itself can provide only a small proportion; even the local cost element will far exceed its resources. Moreover, in addition to the financial contribution, a considerable amount of expatriate staff will be required.

147. For the effective implementation of the programmes the Government will have to give special attention to Lesotho's capacity to absorb assistance. In this context, funds for counterpart expenditures, housing for expatriate and local staff, and urban services in general are likely to be problem areas.

148. Besides the development projects proposed in the two programmes, attention is drawn to the need for action in several related fields. These include strengthening the fiscal system and preparation of contingency plans in case very large numbers of migrants should return suddenly and unexpectedly.

Annex

DETAILS OF THE PROJECTS IN THE EMERGENCY PROGRAMME AND THE ACCELERATED DEVELOPMENT PROGRAMME

Contents

Tables

A. EMERGENCY PROGRAMME

(i) Road transport

R-1. Spot improvements, Sekakes to Qacha's Nek route

1. Spot improvements are needed immediately so that the Qacha's Nek to Quthing track is passable. From Quthing to Lethena the track is already passable, and from Lethena to Sekakes a Ministry of Works unit is already making the necessary improvements. Funded by the European Development Fund and the Government, this work will be completed by mid-1977. Further funds of R 1 million ($1,150,000) are needed immediately so that the unit can complete the spot improvement of the remaining section from Sekakes to Qacha's Nek (51 km) by the end of 1977. The whole Qacha's Nek route would then be passable, though still a slow and costly route to operate.

R-2. Road haulage fleet

2. Lesotho has hitherto relied heavily on South African transport facilities, whether railway or trucks. Diversion of southern and south-eastern region traffic to internal routes will therefore require more trucking capacity. The Government intends to establish a national freight transport company, initially under the Lesotho National Bus Corporation. This is to provide for the growing needs of road transport within the country. In the context of the emergency programme a minimum of about 30 seven to nine-ton trucks are required, as well as workshops, spare parts and initial working capital, totalling altogether about R 1.3 million ($1.5 million).

R-3. Quthing-Lethena-Sekakes road (160 km)

3. Even when the spot improvements to be completed under project R-1 have been carried out, the standard of this route will be unsatisfactory. A reliable means of communication with the south-east is an important internal link and is given high priority by the Government. It is therefore proposed to upgrade the whole route to Qacha's Nek to minimum all-weather gravel standards, that is to standard gravel 3 as specified by the Lesotho Ministry of Works. For this standard, a detailed engineering study in advance is not needed but the alignment should be chosen carefully so that the initial investment in roadworks can at a subsequent date be incorporated in further improvement. In order to expedite the work, construction would go on simultaneously at several points. On the Quthing-Lethena-Sekakes section there would be two new construction units provided to the Ministry of Works under this programme. Starting at the beginning of 1978, those two units should be able to complete this stretch of the road by the end of 1979. Total cost is estimated at about R 4.4 million ($5.1 million) of which about R 2 million ($2.3 million) would be for equipment and spares. In addition 15 work years of expatriate staff would be needed.

R-4. Sekakes to Qacha's Nek road (51 km)

4. As soon as the existing Ministry of Works unit had completed spot improvements on this stretch of track under project R-1, it would start the proper reconstruction

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of the route to gravel 3 standards. This would be completed in 1978. Funding for operating costs of R 1,120,000 ($1,290,000) is needed, plus five work years of expatriate staff.

R-5. Thaba Tseka to Mpiti road (160 km)

5. At present a road is being constructed to complete the link between Maseru and Thaba Tseka, which is a central point in the highlands. Between Thaba Tseka and the Qacha's Nek area there is a region in which some 50,000 people live at subsistence level devoted primarily to livestock activities. They are served only by seven small air strips and a track that is impassable for vehicles.

6. In order to open up this area, and also to provide an alternative route to Qacha's Nek, it is proposed to construct a gravel 3 road from Thaba Tseka to Mpiti, which is on the road between Sekakes and Qacha's Nek. For this a third construction unit is needed for the Ministry of Works. As the terrain is difficult, it is expected that construction would occupy the three years 1978-1980.

7. Total cost is estimated at R 3,630,000 ($4,190,000) of which R 1.1 million ($1,270,000) is for equipment and spares. Some 15 work years of expatriate staff would also be needed.

R-6. Three Ministry of Works maintenance centres

8. In a mountainous country with torrential rainstorms at certain times of the year, and with many gravel roads, maintenance is both costly and essential. A detailed maintenance study is being carried out in order to define fully the country's needs. In the meantime, it is clear that the expansion of the road network will certainly give rise to increased maintenance needs. It is therefore proposed to provide three new maintenance centres, at Quthing, Qacha's Nek and Thaba Tseka. Total cost, including equipment and operating expenses through 1981, would be R 2,640,000 ($3,040,000) plus 18.5 work years of expatriate staff.

R-7. Strengthening the technical capacity of the Ministry of Works

9. The Ministry of Works headquarters should be strengthened to enable it to cope with its greatly increased workload. This applies to both its engineering and its executive capacity, and also to its ability to carry out economic feasibility studies at least for smaller projects. This would be achieved by providing 19 work years of expatriate staff on a technical assistance basis together with some equipment and also the necessary housing. The cost is estimated at R 810,000 ($930,000) for four years from 1977 through 1981, excluding the cost of the technical assistance staff. However, the actual needs under this heading will be better known when the availability of finance for the road programme and its time-table can be more precisely determined.

(ii) Civil aviation

C-1. Strengthening the civil aviation fleet

10. It is proposed to purchase two short-take-off, short-range, modest sized turbo-prop aircraft. These would have the necessary range to operate direct scheduled services to Mozambique, Swaziland and Botswana. They would also serve to improve internal air communications as they will have considerably greater capacity than the existing aircraft of Lesotho Airways. They would be able to use some of the major existing air strips of the country, although it would be advisable to improve some of these.

11. Financing is required for the purchase of two aircraft and spares, estimated at R 1.9 million ($2,190,000), together with operating costs of R 100,000 ($120,000), making a total of R 2 million ($2.3 million). In addition, 10 work years of expatriate staff will be needed.

C-2. Improvement of Maseru airport

12. The existing small runway at Maseru airport cannot be extended and a new airport is urgently needed. This, however, would take some time to construct. In the meantime, improvements of the existing airport are urgent. The runway needs to be resealed, and for this R 66,000 is provided in the 1976/77 capital account budget, with bilateral assistance. Another bilateral donor has agreed to provide night-landing illumination but there is also a need for an instrument-landing system. The cost of this system is included in the emergency programme at R 40,000 ($46,000).

C-3. Improvement of eight air strips in the mountain areas

13. However quickly construction starts, the completion of roads in the mountain areas will take some years. In the meantime, therefore, air transport will be vital. It is proposed to improve eight air strips in the areas affected by the present situation, at Quthing, Qacha's Nek, Selaba Thebe, Sehonkong, Semonkong, Matabeng Store, Mashai Store and Tebelong. Runways would be improved and minimum drainage provided, the work being done by contractors. Work should be carried out during the second half of 1977, and is estimated to cost R 400,000 ($460,000).

C-4. National airport

14. A preliminary feasibility study (by Scandiaconsult and ICAO) has already indicated that by 1980 or soon afterwards an airport capable of accommodating at least medium-range jet airliners would be economically justifiable. Detailed engineering design still has to be carried out so that in any case the airport would only be operative at the earliest by 1980. In the meantime a staff training programme should be put in hand.

15. The provisional cost estimate for this airport is R 11,550,000 ($13,320,000) of which R 1.8 million ($2.1 million) is for buildings. Towards this, R 3 million ($3.5 million) has been pledged by the European Development Fund (EDF). Some of the expenditure on buildings might well be postponed to a later date, dependent upon the over-all design.

(iii) Agriculture, livestock and food

A-1. Mountain region food reserve (including medical supplies reserve)

16. This project provides for 5,000 tons of maize and maize meal to be held permanently in the mountain areas, using both existing stores and new stores given by the United Nations Emergency Operation which are in the course of construction. Along with the food reserves, there should be reserves of medical supplies. The reserves need to be in place by April 1977, before the onset of the next winter. They should eliminate the need for supply of food by emergency airlift to communities isolated by winter conditions, as happened in 1975 when South African helicopters were used for this purpose. It is envisaged that the food stocks would be supplied through the World Food Programme (WFP), which would also manage the rotation of the stocks in conjunction with various projects it is supporting in the highlands. The appropriate cost of initial stocks would be R 600,000 ($690,000).

A-2. Offset to removal of grain subsidies

17. The cost to Lesotho of the withdrawal of South African subsidies on its imports of all wheat and maize products is estimated at R 2.4 million ($2.8 million) on a normal level of annual imports. While the consequent price rises in Lesotho can be expected to stimulate local production, the additional output obviously cannot materialize at once. Meanwhile, it is proposed to soften the impact on the economy of Lesotho by providing 10,000 tons of various types of wheat flour and 4,000 tons of maize grains to a total value of R 2.4 million ($2.8 million). This grain could be sold through existing commercial channels to avoid delay while government storage (through Co-op Lesotho) was constructed. The net revenue generated by the sale would immediately be contributed to a revolving fund to provide working capital for the sharecropping programme described below to expand grain production in 1977/78 (project A-4, paras. 20 and 21).

A-3. Strategic reserve of maize, with storage

18. The Mission was informed that, because of drought in the early growing season, the 1977 maize harvest is expected to be considerably less than that of 1976. The Government is also seriously concerned that the normal importation of staple cereals might be disrupted. It is therefore proposed to establish in Lesotho a permanent strategic reserve of 30,000 tons of maize grains. This is equivalent to about two months' consumption of grains. Only in the case of serious crop failure, or interruption of imports, or both, would the reserve be drawn on. Any draw-down of the reserve would be replaced as soon as possible. The reserve stock would be

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rotated periodically in conjunction with normal maize usage. The initial stock could be supplied through WFP.

19. Because of the lack of suitable storage in Lesotho, it is imperative that bulk silos for 30,000 tonnes of maize are installed before maize for the strategic reserve arrives in the country. The approximate costs would be: maize, R 2,250,000 ($2.6 million) and maize silos R 1.5 million ($1.7 million).

A-4. Modernized crop production

20. The Government sharecropping scheme described at paragraph 62 of the report offers the best hope for rapid progress towards self-sufficiency in food grains. The Government therefore aims to expand rapidly from the 10,000 hectares cultivated in 1976 to 32,000 hectares in the 1977/78 season, provided funds are available in time. The emergency programme accordingly includes funding for 32,000 hectares.

21. The main elements required are: some equipment to accelerate land tenure rationalization and soil conservation measures on some of the land which is to be put under mechanical cultivation; additional farm machinery and implements; equipment to construct field access tracks; some storage; technical assistance; and working capital to finance the crop-growing costs (this last being the largest item). The sale of wheat flour and maize from project A-2 could provide about R 2.4 million ($2.8 million) of the working capital needed for this project. Total cost would be R 10.1 million ($11.6 million) plus 8 expatriates at executive level and 10 at assistant level for one year.

A-5. Grain-processing self-sufficiency (milling and silos)

22. At present, much of Lesotho's maize and virtually all of its wheat is exported to South Africa as grain and reimported as bread flour, meal, etc. In order to ensure uninterrupted supply, it is urgent that Lesotho establish a wheat-flour mill. An initial capacity of 65,000 tonnes per annum would be sufficient. Much of the increased grain produced by project A-4 will be winter wheat. To reduce spoilage of this crop in particular, and to facilitate harvesting in the shortest time possible so as to avoid bad weather, it is recommended that cleaning and drying facilities are also installed. Silo storage for about 60,000 tonnes of wheat and maize will be needed and a small amount of working capital for the mill. This project, which is complementary to project A-4, would cost about R 6.5 million ($7.5 million).

A-6. Wool and mohair development

23. Wool and mohair, Lesotho's main exports, are high quality products. At present, much of the production goes across the border and through the South African collection and marketing system. The Lesotho Livestock Marketing Corporation (LMC) could not at present market the whole clip, if only for lack of facilities. This project provides for seven stores for LMC, together with marketing capital. The

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most immediate need is for three or four stores in the south and east for the 1977/78 season. Inputs are also needed to complete the vital campaign for sheep-scab eradication and to reinforce the supply of vaccines etc. for livestock procedures.

24. Total costs would be about R 2,490,000 ($2,870,000). Towards this, the 1976/77 capital account budget has already allocated R 60,000 ($69,000) of bilateral assistance. There would also be need for a technical expert on wool marketing for three years. (This is additional to the expert and volunteer services provided to the Livestock and Produce Marketing Corporations under the 1977-1980 UNDP country programme.)

A-7. Agricultural Development Bank

25. Projects A-3, A-4, A-5 and A-6 of the emergency programme call for substantial sums of working capital, as do also agricultural and livestock projects in the accelerated development programme. For successful operation, it will be essential that these funds be systematically and accurately allocated and administered. The Agricultural Development Bank which is being set up could provide this service once it was established and in operation. It is therefore proposed to provide technical assistance in order to facilitate and hasten its establishment. The assistance would be three officers in the fields of general management systems, financial management and agricultural credit control, each for three years.

(iv) Telecommunications

T-1. Doubling the capacity of the radio link to Nairobi

26. The capacity of the present high-frequency radio link to Nairobi could readily be doubled. This should therefore be done as an emergency measure to give Lesotho some greater independence in its communications with the outside world (see para. 85 of the report). The cost would be about R 400,000 ($460,000).

(v) Health

H-1. Stockpile of drugs and other medical supplies, and extension of medical stores

27. The purpose of this project is to increase the central stock of drugs already held by the Ministry of Health, so as to cope with increasing national demand and to avoid periodic shortages. This has become urgent partly because of the possibility of some disruption of supplies, and partly because the border post situation in the south and south-east is expected to throw on to the limited medical services of Lesotho the health care of many people who hitherto have crossed the border for medical attention. Approximate cost would be R 500,000 ($580,000). Two expatriate pharmacists would also be needed for three years, pending the training of Basotho pharmacists.

H-2. Qacha's Nek hospital

28. The existing 45-bed hospital is in an old and dilapidated building. A completely new 60-bed hospital is now urgently needed to meet the needs of the community in this region. Capital cost is estimated at R 1.4 million ($1.6 million). and expatriate staff of one doctor and six nurses would be needed for some three years.

H-3. Rural clinics at Matabeng and Sixondo

29. Because of the border post situation at Ramats'eliso's Gate and Tele Bridge, the communities around Matabeng and Sixondo, respectively, can no longer rely on being able to obtain medical attention across the border. Rural clinics are therefore urgently needed in these areas. The capital cost of the two clinics would be about R 50,000 each, total R 100,000 ($115,000). Two expatriate nurses would be needed for each clinic for three years.

B. ACCELERATED DEVELOPMENT PROGRAMME

(i) Road transport

R-8. Mafeteng to Mohales Hoek road (49 km)

30. Traffic on this stretch of road is estimated to average well over 150 vehicles per day, and a further increase of traffic is expected after the opening of the road from Quthing to Qacha's Nek. The Government therefore intends to upgrade this road to bitumen standards. EDF has pledged R 3 million ($3,460,000) towards the project, the total cost being estimated at R 4,660,000 ($5,370,000) with the work done by a contractor.

R-9. Mohales Hoek to Quthing road (60 km)

31. This stretch of road is now of gravel 2 standard and traffic is expected to increase. A feasibility study should be carried out to determine optimal upgrading. If bituminization is found to be justifiable, the cost is estimated at about R 5,590,000 ($6,460,000) if the work were done by a contractor.

R-10. Mokhotlong to Taung (90 km)

32. Mokhotlong is an isolated eastern district headquarters, reached only either by its air strip or by tracks to the north-east of the country or southwards to the frontier. It is proposed to build a road to gravel 3 standard linking Mokhotlong through the mountains to Taung on the Thaba Tseka-Mpiti road. The work would be done during 1979 and 1980 by the existing Ministry of Works unit after it had completed project R-4, at an estimated cost of R 1,500,000 ($1,700,000) plus 7.5 work years of expatriate staff.

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R-11. Strengthening of feeder-road programme

33. Using WFP resources, Food for Work projects have opened up a number of tracks in the mountain areas. This has been done despite handicaps such as shortage of tools and other equipment. Without such rural penetration roads, the construction of the main road network will not make its full contribution to opening up agricultural areas.

34. This programme is therefore being strengthened by the provision of machinery costing R 502,700 ($579,800) in the 1976/1977 capital account budget, financed with bilateral assistance. To this it is now proposed to add provision for tools, materials and operating expenses, at a cost of about R 420,000 ($480,000). In addition, 6.5 work years of expatriate staff would be needed. These would be technical staff to select track alignments and supervisors to train local foremen.

(ii) Agriculture and livestock

A-8. Modernized crop production and storage (continuing development)

35. Given successful cultivation of the 32,000 hectares under project A-4, the Government intends to expand to 67,000 hectares in 1978/79 if funds are available. Thereafter it would continue expansion as rapidly as possible until self-sufficiency in food grains was achieved. Detailed costs and the maximum feasible rate of expansion will become more apparent during the implementation of the 1977/78 emergency programme. Present estimates are that a further R 9.4 million ($10,840,000) would be required to reach 67,000 hectares in 1978/79. The expatriate staff would continue to be needed for a further two years.

A-9. Strengthening of livestock marketing

36. The emergency programme included a project (A-6) to strengthen the wool and mohair marketing functions of the Livestock Marketing Corporation. The Government has separate plans for establishing an abattoir with an associated cattle-fattening operation. There is a need, however, to improve the livestock marketing infrastructure in relation to the traditional livestock owners in order to encourage increased productivity and commercial offtake. The main need is for simple up-country markets and holding grounds for cattle moving to the abattoir, at an approximate cost of R 300,000 ($350,000).

A-10. Irrigated vegetable production

37. Considerable applied research has already been carried out on the intensive production of vegetables under sprinkler irrigation. This can bring relatively high returns both per hectare and per worker. The Government has the trained and experienced staff to help cultivators with production.

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38. The project would bring 500 hectares under production within three years. That, with the existing area, is expected to achieve self-sufficiency in vegetable production besides employing at least 1,000 people. Meanwhile, export market potential will be investigated with a view to further expansion of production subsequently. Approximate cost is R 1.1 million ($1,270,000) plus two expatriate experts or technicians for four years and two for three years.

A-11. Poultry production and processing

39. The expanding poultry industry in Lesotho can provide good returns to the farmers. Already, 1,300 farmers, mostly egg producers, operate under Ministry of Agriculture supervision. Poultry production is now poised for further rapid expansion, both eggs and broilers. Trained and experienced field staff are available, though they need to be reinforced by further staff now being trained. All staff would need better transport facilities.

40. The main needs for this project are on the industrial side. They include: a new, larger hatchery and central or specialized smallholder brooder capacity; a broiler processing plant; some expansion in egg-marketing infrastructure; technical work on local feed formulation to replace imports and initial work on export marketing. The industry as a whole, and particularly the broiler production, would require working capital, and also a revolving fund to finance smallholder production units. The Government intends establishing a poultry development corporation to implement the programme. Cost is estimated at R 2,630,000 ($3,030,000) plus five experts for four years.

A-12. Freshwater fish production

41. Besides its fish hatchery at Maseru, the Government has a 5.4 hectare pilot fish farm at Tsakholo which has produced yields up to 5 tonnes per hectare. There appears to be a good potential market for fish, but that needs to be tested. It is therefore proposed to extend the Tsakholo farm to 40 hectares. Depending on the results of the expansion, the farm might be expanded to as much as 350 hectares. That work might also contribute to improving the economics of the small village fish-ponds, which do have social benefits. The approximate cost to the 40 hectare stage would be R 500,000 ($577,000) plus continuation of the two existing technical assistance fisheries officer posts and a volunteer in the construction field, all for two years.

(iii) Hydroelectric power

P-1. Identification of site or sites to be developed and preparation of feasibility study

42. Following on the preparatory studies which have already been made of Lesotho's water resources and hydropower potential, the next step is to select the site or combination of sites which would constitute the optimum in relation to

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the country's needs. This project would provide the information required in order to take that decision, and then go on to prepare a detailed feasibility study for the site or sites selected. It is expected that it would cost R 1 million ($1,150,000) and take a year to complete. It should start as soon as possible.

P-2. Detailed engineering design

43. Assuming that the feasibility study showed a scheme at the selected site or sites to be viable, it would still be necessary to prepare detailed engineering designs. This, however, should not be done until the arrangements for financing the scheme were reasonably assured. The cost of engineering design, at about 4 per cent, would vary according to the cost of the scheme. This could well be anywhere between R 50 million ($58 million) and R 150 million ($170 million), depending on what sites are developed. Design costs can thus be estimated approximately at between R 2 million ($2.3 million) and R 6 million ($6.9 million).

44. Actual construction of a hydroelectric scheme is outside the scope of the accelerated development programme. In any case, construction could scarcely start before 1981 even if all the preparations and financial negotiations proceeded smoothly and expeditiously.

(iv) Education

E-1. Upgrading of four vocational schools

45. It is proposed to upgrade four mission-controlled rural vocational schools in order to alleviate the present shortage of skilled workers in various fields. These are the Qacha's Nek, St. Elizabeth, Bishop Allard and Leribe Craft schools. The Government would provide additional buildings and equipment. It would also pay teachers' salaries, but otherwise the recurrent costs arising from the upgrading would be met by the missions concerned. Three expatriate teachers (relatively junior) would be needed for three years for each school, to cover the period when Basotho teachers were being trained and gaining teaching experience. The total cost would be R 1,960,000 ($2,260,000) plus the 36 work years of expatriate teachers.

E-2. Training of vocational school teachers

46. Fellowship training would be needed for the additional Basotho teachers to staff the upgraded vocational schools. It is expected that two years' training would be needed for 15 teachers. At R 4,000 ($4,600) per year, the total cost would be R 120,000 ($138,000). At present, some 20 donors provide Lesotho with fellowship training and other technical assistance, so there should be no difficulty in meeting this need.

E-3. Mathematics/science crash programme

47. There is an urgent need to increase the flow of graduates from the National University of Lesotho who have followed mathematics and science programmes. For this purpose, a crash programme is already being instituted so that pupils who have the Cambridge Overseas School Certificate can be upgraded to university entrance level in mathematics and science. The facilities now being created will however only take 40 pupils; a further substantial expansion to a total of 100 is needed. Including class-rooms, laboratories, student hostel and staff housing, the total capital cost of the expansion would be about R 400,000 ($460,000). In addition, five expatriate teachers would be needed for five years.

E-4. Non-formal education of adults

48. This project aims to provide basic job-oriented vocational training courses of four to six months for Standard 7 school leavers and for school drop-outs, primarily for adults who have left school some years before. This would both provide the individual with another educational opportunity and contribute to solving the country's development manpower problems. The aim is to establish three centres. One would be at Maseru, and would be provided by adding to the facilities at the long-established Lerotholi Technical Institute (LTI) at a cost of R 80,000 ($90,000) plus three expatriate teachers for three years.

49. One other centre would be in the north and one in the south. The original proposal was to construct two completely new centres for this purpose. It would, however, seem more economical to base those operations on the vocational schools to be upgraded under project E-1, in the same way that LTI is to be used for the central lowlands. If experience showed that further facilities were needed at the vocational schools for this purpose, that would be an item for the normal educational development programme.

(v) Health

H-4. National referral and general hospital, phase I

50. The existing central hospital in Maseru was designed for 350 beds but is now greatly overcrowded. Moreover, about R 50,000 ($58,000) a year is spent in South Africa on specialist treatment not available in Lesotho. It is therefore proposed to build a completely new 800-bed hospital including new specialist services. The intention is to build the hospital in phases, probably taking a department, or a group of closely related departments, in each phase.

51. A detailed design study would be needed. A rough estimate is that the complete hospital would cost R 9 million ($10.4 million). The African Development Bank has pledged an indicative R 269,700 ($311,000) towards a modern maternity and nurse-training facility. A first phase, perhaps covering surgical and related facilities and 100 beds, is included in the accelerated development programme at a rough estimate of R 3 million ($3.5 million) plus design costs of about R 200,000 ($230,000).

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52. Very substantial expatriate staffing would be needed for several years, including specialists, medical officers and laboratory technicians. Their numbers and their timing cannot be foreseen until at least the outline of the hospital design and its phasing are decided. However, it is unlikely that any would be needed even for phase I during the period covered in the accelerated development programme, as construction of phase I is not likely to be completed before 1981.

H-5. Training of medical personnel

53. Fellowship training will be needed at least for:

(a) Medical specializations for already-qualified doctors;

(b) Basic medical training for doctors;

(c) Nurse clinicians, nurses, pharmacists, laboratory assistants, physiotherapists and other medical personnel.

The exact numbers will depend very much on the availability of qualified trainees and on the availability of funds to finance posts in the health services. A block sum of R 50,000 ($58,000) a year has therefore been included as an approximate indication. At present, some half dozen donors provide fellowship training and other technical assistance to Lesotho in the health sector. Whether they will meet all these training needs is not known at present.

(vi) Industry

I-1. Maseru industrial area extension

54. This project would provide 47 acres of additional industrial sites which are urgently needed to make possible further industrial development. The industrial area is adjacent to Maseru railway station, and a railway siding would be extended through the area. Estimated cost is R 850,000 ($980,000).

I-2. Advance factory buildings

55. This project would enable the Lesotho National Development Corporation (LNDC) to build three factory shell buildings of 6,000 square feet each. Those would cater for potential investors who could be attracted to establish themselves in Lesotho only provided they did not have to wait for a new building to be constructed. The estimated cost would be R 200,000 ($230,000) per building.

I-3. Artisan industry centres at Qacha's Nek, Quthing, Thaba Tseka and Mokhotlong

56. These projects are to promote artisan industries in rural areas, including Qacha's Nek and Quthing in the south and south-east. They are based on experience

M-4. Sandstone quarry and stone dressing works

62. This is a project of the Basotho Enterprises Development Corporation (BEDCO) which is an LNDC subsidiary. It is essentially a pilot scheme to promote the use of high quality building sandstone, of which Lesotho has an ample supply. It would be located near the stone crushing project (M-3) in order to facilitate the joint use of some equipment. If the project is successful, LNDC and/or BEDCO may then proceed to establish joint companies with local sandstone producers. The cost of the project is estimated at about R 150,000 ($170,000) including working capital, plus an expert adviser for some six months.

Table I

ROAD TRANSPORT

	1977	1978	1979	1980	Total	Expatriate staff S-Senior A-Assistant (w/y = work years)
	Capital and operating costs a/ in million rands (dollar equivalents in brackets)					
Emergency programme						
R-1 Spot improvements Sekakes-Qacha's Nek (51 km) (by Ministry of Works)	1.00 (1.15)	-	-	-	1.00 (1.15)	
R-2 Road haulage fleet	1.05 (1.21)	0.20 (0.23)	0.05 (0.06)	-	1.30 (1.50)	
R-3 Quthing-Lethena-Sekakes (160 km) to G3 (by Ministry of Works)	-	3.50 (4.04)	0.90 (1.04)	-	4.40 (5.08)	S 15
R-4 Sekakes-Qacha's Nek (51 km) to G3 (by Ministry of Works)	-	1.12 (1.29)	-	-	1.12 (1.29)	S 5
R-5 Thaba Tseka-Mpiti (160 km) to G3 (by Ministry of Works)	-	1.73 (2.00)	0.95 (1.10)	0.95 (1.10)	3.63 (4.19)	S 15
R-6 Three Ministry of Works maintenance centres	-	1.26 (1.45)	0.46 (0.53)	0.46 (0.53)	2.64 c/ (3.04)	S 18.5
R-7 Ministry of Works technical strengthening	0.70 (0.81)	0.03 (0.03)	0.03 (0.03)	0.03 (0.03)	0.81 c/ (0.93)	S 19
Total emergency programme	2.75 (3.17)	7.84 (9.04)	2.39 (2.76)	1.44 (1.66)	14.90 (17.19)	S 72.5
Accelerated development programme						
R-8 Mafeteng-Mohales Hoek (40 km) to B (by contractor)	0.06 (0.07)	2.10 (2.42)	2.50 (2.88)	-	4.66 (5.37)	b/
R-9 Mohales Hoek-Quthing (60 km) to B (by contractor)	-	0.07 (0.08)	2.52 (2.91)	3.00 (3.46)	5.59 (6.46)	b/
R-10 Mokhotlong-Taung (90 km) to G3 (Ministry of Works)	-	-	1.04 (1.20)	0.46 (0.53)	1.50 (1.73)	S 7.5
R-11 Strengthening of feeder road programme	0.02 (0.02)	0.03 (0.04)	0.13 (0.15)	0.13 (0.15)	0.42 c/ (0.48)	S 6.5
Total accelerated development programme	0.08 (0.09)	2.20 (2.54)	6.19 (7.14)	3.59 (4.14)	12.17 c/ (14.04)	S 14

a/ Excluding cost of expatriate staff shown separately.

b/ Any expatriate staff employed by contractors are included in the price estimates.

c/ Including 1981 expenditures.

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Table II

CIVIL AVIATION

	Capital and operating costs a/ in million rands (dollar equivalents in brackets)					Expatriate staff S-Senior A-Assistant (w/y = work years)
	1977	1978	1979	1980	Total	
Emergency programme						
C-1 Strengthening of civil aviation fleet	2.00 (2.30)	-	-	-	2.00 (2.30)	S 10
C-2 Improvement of Maseru airport (by contractor)	0.04 (0.05)	-	-	-	0.04 (0.05)	b/
C-3 Improvement of eight air strips (by contractor)	0.40 (0.46)	-	-	-	0.40 (0.46)	b/
C-4 National airport (by contractor)	0.60 (0.69)	0.75 (0.87)	3.80 (4.38)	4.20 (4.84)	11.55 c/ (13.32)	b/
Total emergency programme	3.04 (3.51)	0.75 (0.87)	3.80 (4.38)	4.20 (4.84)	13.99 c/ (16.14)	S 10
Accelerated development programme						
Nil						

a/ Excluding cost of expatriate staff shown separately.

b/ Any expatriate staff employed by contractors are included in the price estimate.

c/ Including 1981 expenditures.

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Table III

AGRICULTURE, LIVESTOCK AND FOOD

		Capital and operating costs a/ in million rands (dollar equivalents in brackets)					Expatriate staff S-Senior A-Assistant (w/y = work years)
		1977	1978	1979	1980	Total	
Emergency programme							
A-1	Mountain region food and medical supplies reserve	0.60 (0.69)	-	-	-	0.60 (0.69)	-
A-2	Offset to removal of grain subsidies: 10,000 tonnes wheat flour 4,000 tonnes maize grain	2.10 0.30 2.40 (2.80)	-	-	-	2.40 (2.80)	-
A-3	Strategic reserve of maize, with storage	3.75 (4.33)	-	-	-	3.75 (4.33)	-
A-4	Modernized crop production (next phase)	10.10 (11.60)	-	-	-	10.10 (11.60)	S 8 x 1 year A 10 x 1 year
A-5	Grain processing self-sufficiency (milling and silos)	3.00 (3.45)	3.50 (4.05)	-	-	6.50 (7.50)	
A-6	Wool and mohair development	1.53 (1.76)	0.96 (1.11)	-	-	2.49 (2.87)	S 1 x 3 years
A-7	Agricultural Development Bank	-	-	-	-	-	S 3 x 3 years
Total emergency programme		21.38 (24.66)	4.46 (5.14)	-	-	25.84 (29.80)	S 20 w/y A 10 w/y
Accelerated development programme							
A-8	Modernized crop production and storage (continuing development)	-	9.40 (10.48)	(?)	(?)	9.40 (10.48)	S 8 x 2 years A 10 x 2 years
A-9	Strengthened livestock marketing	-	0.30 (0.35)	-	-	0.30 (0.35)	-
A-10	Irrigated vegetable production	0.50 (0.58)	0.30 (0.35)	0.30 (0.35)	-	1.10 (1.27)	S 2 x 4 years A 2 3 years
A-11	Poultry production and processing	1.10 (1.20)	1.00 (1.20)	0.53 (0.58)	-	2.63 (3.03)	S 2 x 4 years A 3 x 4 years
A-12	Fresh water fish production	0.40 (0.46)	0.10 (0.12)	-	-	0.50 (0.58)	S 2 x 2 years A 1 x 2 years
Total accelerated development programme		2.00 (2.30)	11.10 (12.80)	0.83 (0.96)	-	13.93 (16.07)	S 36 w/y A 40 w/y

a/ Excluding cost of expatriate staff shown separately.

Table IV

HYDROELECTRIC POWER

	Capital and operating costs in million rands (dollar equivalents in brackets)					Expatriate staff S-Senior A-Assistant (w/y = work years)
	1977	1978	1979	1980	Total	
Emergency programme						
Nil						
Accelerated development programme						
P-1 Identification of site or sites to be developed and preparation of feasibility study	0.50 (0.58)	0.50 (0.58)	-	-	1.00 (1.15)	a/
P-2 Detailed engineering design			1.00- (1.15)	1.00- (1.15)	2.00- (2.30)	a/
			3.00 (3.45)	3.00 (3.45)	6.00 (6.90)	
Total accelerated development programme	0.50 (0.58)	0.50 (0.58)	1.00- (1.15)	1.00- (1.15)	3.00- (3.45)	a/
			3.00 (3.45)	3.00 (3.45)	7.00 (8.05)	

a/ The expatriate staff needed would be provided by the consultants engaged for the study and design work, and are included in the cost figures.

Table V

TELECOMMUNICATIONS

	Capital and operating costs in million rands (dollar equivalents in brackets)					Expatriate staff S-Senior A-Assistant (w/y = work years)
	1977	1978	1979	1980	Total	
Emergency programme						
T 1 Doubling capacity of radio link to Nairobi	0.40 (0.46)	-	-	-	0.40 (0.46)	a/
Accelerated development programme						
Nil						

a/ Any expatriate staff required, e.g. for installation by the equipment supplier, are included in the cost estimate.

Table VI

EDUCATION

	Capital and operating costs a/ in million rands (dollar equivalents in brackets)					Expatriate staff S-Senior A-Assistant (w/y = work years)
	1977	1978	1979	1980	Total	
Emergency programme						
Nil						
Accelerated development programme						
E-1 Upgrading of four vocational schools	-	0.26 (0.30)	1.00 (1.15)	0.70 (0.81)	1.96 (2.26)	A 12 x 3 years
E-2 Training of vocational teachers	-	0.06 (0.07)	0.06 (0.07)	-	0.12 (0.14)	-
E-3 Maths/science crash programme	-	0.20 (0.23)	0.20 (0.23)	-	0.40 (0.46)	S 5 x 5 years
E-4 Non-formal education of adults	-	0.08 (0.09)	-	-	0.08 (0.09)	A 3 x 3 years
Total accelerated development programme	-	0.60 (0.69)	1.26 (1.45)	0.70 (0.81)	2.56 (2.95)	S 25 w/y A 45 w/y

a/ Excluding cost of expatriate staff shown separately.

Table VII

HEALTH

	1977	1978	1979	1980	Total	Expatriate staff S-Senior A-Assistant (w/y = work years)
	Capital and operating costs a/ in million rands (dollar equivalents in brackets)					
Emergency programme						
H-1 Stockpile of drugs and other medical supplies, and extension of medical stores	0.50 (0.58)	-	-	-	0.50 (0.58)	S 2 x 3 years
H-2 Qacha's Nek Hospital	0.20 (0.23)	0.80 (0.92)	0.40 (0.46)	-	1.40 (1.61)	S 1 x 3 years A 6 x 3 years
H-3 Rural clinics at Sixondo and Matebeng	0.10 (0.15)	-	-	-	0.10 (0.15)	A 4 x 3 years
Total emergency programme	0.80 (0.92)	0.80 (0.92)	0.40 (0.46)	-	2.00 (2.30)	S 9 w/y A 30 w/y
Accelerated development programme						
H-4 National referral and general hospital, phase I	0.20 b/ (0.23)	1.00 (1.15)	1.00 (1.15)	1.00 (1.15)	3.20 (3.69)	c/
H-5 Training of medical personnel	0.05 (0.06)	0.05 (0.06)	0.05 (0.06)	0.05 (0.06)	0.20 (0.23)	-
Total accelerated development programme	0.25 (0.29)	1.05 (1.21)	1.05 (1.21)	1.05 (1.21)	3.40 (3.92)	-

a/ Excluding cost of expatriate staff shown separately.

b/ R 200 000 estimated for detailed design study plus architectural/engineering design for phase I.

c/ Expatriate medical staff needed after completion.

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Table VIII

INDUSTRY

	Capital and operating costs in million rands (dollar equivalents in brackets)					Expatriate staff S-Senior A-Assistant (w/y + work years)
	1977	1978	1979	1980	Total	
Emergency programme						
Nil						
Accelerated development programme						
I-1 Maseru industrial area extension	-	0.85 (0.98)	-	-	0.85 (0.98)	-
I-2 Advance factory buildings	-	0.20 (0.23)	0.20 (0.23)	0.20 (0.23)	0.60 (0.69)	-
I-3 Artisan industry centres at Qacha's Nek, Quthing, Thaba Tseka and Mokhotlong	-	-	0.44 (0.51)	0.47 (0.54)	1.00 a/ (1.15)	-
Total accelerated development programme	-	1.05 (1.21)	0.64 (0.74)	0.67 (0.77)	2.45 a/ (2.83)	-

a/ Includes R 60,000 to cover 1981 and 1982 operating costs for Thaba Tseka and Mokhotlong, and R 30,000 to cover 1981 operating costs for Qacha's Nek and Quthing.

Table IX

MINERALS, MINING AND QUARRYING

	Capital and operating costs a/ in million rands (dollar equivalents in brackets) 1977	1978	1979	1980	Total	Expatriate staff S-Senior A-Assistant (w/y = work years)
Emergency programme						
Nil						
Accelerated development programme						
M-1 Acceleration of exploration for diamonds	0.01 (0.01)	0.19 (0.22)	0.04 (0.05)	0.04 (0.05)	0.28 (0.32)	S - 4 w/y plus
M-2 Acceleration of exploration for uranium	0.04 (0.05)	0.06 (0.07)	0.06 (0.07)	-	0.16 (0.16)	S - 3 w/y plus
M-3 Stone crushing plant Hamorakane	-	0.60 (0.69)	-	-	0.60 (0.69)	b/
M-4 Sandstone quarry and stone dressing works	-	0.15 (0.17)	-	-	0.15 (0.17)	S 1 x 0.5 year
Total accelerated development programme	0.05 (0.06)	1.00 (1.15)	0.10 (0.12)	0.04 (0.05)	1.19 (1.37)	S 8 w/y approx

a/ Excluding cost of expatriate staff shown separately.

b/ At most, three senior officers will be needed to run this project, probably expatriate. This cost is included in the working capital.

Table X

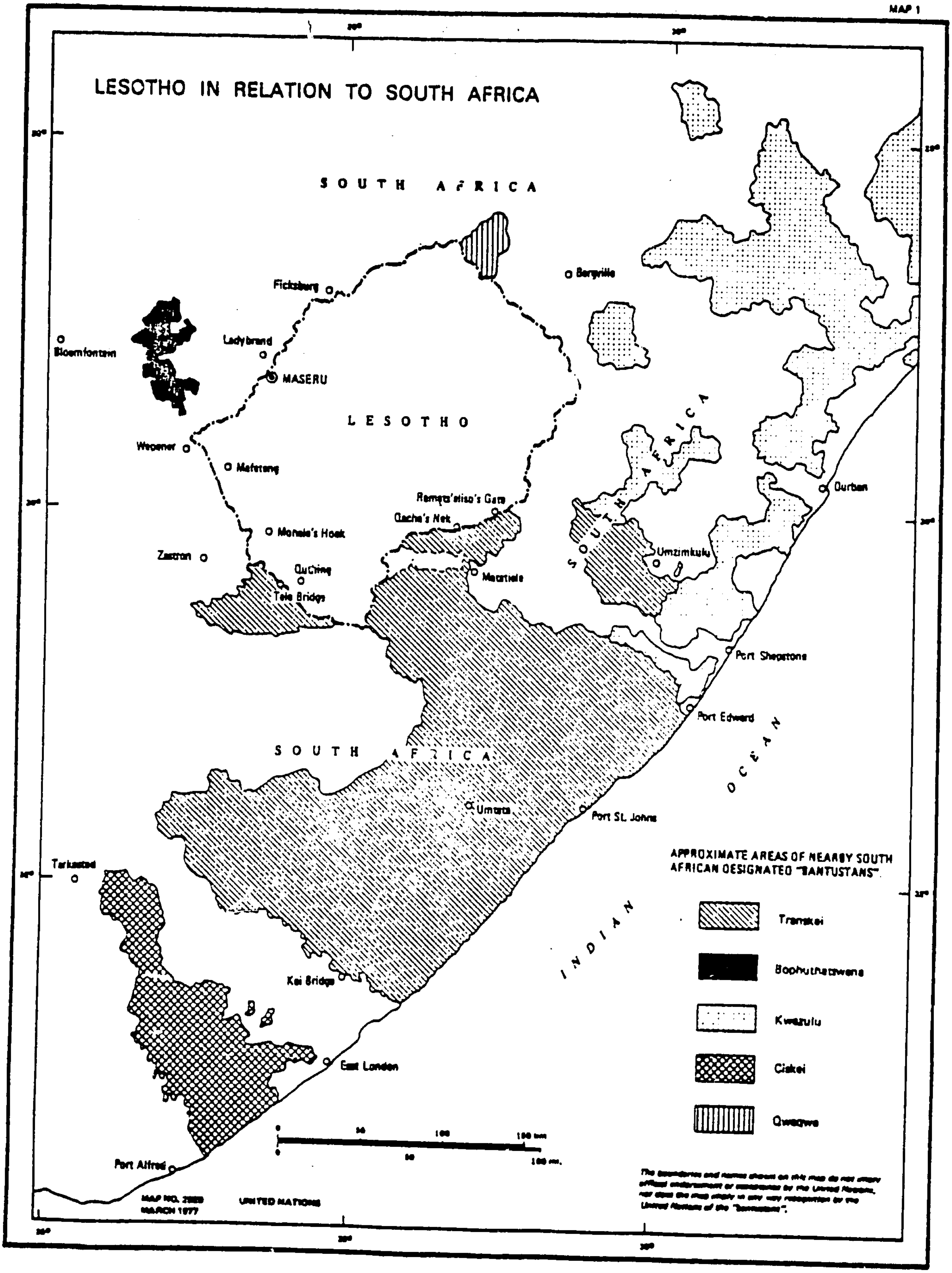
SUMMARY OF THE EMERGENCY AND THE ACCELERATED DEVELOPMENT PROGRAMMES

	Emergency programme		Accelerated development programme	
	Capital and operating costs a/ (millions)	Expatriate staff (work years)	Capital and operating costs a/ (millions)	Expatriate staff (work years)
Transport	R 14.90 $17.19	72.5	R 12.17 $14.04	14
Civil aviation	R 13.99 $16.14	10	-	-
Agriculture, livestock and food	R 25.84 $29.80	30	R 13.93 $16.07	76
Hydroelectric power	-	-	R 5.00 b/ $5.77	-
Telecommunications	R 0.40 $0.46	-	-	-
Education			R 2.56 $2.95	70
Health	R 2.00 $2.30	39	R 3.40 $3.92	-
Industry		-	R 2.45 $2.83	-
Minerals, mining and quarrying	-	-	R 1.19 $1.37	8
Total	R 57.13 $65.89	151.5	R 40.70 b/ $46.94	168

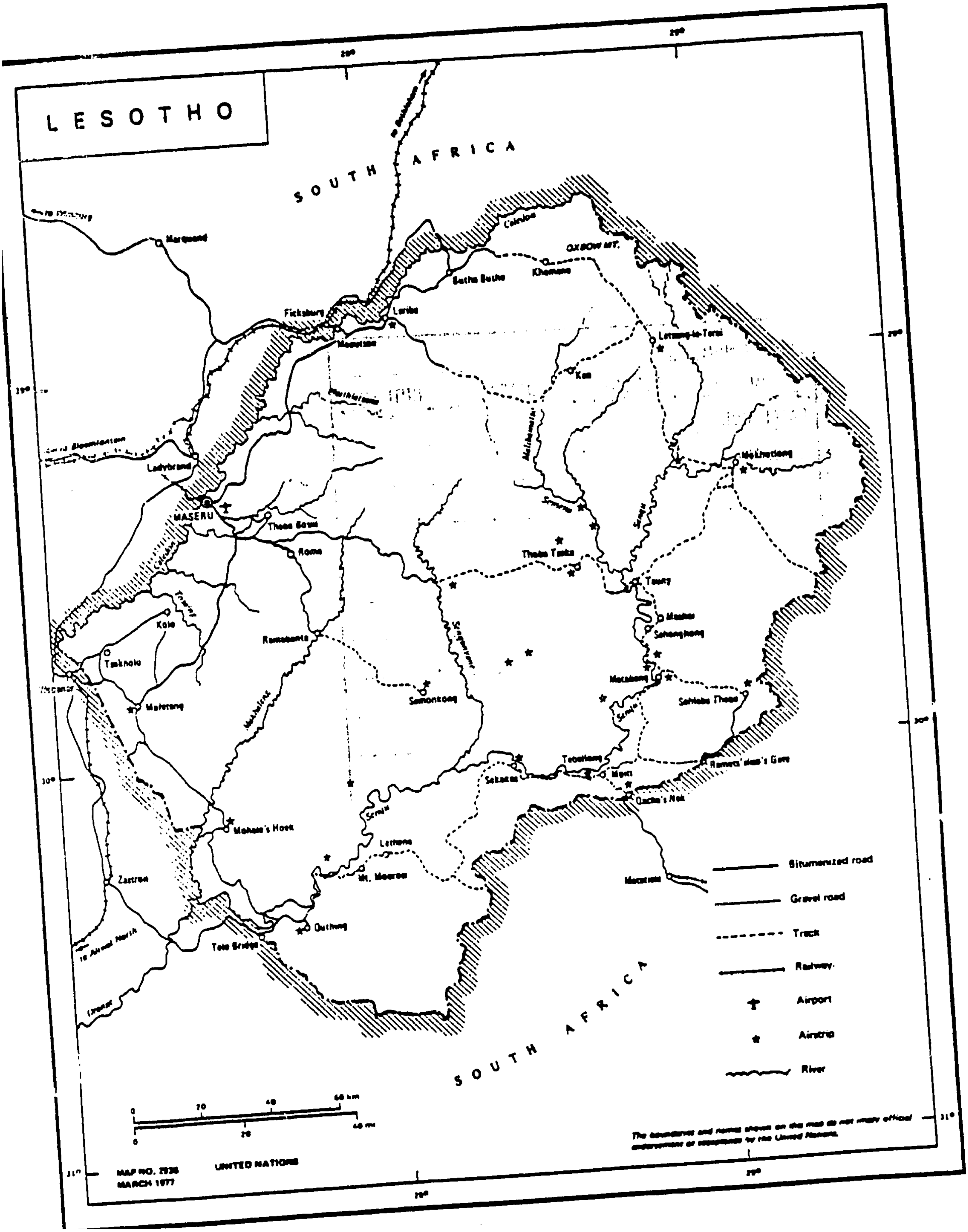
a/ Excluding cost of expatriate staff shown separately.

b/ Plus or minus R 2 million ($2.3 million) depending on the expected capital cost of the hydroelectric project or projects.

1. Lesotho in relation to South Africa



2. Lesotho


LESOTHO
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Marquard
Ficksburg
Leribe
Butha Buthe
OXBOW MT.
Caledon
Letseng-la-Terai
Kao
Ladybrand
MASERU
Thaba Bosiu
Roma
Mokhotlong
Thaba Tseka
Mashai
Sehonghong
Kolo
Tsakholo
Mafeteng
Ramabanta
Semonkong
Sehlaba Thebe
Qacha's Nek
Sekake
Mohale's Hoek
Mt. Moorosi
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Gravel road
Track
Railway
Airport
Airstrip
River
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MARCH 1977
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