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ASSISTANCE TO LESOTHO

Report of the Secretary-General

1. In its resolution 527 (1982) of 15 December 1982, the Security Council, among other things, requested the Secretary-General to enter into immediate consultations with the Lesotho Government and the United Nations agencies to ensure the welfare of the refugees in Lesotho in a manner consistent with their security. The Security Council also requested Member States to urgently extend all necessary economic assistance to Lesotho in order to strengthen its capacity to receive and maintain South African refugees. Furthermore, the Secretary-General was requested to monitor the implementation of the resolution and to report regularly to the Security Council as the situation demanded.

2. As a first step towards the implementation of the resolution, the Secretary-General arranged for a mission to visit Lesotho in January 1983 to consult with the Government. The report of the Mission is transmitted herewith.

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REPORT OF THE SECRETARY-GENERAL'S MISSION TO LESOTHO IN CONNECTION  
WITH THE COMPLAINT OF LESOTHO AGAINST SOUTH AFRICA

INTRODUCTION

A. Action taken at the United Nations in December 1982

1. In a letter (S/15515) dated 9 December 1982 addressed to the President of the Security Council, the Chargé d'Affaires a.i. of the Permanent Mission of Lesotho to the United Nations transmitted a cable message from the Minister of Foreign Affairs of the Kingdom of Lesotho in which he stated that units of the South African Defence Force had launched an armed attack on Maseru, the capital of Lesotho, at about 0100 hours on Thursday, 9 December 1982, using military aircraft and helicopters. According to the message, the targets were Lesotho citizens, South African refugees and government apartments and flats leased to South African refugees. An urgent meeting of the Security Council was requested to consider the matter.
2. The Security Council considered the complaint of Lesotho at its 2406th to 2409th meetings on 14 to 16 December 1982. At the 2406th meeting, on 14 December 1982, King Moshoeshoe II of the Kingdom of Lesotho addressed the Security Council and gave a detailed account of the attack. He stated that the attack had resulted in 42 people being killed. Some of the victims, he said, were South African nationals who had recently fled their country or were visiting Lesotho. Others included 12 Lesotho citizens.
3. At the 2409th meeting of the Council, the Permanent Representative of South Africa presented the views of his Government on the issue.
4. At its 2407th meeting on 15 December 1982, the Security Council adopted resolution 527 (1982), which reads as follows:

The Security Council,

Taking note of the letter dated 9 December 1982 from the Chargé d'Affaires of the Permanent Mission of the Kingdom of Lesotho to the United Nations addressed to the President of the Security Council (S/15515),

Having heard the statement by His Majesty King Moshoeshoe II of the Kingdom of Lesotho,

Bearing in mind that all Member States must refrain in their international relations from the threat or use of force against the territorial integrity or political independence of any State, or in any other manner inconsistent with the purposes of the Charter of the United Nations,

Gravely concerned at the recent premeditated aggressive act by South Africa, in violation of the sovereignty, airspace and territorial integrity of the Kingdom of Lesotho, and its consequences for peace and security in southern Africa,

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Gravely concerned that this wanton aggressive act by South Africa is aimed at weakening the humanitarian support given by Lesotho to South African refugees,

Deeply concerned about the gravity of the aggressive acts of South Africa against Lesotho,

Grieved at the tragic loss in human life and concerned about the damage and destruction of property resulting from the aggressive act by South Africa against the Kingdom of Lesotho,

1. Strongly condemns the apartheid régime of South Africa for its premeditated aggressive act against the Kingdom of Lesotho which constitutes a flagrant violation of the sovereignty and territorial integrity of that country;
  2. Demands the payment by South Africa of full and adequate compensation to the Kingdom of Lesotho for the damage to life and property resulting from this aggressive act;
  3. Reaffirms Lesotho's right to receive and give sanctuary to the victims of apartheid in accordance with its traditional practice, humanitarian principles and its international obligations;
  4. Requests the Secretary-General to enter into immediate consultations with the Lesotho Government and United Nations agencies to ensure the welfare of the refugees in Lesotho in a manner consistent with their security;
  5. Requests Member States to urgently extend all necessary economic assistance to Lesotho in order to strengthen its capacity to receive and maintain South African refugees;
  6. Declares that there are peaceful means to resolve international problems and that, in accordance with the Charter of the United Nations, only these should be employed;
  7. Calls upon South Africa to declare publicly that it will, in the future, comply with provisions of the Charter of the United Nations and that it will not commit aggressive acts against Lesotho either directly or through its proxies;
  8. Requests the Secretary-General to monitor the implementation of the present resolution and to report regularly to the Security Council as the situation demands;
  9. Decides to remain seized of the matter.
5. As a first step to carrying out his mandate under Security Council resolution 527 (1982), the Secretary-General held preliminary consultations in New York with the Minister of Foreign Affairs of Lesotho on 20 December 1982. Following those discussions, the Secretary-General dispatched a mission to Lesotho to consult with

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the Government on ways and means of ensuring the welfare of the refugees in Lesotho in a manner consistent with their security. Moreover, in view of the request contained in paragraph 5 of the resolution, the Mission was asked to ascertain from the Government of Lesotho the type and amount of assistance it would require in order to strengthen the country's capacity to receive and maintain South African refugees. Such information, it was felt, would assist Member States in determining areas where they might be able to help Lesotho.

6. The Mission appointed by the Secretary-General consisted of Mr. A. A. Farah, Under-Secretary-General for Special Political Questions, Mr. S. Mousouris, Assistant Secretary-General and Joint Co-ordinator for Special Economic Assistance programmes, and Mr. Michel Moussalli, Director of International Protection, Office of the United Nations High Commissioner for Refugees, Geneva.

B. Programme of the Secretary-General's Mission to Lesotho,  
11 to 16 January 1983

7. The Mission visited Lesotho from 11 to 16 January 1983. Prior to departure, the head of the Mission consulted officials at the World Bank in Washington, and also held discussions in Geneva with the United Nations High Commissioner for Refugees.

8. In Lesotho, the Mission was received by His Majesty, King Moshoeshoe II, and by the Prime Minister. The Mission had several meetings with the Foreign Minister, the Interior Minister, the Minister for Planning, Employment and Economic Affairs, and the Ministers of Agriculture, Education and Health. The discussions covered the political situation, matters relating to the welfare and security of refugees and the priority needs of Lesotho for strengthening its economic capacity and reducing the country's vulnerability to South African pressures. The Mission visited the sites of the 9 December raid to obtain a first-hand impression of property which was either damaged or destroyed by the attackers.

9. In the course of its visit, the Mission met members of the diplomatic corps, the local representatives of various United Nations agencies, a group representing South African refugees and the representatives of two non-governmental organizations involved in refugee matters.

10. The Mission wishes to place on record its appreciation of the full co-operation and assistance which it received from the Government of Lesotho. All requests for meetings were promptly granted, and a great deal of pertinent information was provided for the use of the Mission.

I. BACKGROUND INFORMATION

A. Lesotho's geopolitical situation

11. Lesotho is a relatively small country, with surface area of approximately 30,000 square kilometres. It is not only landlocked 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

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United Nations as being among the least developed countries in Africa. It was administered by the United Kingdom from 1868 to 1966, when it gained its independence.

12. On the eve of Lesotho's independence 17 years ago, the General Assembly, in resolution 2063 (XX), recognized at the time 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 underdevelopment. The efforts of its Government since independence have been directed towards establishing a social and economic infrastructure.

13. The inherent difficulty of the situation has been exacerbated by the apartheid policy of the South African Administration. This policy has led to difficulties in relations between the two States. Lesotho has made clear its firm opposition to apartheid and bantustan policies of South Africa. This has created serious problems for the country in its relations with South Africa.

B. Issues previously brought to the attention of the United Nations concerning Lesotho's relations with South Africa

14. Following the declaration of "independence" of the Transkei in 1976 and the subsequent effects it had on border traffic between Lesotho and the Transkei, Lesotho brought the matter to the attention of the Security Council. In its resolution 402 (1976) of 22 December 1976, the Security Council commended Lesotho for its refusal to recognize the so-called independence of the Transkei, called upon South Africa to reopen the border posts and appealed to all States to provide immediate financial, technical and material assistance to Lesotho.

15. Another issue which affected relations between Lesotho and South Africa was the student demonstrations in Soweto in 1976 against the South African Bantu Education Act. The reaction of the South African authorities to the demonstration resulted in many students seeking asylum in Lesotho and other neighbouring countries. The General Assembly recommended an emergency assistance programme for the student refugees to help cope with the problem.

II. CONSULTATIONS WITH THE GOVERNMENT OF LESOTHO

A. Official account of the events of 9 December 1982

16. In the course of its consultations with the Government of Lesotho, the Mission was given an account of the events of 9 December 1982. It reads as follows:

"The first explosions of the attack by the South African Defence Force (SADF) were heard in the capital, Maseru, on the morning of 9 December 1982 at about 0105 hours. The first reaction of the Lesotho Paramilitary Force (LPF) was to go to the scene of the first explosion in Florida Township. On their way to Florida, members of the LPF had an encounter with members of the SADF who had located themselves on the South African side across the border. It would appear the SADF members had located themselves there so that they could engage

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the LPF and thus keep it from the real areas of attack. In the above encounter a member of the LPF was injured; it is not known what casualties the SADF had in this. This engagement took a lot of the attention of the LPF. The injured LPF member was taken to the hospital by a driver and another officer of the LPF in a Land Rover. As this party drove past the Hotel Victoria, along the main street of Maseru, they met a group of SADF members who had just attacked a block of flats called Letsie Apartments situated behind the Hotel Victoria. The LPF party was fired at by this SADF group but managed to escape and carry the injured man to the hospital. While these events were going on, helicopters of the SADF were flying over the headquarters of the LPF, which is situated near the South African border at Ratjomose's. There was also another SADF contingent at Thetsane's village (near Ratjomose's) which went into an engagement with the LPF. In this engagement there were no casualties on either side. Another group of the SADF was on the Qoaling Plateau. It was subsequently discovered that while these sporadic engagements were going on, SADF helicopters were continuously landing members of the SADF at strategic points inside Maseru, from which they easily attacked their targets. The areas attacked, lives lost and property damaged are reflected in annex A. 1/ The SADF attack lasted about five hours. Later in the morning (when it was light), it came to be known that the SADF had used Puma Helicopters in the attack. SADF members had also walked across the border after the attacks and were picked up by troop carriers waiting on the South African side. The last group of the SADF to leave Lesotho had been cut off from the South African side and trapped at Qoaling, from where they were desperately signalling South Africa for assistance. This group numbered not less than 67 men. They were evacuated by the SADF helicopters across the border after an engagement with the LPF. Around 6.00 a.m., General Coetzee of the South African Security Unit contacted Major General S. Molapo of Lesotho to inform him that 67 members of the SADF had been cut off by Lesotho security forces. He warned that unless Lesotho let the 67 men through, the South African Air Force was on orders to strafe Maseru and that South African infantry would cross into Lesotho. At around 7.00 a.m., Maseru airport tower intercepted orders to all South African civilian aircraft to stay clear of 25 nautical miles of Maseru because it was due to become an operational area. As a result, all Lesotho Airways flights were grounded by the Lesotho Government as a security precaution. A follow-up inspection of the Qoaling and Thetsane's areas revealed the following items of equipment and uniform: a web-belt and its pouches; two radius hand-grenades and signalling equipment. The inference from the discovery of the web-belt is that the owner was either killed or seriously injured. It is estimated that about 200 members of the SADF took part in the raid on Lesotho. The estimate is arrived at because at least two Puma helicopters were flying over Maseru dropping and picking up soldiers. At Mr. Hani's house (one of those attacked), there was a contingent of at least 30 soldiers (these were seen and identified by Basotho). There were also the two groups at Qoaling and Thetsane's. There was also another group on the South African side which got into the first encounter with the LPF. Some of the SADF men at Qoaling fled inwards into Lesotho to a place called Mazenod, where they were subsequently picked up by their helicopters."



B. Assessment of the situation by the Government of Lesotho

17. The main concerns expressed by the Government dealt with the inability of Lesotho to defend itself against South African aggression or intimidation, the resultant problem of national security and the growing need of Lesotho to reduce its dependence on South Africa, primarily in economic terms, while strengthening its ties with the international community.

18. In addressing the events of 9 December 1982, the Government emphasized that it had not provoked the South African attacks. It said that South African justification for the attack as a pre-emptive strike against operations planned by refugees of the African National Congress resident in Lesotho against targets in South Africa was groundless. The Government informed the Mission that it was Lesotho's policy to grant asylum to all bona fide refugees, provided they did not use the territory of the Kingdom of Lesotho as a springboard for attacks against South Africa, and to integrate them into the Lesotho community, a tradition which, it said, had been followed by the Basotho people since the founding of the nation.

19. In the Government's view, the overall objective of South Africa was to silence the anti-apartheid campaign, at least in neighbouring countries, and to halt the flow of refugees from the country. In that connection, the Government said that Lesotho was not willing to submit to such policies. It expressed the hope that the international community would not neglect Lesotho in its political and economic needs at that crucial period and that international support would enable Lesotho to resist South Africa's pressures and to maintain a sanctuary for those fleeing the injustice of apartheid.

20. The Mission was also informed by the Government that Lesotho had pursued a course of good neighbourliness and peaceful coexistence with South Africa since its independence. That was borne out by meetings in the past between the present Prime Minister of Lesotho and various Prime Ministers of South Africa, where they had discussed matters of mutual concern to their two countries.

21. As an indication of Lesotho's preparedness to promote good relations, the Government said that it participated in the Inter-Governmental Liaison Committee between the two countries, which also had sub-committees dealing with various matters affecting both countries. Moreover, the police forces of the two countries stationed at border entry points often co-operated in their day-to-day operational routines. Moreover, the Government of Lesotho said that it encouraged its ministers, whenever necessary, to meet their South African counterparts on bilateral issues. In that connection, it was also the view of the Government that South Africa's efforts to blame Lesotho for lack of co-operation were designed to justify the attack against Maseru. In the Government's view, the attack was a senseless action, as it had been taken in complete disregard of the established platforms of dialogue.

22. Further, the Government stated that pursuant to Article 33 of the Charter of the United Nations, Lesotho had put its case before the Security Council in its search for peaceful coexistence with South Africa. Lesotho was prepared to pursue all the courses open to it under the Charter. In the circumstances, Lesotho would welcome the use of the Secretary-General's good offices as one of the means to show Lesotho's preparedness to investigate every avenue that might lead to peace in the

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area and the lessening of tensions and ensure that there would be no further incursions into Lesotho by South Africa.

23. According to the Government of Lesotho, there had been a deterioration of security on its borders in recent years, necessitating the strengthening of Lesotho's modest police force and the establishment of a paramilitary unit. While Lesotho recognized that it could not muster defence forces capable of withstanding aggressive action such as that which occurred on 9 December, the Government was duty-bound to provide some measure of protection.

24. Security in the context of Lesotho, according to the Government, had to be defined broadly as security for the country as well as for the individual. It entailed not only protection from physical harm but safeguards in such areas as food needs, health and education services, opportunities for earning a livelihood and the development of the country's resources for the benefit of its inhabitants. (Government proposals in respect of the above are covered in annexes III and IV of the present report.)

25. With regard to the strengthening of the police and paramilitary forces, the Government said that international assistance would be required, so that they could respond effectively to security challenges. That would entail training and the acquisition of adequate equipment. The situation compelled the Government to divert a sum of approximately M 6 million <sup>2/</sup> earmarked for development in next year's budget to meet the cost of additional security needs. The Government hoped that international assistance would be forthcoming to replace the funds diverted from the development programme.

### III. MATTERS AFFECTING THE LEGAL PROTECTION, SECURITY AND WELFARE OF REFUGEES IN LESOTHO

26. As requested in paragraph 4 of Security Council resolution 527 (1982), consultations were held with the Government of Lesotho on matters related to the welfare and security of the refugees, taking into account the statute of the Office of the United Nations High Commissioner for Refugees (UNHCR) and the protection role mandated therein.

#### A. Mandate of UNHCR

27. According to the Statute of his Office, the United Nations High Commissioner for Refugees is required, in the first instance, to extend international protection to refugees. The UNHCR role involves ensuring the granting of asylum and the treatment of refugees in accordance with accepted minimum standards, including, in particular, the principle that refugees should not be forcibly returned to their country of origin. The protection role also includes promotion of accession to international and regional instruments relating to refugees and ensuring that applications for refugee status are examined under appropriate procedures. Every effort is made to ensure that reasonable measures are taken by Governments to protect refugees against violations of their physical safety. UNHCR, however, cannot assume actual responsibility for such measures, which are clearly within the competence of asylum countries.

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28. In addition to its protection role, UNHCR is required, by its statute, to promote durable solutions for refugees either in their country of first asylum or in a country of resettlement.

B. Lesotho as a sanctuary for refugees

Policy of Government

29. During its consultations with the Government of Lesotho as well as with the representative of the UNHCR in Lesotho, the Mission was informed that the Government had always co-operated closely with UNHCR to facilitate the latter's task of extending international protection and providing material assistance to refugees in Lesotho.

30. The Lesotho Government followed liberal asylum practices and had ensured that refugees and asylum seekers were treated according to recognized minimum standards. The Lesotho Government, however, had made it a precondition for these liberal asylum practices that the territory of Lesotho would not be used by refugees as a base for armed attacks or subversion against their country of origin. During discussions with the Mission, the fundamental character of that approach was re-emphasized in identical declarations on the subject by the Minister of Foreign Affairs as well as the Minister of the Interior, who has direct responsibility for refugee affairs.

31. In 1981, Lesotho acceded to the 1951 Convention Relating to the Status of Refugees, and to the Protocol of 1967 without reservation. By this action, the Government endorsed the fundamental principles relating to the conditions under which refugee status is accorded to persons escaping persecution. The Mission was informed that under article 2 of the 1951 Convention, Lesotho required every refugee to "conform to its laws and regulations" and to measures taken for "the maintenance of public order", and that it also strictly observed the provisions of article 33, which states that "no contracting State shall expel or return (refouler) a refugee in any manner whatsoever to the frontiers of territories where his life or freedom would be threatened on account of his race, religion, nationality, membership of a particular social group or political opinion".

32. In conformity with article 34 and in pursuit of its policy of assimilation and integration of refugees, the Government had enabled some refugees to become naturalized citizens of Lesotho. Each year, approximately 20 persons were granted Basotho citizenship through such procedure.

33. The Government assured the Mission that, in view of its existing asylum policy and, in particular, its scrupulous adherence to international legal instruments on refugee matters, the charge that Lesotho was a base for terrorist activities against her neighbour South Africa was completely unfounded. In that connection, the Government stated that any toleration of such activities would be wholly inconsistent with Lesotho's foreign policy.

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Legislation on refugees

34. The extant legislation on the determination of refugee status in Lesotho is the Aliens Control Act No. 16 of 1966 and the Fourth Schedule to that Act.

35. The Government, during the course of 1982, drafted a comprehensive refugee bill, which when finally approved by the Cabinet and the Parliament is expected to become the Refugee Act of 1983. Several features of the draft Bill reflect the Government's perception of its responsibility in offering sanctuary to refugees as well as the refugees' obligations as beneficiaries of such sanctuary.

36. The bill, in subsection (1) of section 3, would extend refugee status to victims of persecution on the grounds of "race, religion, nationality, membership of a particular social group or political opinion", but clearly stipulates in subsection (2), in line with article 1 F (b) of the 1951 Convention, that persons guilty of "a serious non-political crime outside Lesotho prior to his admission in Lesotho" should not be considered refugees.

37. The Government also informed the Mission that the guiding principle of its asylum policy was also reflected in subsections (1) and (2) of section 14 of the bill, dealing with arms and ammunition, which specifically would provide that:

"(1) No refugee shall, while in Lesotho, acquire or be in possession of any firearm or ammunition.

"(2) A refugee who brings any firearm or ammunition into Lesotho shall immediately surrender such firearm or ammunition to an authorized officer".

Refugees from South Africa

38. Since it became independent in 1966, Lesotho has maintained a commendable record in granting asylum to persons who, "owing to well-founded fear of being persecuted for reasons of race ... or political opinion", are outside the country of their nationality, and who are unable or, owing to such fear, unwilling to avail themselves of the protection of the country of origin (article 1 of the 1951 Convention). Those refugees, almost exclusively from the Republic of South Africa, were either assisted to resettle in a second country of asylum or were integrated into the local community. In 1974, Lesotho granted permanent residence permits to all resident South African refugees and thus assured them of the right to work. The Government stated that despite growing pressure on the part of South Africa, it had not departed from its policy of granting asylum and of upholding the fundamental principle of non-refoulement incorporated in Article 33 of the 1951 Convention.

39. The Mission noted that events within South Africa in 1976, including the student demonstrations in Soweto, had resulted in a massive influx into Lesotho of young persons seeking asylum. That development gave new dimensions to the refugee situation, particularly in respect of its social, economic and educational characteristics. The reported influx of refugees, estimated by the Government at 11,500 persons, had produced many unresolved problems affecting Lesotho's practice

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of granting asylum. Difficulties had arisen over the observance of registration procedures. Many young persons who flee South Africa do not observe such procedures and disappear in the community, consequently escaping identification because of their ethnic homogeneity and extended family ties with the local population. The Government informed the Mission that those circumstances accounted for an estimated 9,000 persons, some of whose presence was reflected in enrolment at educational institutions.

40. The Government assured the Mission that the issuance of identity cards to refugees, which commenced in 1981, would help to reduce the problem of identification. To date, some 2,000 refugees have been issued such cards upon being granted formal refugee status.

#### Procedures for determination and granting of refugee status

41. The above-mentioned situation required the Government of Lesotho to pay particular attention to procedures for the determination of refugee status. Newly arrived asylum seekers are required first to report to the police at border posts, then to the Ministry of Foreign Affairs, the Department of Immigration (the Ministry of the Interior), the local office of the United Nations High Commissioner for Refugees, and, finally, the Refugee Co-ordination Unit of the Ministry of the Interior. The first three stages involve a registration and verification process prior to initial counselling of those refugees who report to UNHCR and, subsequently, to the Refugee Co-ordination Unit of the Ministry of the Interior. The Ministry, which administers all material assistance projects, subject to its prior assessment of the applicant's needs, provides appropriate assistance to the refugees from funds requested from and made available by UNHCR.

42. The Mission noted that the existing arrangements for granting formal asylum did not operate with the necessary speed. The Inter-Ministerial Committee for the Determination of Refugee Status (ICDRS) meets infrequently, and, as a result, there is a considerable backlog of applications which makes it difficult to determine the bona fides of a particular applicant at a sufficiently early stage. The Mission stressed the importance of an improved system for controlling the entry and subsequent location of asylum seekers and the rapid screening of their applications. It also drew attention to the need for establishing accurate and verifiable refugee statistics in order to assess existing needs and to facilitate the provision of refugee assistance by the international community.

43. Further, the Mission noted that effective follow-up of the activities of the refugees in Lesotho through a developed system of counselling activities, coupled with the regular meetings of ICDRS, should minimize possible abuse of the current asylum system by eliminating all ineligible persons seeking refugee status.

44. The Government took note of the recommendations and indicated its intention to implement them as early as possible. The Government pointed out, however, that under the current system, persons who entered Lesotho after having committed a serious non-political crime elsewhere were denied refugee status, in accordance with article 1 F (b) of the 1951 Convention.

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C. Problems related to the security of refugees

The nature of the problem

45. The Government identified several aspects of the security problem associated with its granting of asylum to refugees. The principal problem lay in South Africa's unwillingness to accept that the granting of sanctuary to South African refugees by the Lesotho Government was not a hostile act. Lesotho viewed persons who left South Africa to escape persecution as refugees, but South Africa considered them members or affiliates of the African National Congress who, in its view, were committed to acts of sabotage against its territory.

46. Notwithstanding the events of 9 December 1982, the Lesotho Government continues to reaffirm its duty "as a member of the United Nations ... to protect refugees in terms of the 1951 Convention". The Government, however, pointed out the difficulty encountered in distinguishing genuine refugees from spies or criminals from South Africa, a situation compounded by problems associated with the identification and location of Basotho who have entered Lesotho but who are not nationals of the country.

Measures to ensure the security of refugees

47. The Government stated that in order to ensure the security of refugees, it had pursued the policy of integrating them with the local population. A positive security aspect was that it was possible to keep their activities under surveillance to ensure that their conduct conformed to the laws of the kingdom. The Mission was informed that a portion of the nation's developmental budget had been diverted to strengthen the work of the police in that connection.

48. The Government explained that it had made provision for newly arrived refugees, after the completion of registration formalities, to be sent initially to a Government reception centre for screening and counselling. The centre was provided with police guards. For the future, the Government indicated its determination to settle refugees as far away as possible from the country's borders and to continue its policy of encouraging refugees to live among the community and to integrate with the local population.

49. The Government of Lesotho also informed the Mission that it would welcome assistance in transferring those refugees who wished to resettle in other countries. That hope was also voiced by refugees during their meeting with the Mission.

50. It was recognized that the resettlement of refugees outside Lesotho was facilitated by the issue to refugees of travel documents containing the prescribed return clause as provided under the 1951 Convention. At the same time, it was stressed that the situation of Lesotho, like that of Botswana and Swaziland, was a special one. A problem existed over the "return" clause. It was felt that refugees who were sent abroad for education should not be compelled to return to their countries on the basis of the "return" clause. Other Governments should, in a spirit of international co-operation and burden sharing, give favourable consideration to accepting the resettlement of that special category of refugees in their countries.

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51. The Mission was also informed that overall security in the country would be further strengthened through an expansion of the Lesotho police force and better communications, transport and equipment.

D. Welfare of the refugees

Actions taken

52. The testimony of the Government about measures to ensure the welfare of refugees was affected by its lack of reliable statistics on their total number. Consequently, its report on assistance given to refugees was restricted to the 2,000 formally registered refugees.

53. In response to the various needs identified by the Government of Lesotho, UNHCR obligated an amount of \$US 5,168,102 for the welfare of refugees in Lesotho between 1972 and 1982. Assistance was aimed at their local integration through individual and joint self-employment projects; primary, lower secondary, technical and vocational educational scholarships; construction of temporary accommodation; counselling services; resettlement in another country of asylum; and supplementary aid and health care to those who were destitute or handicapped.

54. The above-mentioned funds were also used for the expansion of accommodation and educational facilities in secondary schools to accommodate an extra 730 refugees, a vocational and technical institute for an additional 200 students and extensions at the National University of Lesotho.

55. The UNHCR allocation for assistance to refugees in Lesotho for 1983 is \$US 823,300.

Problems of technical training, employment and health care for refugees

Education

56. As stated earlier, the boycott of classes by South African students in 1976 in protest against South Africa's Bantu education policy and the subsequent turmoil caused many of them to seek asylum in Lesotho. The Government, through proxy indicators showing a dramatic growth in participation rates at primary and secondary schools, estimates that there are some 9,000 unregistered persons eligible for refugee status concentrated in the national primary and secondary schools. The Government agreed that the present UNHCR level of educational assistance was sufficient to meet known requirements.

57. The Mission was informed of the Government's determination to establish verifiable refugee statistics, particularly relating to the participation of refugees in Lesotho's school system. Lesotho has declared its determination to extend technical education to as many refugees and nationals as financial assistance from the international community would permit.

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### Employment

58. The very serious unemployment situation in Lesotho, which would be greatly exacerbated by any significant flow of returning Basotho miners from South Africa, affects refugees directly in that, under the Government's policy, they compete for jobs on an equal footing with citizens. Employment-generating projects (described in annex III) are therefore of great significance to the refugee population.

### Health

59. One issue which was repeatedly brought to the attention of the Mission by the Government, non-governmental organizations and refugees concerned inadequate health facilities. (Regarding the events of 9 December 1982, it was argued that with adequate emergency medical facilities, the lives of at least two of the victims of the attack could have been saved.) The Government stated that, in general, all refugees known to it who required routine treatment received it promptly within the National Health System, or, if necessary, abroad from funds provided exclusively by UNHCR. The absence of verifiable statistics on the total number of refugees in Lesotho and their effect on the existing health system precluded submission of a direct refugee-related project, although the Government requested the Mission to note the urgent need for the expansion of medical and health facilities to cater to future emergencies.

### Emergency needs arising from the events of 9 December 1982

60. Following the attack on 9 December 1982, the Government of Lesotho immediately established an Emergency Relief Fund, managed by the National Disaster Committee to administer the various contributions to the Fund.

61. The emergency needs arising from the incident were identified as shelter, food, clothing, health care of injured victims and, where applicable, of the dependents of dead victims. Provision also had to be made for the funeral costs of the victims, both refugees and non-refugees. Compensation for damage to property and loss of personal household possessions was also to be provided.

62. The Government provided the following details about external contributions to the Emergency Relief Fund. As of 19 January 1983, Lesotho had received M 82,000 from the European Community to be used for the construction of a refugee dormitory, including the necessary equipment; Finland had contributed an amount of M 20,000 to the Red Cross for general expenses, inasmuch as increased needs had arisen since the 9 December attack. The Federal Republic of Germany had contributed M 9,000, and UNHCR had made available the sum of M 54,000 to be used for needs arising from the emergency. The Government of Lesotho indicated that the disbursement of those funds would be jointly controlled by the donors and the Government.

63. In addition, of an amount of M 39,000 donated by the local community, M 6,000 had been disbursed for immediate relief to the survivors of the 12 nationals of Lesotho who were killed in the attack of 9 December 1982.

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64. As a result of the attack at least 30 refugee families were reported by the Government to be homeless. The Mission was also informed by the Government and by non-governmental organizations that many landlords were reluctant to continue renting their premises to refugees following the incident. It was also feared that many secondary school day pupils might be adversely affected by that situation.

65. In consideration of those reports the Mission agreed to the Government's request to submit a project proposal for the construction of local low-cost housing units as follows:

	\$
36 units for refugee families at a total cost of	199 440
12 units for groups of single refugees	<u>42 000</u>
Total estimated cost	<u>241 440</u>

66. All units would be of a minimum standard in terms of size as well as related infrastructure in the form of shared water standpipes, earth and gravel roads, security lighting, sanitation and refuse disposal services.

#### IV. ECONOMIC ASSISTANCE NEEDED TO ENHANCE LESOTHO'S CAPACITY TO RECEIVE AND MAINTAIN REFUGEES

##### A. Introduction

67. In paragraph 5 of its resolution 527 (1982), the Security Council requested Member States to urgently extend all necessary economic assistance to Lesotho in order to strengthen its capacity to receive and maintain refugees.

68. The Government of Lesotho emphasized to the Mission that the most realistic way in which it could enhance its capacity to receive and maintain refugees was to strengthen its economy so as to reduce the potential impact of the wide array of pressures which South Africa could bring to bear on the country. The Government felt that strengthening the economy - especially in the most vulnerable areas - would also increase the country's security, both for its own citizens and for the refugees. The most vulnerable areas include employment, food, energy and communications, which are covered in detail in the following sections.

##### B. Economic background

###### General

69. Although economic growth in Lesotho was buoyant in the late 1970s, the per capita gross domestic product (GDP) remains well below \$300. However, the Government stated that since 1980 economic performance has slackened, following poor harvests and reduced earnings from wool and mohair, the principal exports. In

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fiscal 1981/1982, the budget deficit amounted to \$70 million (almost 20 per cent of GDP), compared to a small surplus in 1978/1979. Recent Government borrowing has had to be short-term at high rates, resulting in a rapid increase in the debt-service burden.

70. There is little industrial production, and most food needs are met by imports. There is a very large structural trade gap (almost \$400 million in 1981/1982), <sup>3/</sup> which is covered for the most part by workers' remittances and external assistance, neither of which is stable or under national control.

71. Lesotho is a member of the South African Customs Union (SACU), in which South Africa is the dominant member; other members of SACU are Botswana and Swaziland. About 90 per cent of Lesotho's imports come from South Africa, and its exports are either to South Africa or through South Africa to other countries. The income received by the Lesotho Government from South Africa under the SACU revenue-sharing formula accounted for 77 per cent of government revenue in 1979/1980 but declined to an estimated 55 per cent in 1982/1983; in 1983/1984, it is likely to approach 70 per cent.

72. Lesotho belongs to the Rand Monetary Area (RMA) and Lesotho's currency, the maloti, <sup>4/</sup> is on par with the South African rand. The RMA arrangement guarantees payment of Lesotho's foreign financial commitments, but it severely limits the availability to Lesotho of monetary policy instruments, and there are no exchange control restrictions on imports from South Africa.

#### Agriculture and food

73. Less than 15 per cent of the land is suitable for farming and only 1 per cent is high-quality arable land. Soil erosion is an extremely serious problem, and drought occurs frequently.

74. Lesotho's food situation is precarious. The 1981/1982 grain crop was seriously affected by drought and met only about one third of national requirements. The 1982/1983 crop is also likely to be affected by a shortage of rainfall. Grain import requirements are expected to reach an all-time high of around 200,000 tons in 1983, compared to 143,000 tons in 1979 and 108,000 tons in 1975.

75. International food aid (maize and wheat) declined in 1982, from 30,000 tons in 1980/1981, and 34,000 tons in 1981/1982, to only 16,000 tons in the first nine months of 1982/1983. Present reserves of wheat are 7,000 tons, and maize stocks amount to only 5,000 tons, compared to annual grain consumption of about 360,000 tons, of which the refugee community consumes some 5,000 tons.

76. Lesotho is thus very dependent on South Africa for its grain consumption. It is also dependent on South Africa for a wide variety of other food products, including cooking oil. The Government is pursuing programmes to increase food production.

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### Minerals

77. Mineral resources are limited. During the 1970s, a diamond mine opened at Letseng and, by 1980, diamonds accounted for 60 per cent of the country's exports. Operations at the mine were halted in 1982 because of the depressed international diamond market.

### Energy

78. Energy is another vital area in which Lesotho is dependent on South Africa. All of Lesotho's petroleum products come from South Africa, as does most of its electricity supply (with the exception of some small-scale rural hydroelectric installations). Lesotho has been unable to establish any petroleum reserves. Since South Africa controls Lesotho's petroleum and energy supplies, the vulnerability of Lesotho's modern sector to pressure is absolute. The Government is anxious to lessen such dependence through the establishment of a domestic source of electric power, particularly for Maseru.

### Migrant labour

79. The principal characteristic of Lesotho's economy is its great dependence on South Africa. This is due to Lesotho's geographic situation, its limited natural resources, its historical development and the need to seek labour markets beyond its borders. About half the male labour force, and about 4 per cent of the female labour force (perhaps as many as 180,000 persons) work in South Africa, and about 85 per cent of the total male labour force has at some time worked there. Most of the males - about 120,000 - work in the South African mining industry, the majority in the gold mines and some in the coal mines. Lesotho, in fact, supplies almost one quarter of all labour in the South African mining industry. The remittances of Basotho workers in South Africa amounted to about \$250 million in 1981/1982, or some 40 per cent of GNP, and, as a consequence, GNP is 60-70 per cent greater than GDP. In the event of any expulsion of workers, Lesotho would face problems in absorbing them into the economy and would suffer a reduction in its national income.

80. It should be noted that there is, in fact, a circle of dependency on South Africa: migrants' remittances are the single most important resource in Lesotho's economy; the level of remittances is the single largest influence on the volume of imports; the volume of imports directly determines the revenue from SACU, which represents two thirds of total government revenue; the level of government revenues governs the availability of funds for recurrent and development expenditures. Thus, the enormous economic impact of any large reduction in the number of Basotho working in South Africa is abundantly clear.

81. The Government is developing labour-intensive public works which, on the one hand, promote rural development and transportation and, on the other, provide opportunity for employment in case of a sudden return of Basotho currently working in South Africa.

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C. Critical needs arising from the events of 9 December 1982  
and from Lesotho's vulnerability

82. During the extensive discussions held between the Government and the Mission, it was clear that the international community could assist and strengthen Lesotho's economy in many areas. However, the Government has decided to seek international assistance at this time for only a number of priority projects directly related to areas where South African actions or pressures add to the vulnerability of the country.

83. Ten projects of an immediate nature have been identified and are described in annex III below. In total, they are estimated to cost approximately \$46 million and are divided into two categories: (a) emergency needs arising directly from the events of 9 December 1982, and (b) urgent needs arising from the country's vulnerability to political and economic pressures pursuant to Lesotho's refugee policies.

84. The projects cover such important needs as the strengthening of police services, establishment of an emergency reserve of medical supplies, improvements to hospital facilities and services, establishment of a fire brigade, construction of a silo for a strategic reserve of maize, an afforestation programme, a labour-intensive public works programme, expansion of industrial estates, construction of a small-scale hydroelectric power plant to serve the capital city and the completion of funding for a national airport.

85. A number of other needs, of a less immediate nature, have also been put forward by the Government. These are described in annex IV below.

V. CONCLUDING REMARKS

Welfare and security of refugees

86. The Mission has consulted with the Government of Lesotho and UNHCR on matters concerning the welfare and security of refugees. The Mission is satisfied that the current refugee programmes are adequate to meet the needs of identified refugees and that the Government's policy of integrating them into the community offers the best arrangement under existing circumstances of meeting their security needs. However, the Government should accelerate measures to process the large number of unregistered refugees in the country. This would entitle refugees to legal protection and would also qualify them for assistance under current or new programmes.

87. The Mission believes that so long as the current political tensions continue in the region, there is an urgent need to strengthen Lesotho's very modest police and paramilitary forces to provide an increased measure of safety for the community as a whole.

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Increased economic assistance

88. With respect to strengthening the country's capacity to receive and maintain refugees, the Government's policy of integrating refugees into the community as soon as they arrive in the country makes it difficult to formulate a special group of projects exclusively for refugees.

89. The country, moreover, has an extremely fragile economy and an exceedingly weak infrastructure. For these reasons, the only manner in which Lesotho will be able to receive and maintain refugees and to help them to be successfully integrated into its society would be to provide the country with vital economic support.

90. The Mission noted that the economy of Lesotho will continue for the foreseeable future to be heavily dependent on South Africa; however, there are areas where this dependence can be reduced. The projects submitted by the Government, in particular, the ten priority projects, are designed towards this end. The Mission therefore considers them worthy of consideration and support by the international community.

Notes

1/ See map 2 and annexes I and II of the present report.

2/ See n. 4/ below.

3/ The fiscal year in Lesotho is 1 April-31 March.

4/ This report, which deals with orders of magnitude, uses an exchange rate of M 1 = \$1; the rate has fluctuated widely in the last year and in January 1983 stood at M 1 = \$0.95, with the value of the maloti rising. In 1980, the most favourable year for the maloti, the rate was M 1 = \$1.28.

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Annex I

VICTIMS OF THE ATTACK

A. Refugees, students, visitors and Lesotho civilians  
killed during attack on 9 December 1982

<u>Name</u>	<u>Residential status</u>	<u>Other particulars</u>
1. Nqini Zola	Asylum granted	47-year-old male from Uitenhage who arrived in Lesotho in September 1978
2. Mzwanele Fazzie	Visitor	A male visitor from East London (Cape Province)
3. Ngipe Bantwini	Visitor	A male visitor from Craddock (Cape Province) but practising as a doctor at Edendale
4. Jobo Titus	Asylum seeker	A male who arrived the previous day to seek political asylum
5. Sidney Mavimbela	Asylum granted	50-year-old male from Port Elizabeth who arrived in Lesotho on 2 August 1980
6. Alfred Marwangana	Asylum seeker	A male who arrived on 8 December 1982, reportedly to seek asylum
7. Mzukisi Marwangana	Asylum seeker	A male who arrived on 8 December 1982, reportedly to seek asylum
8. Tandizwa Marwangana	Asylum seeker	A female who arrived on 8 December 1982, reportedly to seek asylum

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<u>Name</u>	<u>Residential status</u>	<u>Other particulars</u>
9. Dyani Lizethile	Asylum granted	36-year-old male from Umtata who arrived in Lesotho on 14 September 1982
10. Gova Swelendaba	Asylum granted	42-year-old male from Umtata who arrived in Lesotho on 14 September 1982
11. Biza Toto	Asylum granted	20-year-old male from Cape Town who arrived in Lesotho on 23 April 1982
12. Zibi Vuyani	Asylum granted	23-year-old male from Umtata who arrived in Lesotho on 8 March 1982
13. Cecil Ngxito Pakamisa	Asylum granted	22-year-old male from Soweto who arrived in Lesotho on 6 May 1982
14. Michael Mlenze	Asylum granted	24-year-old male from Cape Town who arrived in Lesotho on 17 April 1982
15. Dumisani Matandela	Asylum granted	21-year-old male from Matatiele who arrived in Lesotho on 25 July 1982
16. Bungane Mbuso	Asylum granted	24-year-old male from Cape Town who arrived in Lesotho on 17 April 1982
17. Sipho Motana	Asylum granted	28-year-old male from East London who arrived in Lesotho on 24 February 1982
18. Sampson Noneleli Kana	Asylum granted	19-year-old male from Port Elizabeth who arrived in Lesotho on 11 November 1982

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<u>Name</u>	<u>Residential status</u>	<u>Other particulars</u>
19. Themba Mazibuko	Asylum granted	28-year-old male from Soweto who arrived in Lesotho on 28 February 1979
20. Isaac Matlhare "Roux"	Student	20-year-old male from Soweto at school in Lesotho, not a refugee
21. Floyd Ts'epo Makoa	Student	21-year-old male from Soweto at Masianokeng High School in Lesotho, not a refugee
22. Mchunu Sipho Ncube	A friend of Isaac Matlhare "Roux" (above)	A male from Soweto, not a refugee
23. Trom Nyukile	Asylum granted	50-year-old male from Qamata (Transkei) who arrived in Lesotho on 17 August 1982
24. Gene Jasoni Gugushe	Asylum granted	25-year-old male from Evaton who arrived in Lesotho on 5 June 1981
25. Maloisane Morena Lehlohonolo	Asylum granted	25-year-old male from Bloemfontein who arrived in Lesotho on 7 November 1978
26. Patrick Utukile Moholo	Asylum granted	21-year-old male from Bloemfontein, who arrived in Lesotho on 18 November 1978
27. Lingwa Mdlankomo	Asylum granted	26-year-old male from Port Elizabeth who arrived in Lesotho on 18 September 1978

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<u>Name</u>	<u>Residential status</u>	<u>Other particulars</u>
28. Morai Lepota	Asylum granted	30-year-old male from King Williams Town
29. Sibusiso Khuzwayo	Asylum granted	25-year-old male from Soweto who arrived in Lesotho on 29 October 1981
30. David Sello	Not established	A male from Soweto
31. Mapuleng Mafisa	Lesotho citizen	
32. Florence Matseliso Ramakhetheng	Lesotho citizen	
33. 'Matumo Ralebisto	Lesotho citizen	
34. Motlatsi Hlalele	Lesotho citizen	
35. Anna Hlalele	Lesotho citizen	
36. Pondo Hlalele	Lesotho citizen	
37. Peter Ts'enoli	Lesotho citizen	
38. Sefate Jafeta	Lesotho citizen	
39. Mateboho Jafeta	Lesotho citizen	
40. Teboho Jafeta	Lesotho citizen	
41. 'Mapoloko Sehlabaka	Lesotho citizen	
42. Malako Tsimile	Lesotho citizen	

B. Refugees injured during the attack on 9 December 1982

1. Lulamo Mcunu	Asylum granted	21-year-old male from Matatiele who arrived in Lesotho on 25 July 1982. Shot in the knee (escaped)
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<u>Name</u>	<u>Residential status</u>	<u>Other particulars</u>
2. Zalisile Bekwa	Asylum granted	26-year-old male from Port Elizabeth who arrived in Lesotho on 14 September 1982. Shot in the right hand palm (left for dead)
3. Mtobeli Zokwe	Asylum granted	29-year-old male from Ngamakwe (Transkei) who arrived in Lesotho on 22 December 1981. Shot in the right shoulder (escaped)

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Annex II

PROPERTY DAMAGE

<u>A. Owners of residences</u>	<u>Damage</u> (In maloti)
Government of Lesotho	1 500
Lesotho Housing Corporation	1 500
Tlelai	47 000
Vova	1 000
Lehlohonolo Moloi	6 000
Mphana	11 000
Masithela	1 500
Hani	70 000
Tello Phahlang	2 500
	<u>142 000</u>
<u>B. Total damage to other personal property</u> <u>(furniture, personal effects etc.)</u>	<u>11 555</u>
<u>C. Cars destroyed (all belonging to refugees)</u>	
1 Datsun 1979	3 400
1 Golf Volkswagen 1980	5 000
1 Pick-up van Volkswagen	6 000
	<u>14 400</u>
<u>D. Cash taken/missing</u>	<u>725</u>
Total A-D	<u><u>168 680</u></u>

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Annex III

SPECIFIC PROJECTS URGENTLY NEEDING SUPPORT

A. Emergency needs arising from the events of 9 December 1982

Project 1. Strengthening of police services

1. During the last three years the recurrent budget for internal and external security services (police, internal security, and paramilitary) has risen by 27 per cent to about \$18 million. In addition, capital expenditures of some \$23 million and extraordinary recurrent expenditures of \$4 million were incurred in the last fiscal year. In view of the magnitude of the attack of 9 December 1982, when the victims included Lesotho citizens, the Government finds it necessary to strengthen further its ability to provide security for the lives and property of its citizens and the refugees under its protection. While the Government is receiving some bilateral assistance, it seeks additional international assistance for its police services as follows:

(a) Additional police stations to increase the protection of the public:  
\$750,000;

(b) Budgetary support for the recurrent costs of expanding the police force (currently numbering 1,500): up to \$1 million per year;

(c) Communications equipment: \$500,000;

(d) Additional facilities for training and equipment maintenance:  
up to \$1 million;

(e) Vehicles (20 4-wheel drive vehicles; 10 5-ton trucks): estimate:  
\$800,000;

(f) Police helicopter, including training and spare parts: estimate:  
\$3.7 million.

Project 2. Establishment of an emergency reserve of medical supplies

2. The attack of 9 December 1982 resulted in a large number of deaths, and it is believed that at least two persons could have been saved if emergency facilities had been more adequate. In the event of renewed aggression, there could be many seriously injured persons. A review of the trauma facilities at the Queen Elizabeth II Hospital showed that additional emergency stocks of blood, surgical equipment, drugs and other supplies will have to be maintained if the hospital is to be able to cope with a sudden inflow of injured persons. International assistance is therefore sought for a one-time increase in stocks of the items listed in annex V below.

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Project 3. Urgent improvements to hospital facilities and services  
(Queen Elizabeth II National Hospital)

3. The Queen Elizabeth II National Hospital in Maseru has 360 beds but experiences an average occupancy rate of 552 patients. In addition to its inadequate size, the range of its facilities is seriously deficient, with the result that many cases have to be treated in South Africa (under a Government-to-Government agreement). Refugees requiring medical treatment are sent to other countries. One refugee recently died because of an unavoidable delay in arranging his transportation to Zimbabwe. In 1981, the Government incurred costs of almost \$200,000 for cases referred to Bloemfontein in South Africa. The hospital's deficiencies have been well documented in consultants' reports.

4. While the Government has attempted to overcome its dependence on external medical facilities by providing the hospital with specialized medical personnel, these efforts had limited impact because of deficiencies in the hospital's basic and ancillary facilities. According to a report prepared by an international consultant in October 1982, the most immediate need is for a new laboratory and a blood transfusion facility.

5. In order to remedy its more basic shortcomings, however, the hospital would have to be expanded considerably, but there is no space available at the present site. In view of this, the Government proposes to begin the phased development of a new hospital in Maseru over a period of up to 10 years. Phase I of the new hospital will consist of a 150-bed surgical facility, including a laboratory and blood transfusion facilities, and X-ray equipment and installations. International assistance is sought for the early implementation of Phase I, which is estimated to cost approximately \$8 million.

6. In addition, the Government requests, as a short-term urgent measure, assistance for a new laboratory and blood transfusion facility at the present hospital (\$500,000), as well as administrative offices (\$300,000), in order to release ward space which has had to be used for administrative purposes.

Project 4. Consultancy on the establishment of a fire brigade in Maseru

7. Maseru, with a population of some 60,000, does not have a fire brigade. This is a serious deficiency, and the recent attack on the city underscores the urgency of establishing an appropriate fire-fighting capacity, including fire engines with water and foam tanks, and rescue equipment. The Government urgently requests international assistance to study the town's needs and subsequent assistance in setting up a fire brigade, including the provision of equipment and training of fire-fighters.

8. The Government estimates a minimum need of two fire engines with tanks, one high-rise rescue vehicle, a fire station and the training of fire-fighters. The equipment is estimated to cost approximately \$700,000.

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B. Urgent needs arising from Lesotho's vulnerability to South African pressures

Project 5. Maize silo in Maseru

9. Lesotho is vulnerable to interruptions in the supply of food from South Africa, particularly in respect of maize, the major staple food. This was illustrated at the time of tensions following the declaration of the Transkei bantustan in 1976, when the price of maize exported to Lesotho was raised above the subsidized South African domestic price in spite of the Customs Union arrangement (prices to other parties to the Union were not raised).

10. While programmes are under way to increase domestic maize production, the precarious food situation would be exacerbated should there be a sudden increase in refugees into Lesotho or if Basotho workers in South Africa returned in large numbers.

11. The Government proposes, therefore, to establish silo storage for a strategic reserve of maize amounting to 60,000 tons, equivalent at present to some two to three months' needs. The existence of proper silo storage would also reduce post-harvest losses from the locally grown maize, which are now thought to run as high as 25 per cent.

12. Space is available for the maize silo complex adjacent to the present wheat mill/silo complex in Maseru: it will consist of large, free-standing bins of reinforced concrete, facilities for bulk and bagged grain movement to and from rail and road, weighbridges, drying facilities, and a general-purpose warehouse. The estimated cost is \$8 million.

Project 6. Afforestation programme

13. This project addresses two areas of vulnerability, namely, the creation of employment through labour-intensive nursery development and planting programmes, on the one hand, and, on the other, a longer-term increase in the supply of domestic fuelwood and construction timber.

14. The afforestation programme would focus largely on slopes and valleys and avoid, as far as possible, encroachment on agricultural land or good pasture; the programme would thus also contribute significantly to the control of soil erosion which is a serious problem in Lesotho.

15. A woodlot project is already under way with bilateral assistance, and several donors have shown an interest in supporting the afforestation project. An early materialization of such interest and additional support would be most helpful. An accelerated initial phase of the project, over about 18 months, would cost about \$2 million and would comprise the establishment of nurseries of planting materials of different tree species, the identification of suitable planting areas, training in nursery management and maintenance of plantations, and the provision of equipment.

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Project 7. Labour-intensive public works

16. Following the difficulties which arose over the declaration of the Transkei bantustan, Lesotho, with assistance from the World Bank, in 1977 set up the Labour-intensive Construction Unit (LCU). This programme not only provides employment but strengthens the country's security and promotes its economic development by expanding the rural road network, by constructing small dams and by soil erosion control works. Initial employment was about 200, which rose to 500 by 1980 and to some 1,700 in 1982. This ongoing public works programme provides a base for the rapid expansion of public-sector employment, should this become necessary in an emergency.

17. With the completion of several projects in 1982, LCU faces a reduction of up to one third of the labour and supervisory work force. Under present conditions, however, it is essential to retain the cadre supervisors and experienced labourers in order to have the basis for a sudden expansion in the programme, should the need arise.

18. While a number of donors continue to support LCU projects, additional funding is urgently sought to support the construction of an access road Dilli Dilli-Sixondo (\$900,000), an all-weather road Phamong-Nohana (\$1.3 million) and an all-weather road Matukeng-Mantsebo (\$300,000). These three projects will, together, provide 1,025 work-years of employment and ensure that LCU remains at its current strength in the immediate future.

Project 8. Expansion of the Maseru and Maputsoe industrial estates

19. Lesotho is heavily dependent on imports of finished goods. In order to improve the balance of payments through import substitution and to expand employment opportunities in the manufacturing sector, Lesotho has, for several years, been promoting small-scale industrial development, particularly by developing industrial estates. These are areas for the establishment of manufacturing activities where the building plots are graded, access roads are built and water, sewerage and electricity are provided; shell buildings, for leasing to entrepreneurs, are also often erected. The provision of shell buildings has, in the past, attracted some bilateral assistance, and the Government hopes that other donors will now provide additional support. Industrial estates have been developed at Maseru and Maputsoe, and five additional sites have been identified for future development.

20. In the immediate future, the Government wishes to expand the industrial estates at Maseru and Maputsoe. A further expansion of infrastructure is needed (water, electricity, sewerage and service roads), at an estimated cost of \$4 million, and new industrial shell buildings, for leasing to businesses, need to be constructed at an estimated cost of \$1.5 million.

Project 9. Maseru electricity supply

21. Maseru's electricity is supplied directly from South Africa. The modern sector of the economy would be paralyzed by any cut-off of the capital's source of

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electricity. The Government informed the Mission that such threats have been made. South Africa is experiencing difficulties in meeting its own domestic demand for electricity, and voltage reductions have already been experienced in Maseru. Should load shedding be required on the South African grid, export markets are likely to be hit first.

22. Several donors are involved in small-scale projects for localized hydropower projects in Lesotho, but none of these relates to Maseru. However, in the light of recent events, the Government considers it of high priority to develop and implement a relatively small-scale hydroelectric power project to supply Maseru and its neighbouring towns. Maseru's consumption is about 17.5 megawatts, rising by about 10 per cent per year. International assistance, therefore, is urgently sought for a feasibility study, which, it is hoped, will lead to support for a small hydroelectric power project at a suitable site.

Project 10. New national airport

23. Lesotho being a landlocked country, recent events have served to underline the critical importance to Lesotho - on both the economic and political levels - of good air transport links beyond South Africa. The present airport in Maseru is limited to small turbo-prop aircraft and cannot, for reasons of the terrain, be expanded at its present site. Scheduled services link Maseru with Johannesburg, Gaborone (Botswana), Manzini (Swaziland) and Maputo (Mozambique).

24. The Government considers it vital for the country's development as well as for its security to establish a new airport which can serve as an unrestricted gateway to other parts of Africa. It would give Lesotho the capacity to expand trade with other African countries, ensure the flow of supplies in times of emergency and strengthen the country's ability to ensure relatively unimpeded travel to and from the country.

25. The airport project, which is of modest design while meeting international standards, has already secured financing from several donors, intergovernmental organizations and financial institutions. Tenders are shortly to be issued for construction works. However, a funding gap of \$10 million remains, and the Government urgently seeks additional assistance for this amount.



Annex IV

OTHER NEEDS

The Government presented the Mission with a number of other needs for which international assistance is required, namely:

(a) Support for the Basic Agricultural Services Programme (BASP) and the Technical Organization Unit (TOU) to raise agricultural production, and additional assistance for livestock programmes.

(b) The completion of the southern artery road between Mofales Hoek and Gathing. There is a shortfall of funds amounting to some \$11 million to complete this road.

(c) Support for strengthening vocational and technical education for both Basotho and South African refugees to meet the country's needs for technically skilled personnel. In this regard, the Government wishes to expand the facilities at the Lesotho Opportunities Industrialization Centre (LOIC) and the Lerothóli Technical Institute (LTI). About \$300,000 is needed to expand the facilities, and a further \$50,000 per year will provide scholarships for South African student refugees.

(d) The diversification of agriculture into commercial fruit, vegetable and nut production, largely along rivers to ensure water availability. It has been determined that there is considerable potential for the intensive cultivation of such high-value products, which would be a new source of cash income for the rural population. This development could later be tied into the establishment of employment-generating agro-industries. A beginning has been made with asparagus exports to the European Economic Community.

(e) Import-substituting manufacturing activities, which will both generate employment and reduce dependency on South Africa. The Government is actively exploring the issue of incentives for investors.

(f) Labour-intensive works to employ rural women. While perhaps 60-70 per cent of the rural households receive remittance income, many of the other 30-40 per cent - the majority headed by unmarried women or widows - are extremely poor, and such projects, e.g., in soil conservation, are of great importance.

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Annex V

MEDICAL STOCKS REQUIRED

	<u>Quantity</u>	<u>UNIPAC catalogue No.</u>
<b>A. <u>Blood transfusion</u></b>		
Plasma fast-freeze unit	1	
Twin satellite plasma and blood packs	1 000	
Blood packs	1 000	
Theatre blood storage unit	1	
<b>B. <u>Trauma unit equipment</u> (cost approximately \$20,000, excluding crutches)</b>		
First aid kits	20	E9975000
Stretcher, combination wheel and carrying, assembled	10	0181000
Wheel chairs	20	0103000
Crutches	500	
Instrument sterilizers, boiling type, 430 x 200 x 150 mm, 220v	2	0157500
Water sterilizer, low pressure, 20 litre, 220v	1	0166500
Drum sterilizers for vert sterilizer	5	0107700
Emergency operating light, mobile, 220v, 50/60 HG	1	0119290
Operating table, universal frame type	1	0188100
Anaesthesia tables on casters without trays	2	0183801
Instrument tables on wheels	4	0187004
Basins (kidney), 475 ml stainless steel	20	0210000
Bed-pans, fracture, Jones style, stainless steel	20	0223500
Irrigators, 1.5 litre with tubing, clamp and connection	2	0252000
Instrument/dressing trays with cover 310 x 195 x 63 mm, SS	4	0277000
Collars, throat and forehead (icebag), adult size	4	0324000
Surgeon's gloves, latex, size 6-1/2	100 pairs	0328000
" " " " 7	100 pairs	0328500
" " " " 7-1/2	100 pairs	0329000
Connectors 5 in 1 for 5.4 to 10.9 mm tubing	100	0324400
Adhesive tape, zinc oxide, 75 mm x 4.5 m roll	100	E0503000
Adhesive tape, elastic bandage, 75 mm x 4.5 mm	1000	E0503001
Cotton, absorbent, non-sterile, 450G	500 rolls	E0519600
Gauze, absorbent, non-sterile, 200 mm x 6 m	500 rolls	E0521875
Lancet, blood, disposable, box of 1000	5	E0531990
Plaster of Paris bandage, BPC, 3 inches	1 000	E0541050
" " " " 4 "	1 000	E0541055
" " " " 6 "	1 000	E0541060
Razors (safety), all metal, 3-piece	50	E0544000
Safety razor blades, double edge, packs of 5	200	E0544200
Splint sets, multipurpose, set of 3	50	E0555675
Triangular bandage cloth, 910 mm side	200	E0577000

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	<u>Quantity</u>	<u>UNIPAC catalogue No.</u>
Saw, amputating, Satterlee 200 mm blade	1	0769400
Scissors, bandage, angular Lister, 182 mm SS	20	0770000
Saws, plastic cutting, Engel	4	0769600
Scissors, suture, baby, 114 mm, SS	10	0774640
Trachetomy set, complete	1	0787500
Hemoglobinometer sets, Sahli type, complete	5	0950000
Tourniquets, gum rubber, 910 mm	20	E0385000
Sphygmomanometers, aneroid, 300 mm w/bandage cuff	10	E0683000
Stethoscopes, ford type, binaural complete	10	E0686000

C. Supplies

Suture material (request ETHICON)		
Catgut, chromic	1 000	
00 cutting needles W787	1 000	
00 round body needles W441	1 000	
2 round body needles W728	1 000	
1 cutting needles W770	1 000	
Nylon for skin 0 with large curved needles, W796	2 000	
" " " 00 26 mm cutting needles, W664	2 000	
Vicryl for facial suture, size 3-0	500	
" " " " " 4-0	200	
" " " " " 5-0	200	
Syringes, disposable, record, 2 ml	10 000	
" " " 5 ml	5 000	
" " " 10 ml	2 000	
Needles, disposable, record fitting, 21 gauge	10 000	
" " " " 23 gauge	5 000	
" " " " 19 gauge	2 000	

Material for orthopaedic workshop for  
artificial limbs and shoes

Pilite	20 sheets
Polypropylene	20 sheets
Kip leather	100
Calfskin	100
Sheepskin	50
Sach feet	30
Knee joint	30
Ace stove	20 litres

D. Pharmaceutical drugs (cost approximately \$120,000)

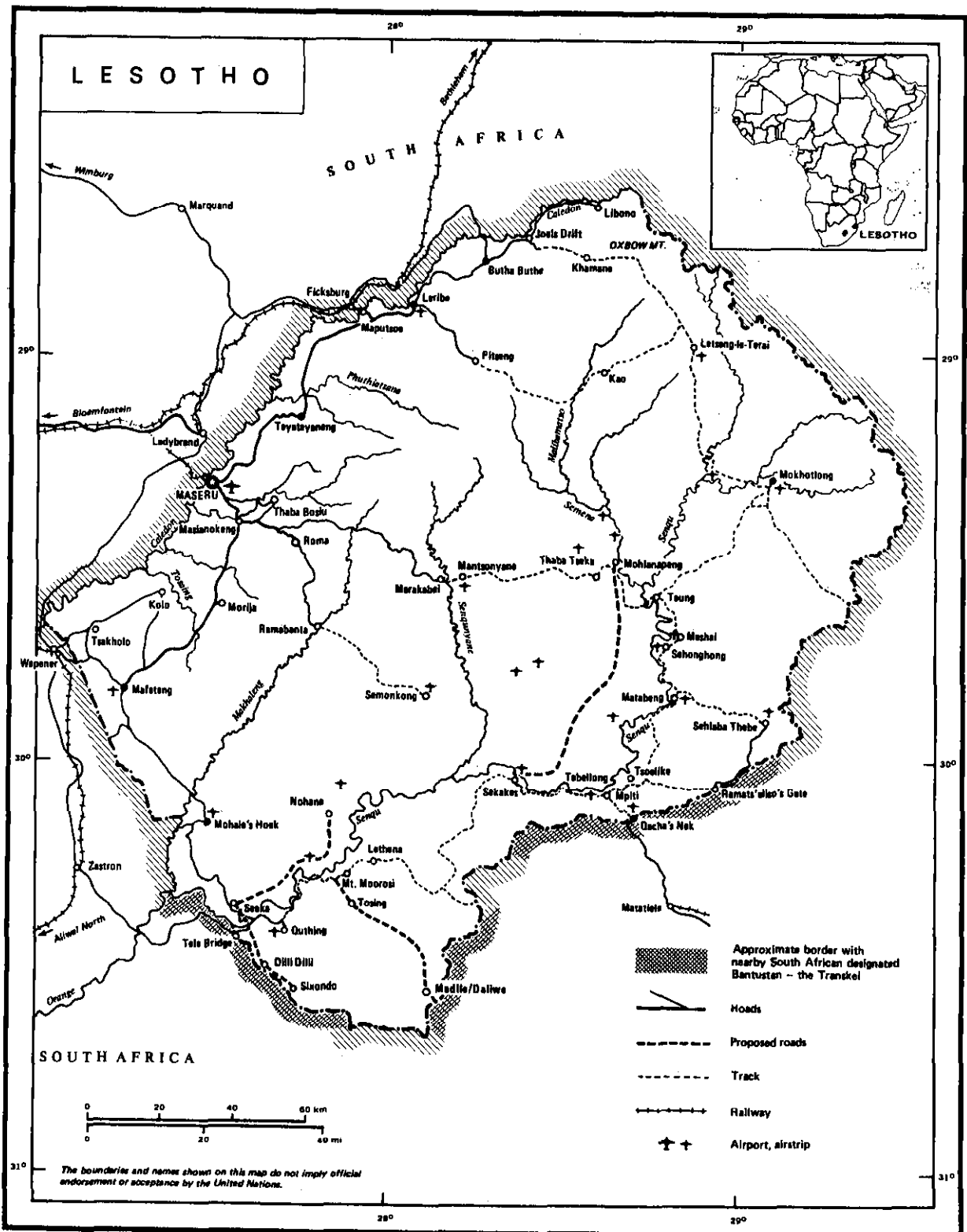
Ampicillin capsules, 250 mg	500 x 100	E1505080
Antibiotic ophthalmic ointment, 1% tubes of 5 g	500	E1510000
Chloramphenicol capsules, 250 mg	50 x 1 000	E1531000
Chloramphenicol oral suspension, 125 mg, 5 ml bottles of 60 ml	500	E1531010

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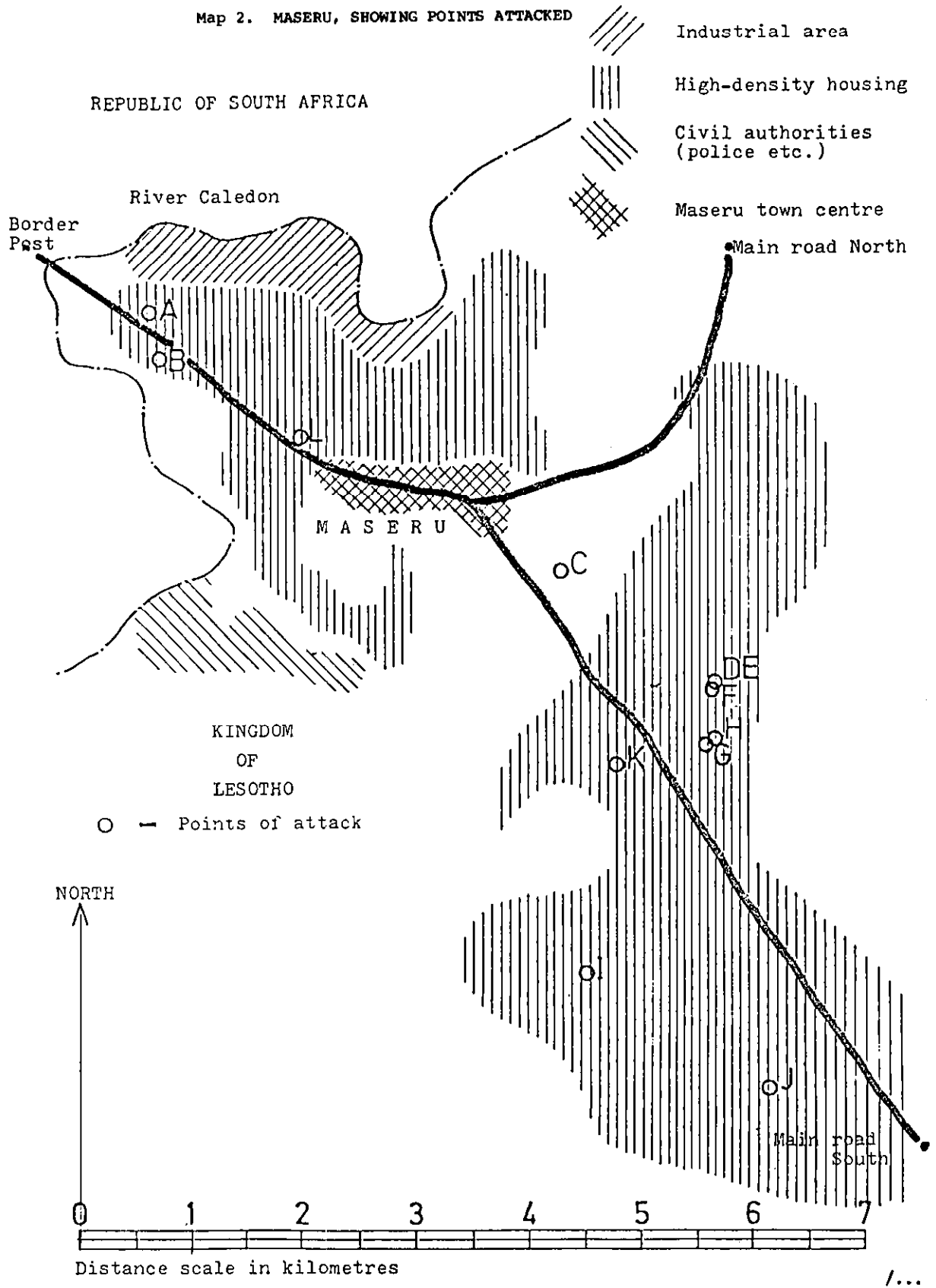
	<u>Quantity</u>	<u>UNIPAC catalogue No.</u>
Penicillin G, injectable, 1 mega unit with diluent	5 000	E1557980
Penicillin G Procain in oil inj. (PAM) vial	1 000	E1559000
Penicillin V oral tablets, 250 mg	500 x 100	E1559050
Streptomycin sulphate, 1 mg vial	10 000	E1565000
Rifampicin capsules, 300 mg	100 x 100	1560710
Paracetamol, 500 mg	100 x 1 000	1555965
Promethazine tablets, 25 mg	50 x 100	E1559200
Promethazine syrup, 1 mg/ml, 250 ml	50	1559205
Multivitamins with iron and folate	100 x 1 000	1555820
Ferrous sulphate and folate tablets	100 x 1 000	E1550010
Lidocain HCR, 1% injectable, vials of 50 ml	500	E1555200
Diluent distilled water 10 ml	10 000	1543804
Flamazin ointment/cream, 250 cc tin	100	
Cetrimide solution, 40% bottles of 100 ml	200	E1530500
Water-purifying tablets	10 000	
Dextrose - 70, bottles of 500 ml	10 000	1543200
Ringer's lactate solution w/I.V. set, 500 ml	1 000	E1560800
Sodium chloride, 9% solution, 500 ml	1 000	E1564320

Certain of the above drugs can be prepared at the present pharmaceutical manufacturing facility in Maseru, and thus raw materials (bulk pharmaceuticals) or financial support for their purchase are requested. Details are available from the Government.

Map 1. LESOTHO



Map 2. MASERU, SHOWING POINTS ATTACKED



Appendix

SCHEDULE AND DESCRIPTION OF DAMAGED BUILDINGS INDICATED ON MAP 2

A Description

Single-storey detached house constructed of load-bearing brick/blocks with plastered finish, metal windows, and corrugated iron roof

Damage

Totally destroyed, only walls standing

B Description

Single storey annex to house constructed in load-bearing brickwork and painted, metal windows and corrugated iron roof

Damage

Superficial; generally windows, doors and ceilings require replacing and some patching to internal walls

C Description

Single-storey detached house constructed in load-bearing brick/block with plastered finish, corrugated iron roof and metal windows

Damage

Superficial; generally windows, doors and ceilings require replacing and some patching to internal walls

D Description

Single-storey detached house constructed in load-bearing blocks, unpainted outside, plastered and painted inside, corrugated iron roof and metal windows

Damage

Superficial, generally windows, doors and ceilings require replacing and some patching to internal walls; also major repairs to roof

E Description

Single-storey annex to D above constructed in load-bearing brickwork, fair-faced outside, plastered and painted inside, corrugated iron roof and metal windows

Damage

Major structural damage, totally destroyed inside

/...

F Description

A 3-room, terraced block constructed in load-bearing blocks, fair-faced outside, plastered and painted inside; corrugated iron roof and metal windows

Damage

Superficial, generally windows, doors and ceilings require replacing and some patching to internal walls and major repairs to roof

G Description

Single-storey detached house constructed in load-bearing brick, fair-faced outside, plastered and painted inside, corrugated roof and metal windows

Damage

Superficial, generally windows and doors and ceilings require replacing and some patching to internal walls and major repairs to roof

H Description

One terraced house in row of five, constructed in load-bearing block, fair-faced outside, plastered and painted inside, corrugated iron roof and metal windows

Damage

Minor superficial damage

I Description

Five terraced houses constructed in load-bearing brickwork, fair-faced outside, plastered and painted inside, corrugated iron roof and metal windows

Damage

Minor superficial damage

J Description

Single-storey detached house constructed in load-bearing brick/blocks, plastered and painted inside and out, corrugated iron roof and metal windows

Damage

Totally destroyed

/...



K Description

Six terraced single-storey houses constructed in load-bearing brickwork, fair-faced outside, plastered and painted inside, corrugated iron roof and metal windows

Damage

Superficial, repairs to roof required

L Description

Two flats in three-storey building constructed with reinforced concrete frame, with fair-faced brick infill, plastered inside, structural steel roof construction with IBR cladding and metal windows

Damage

Superficial damage and minor repairs to roof