

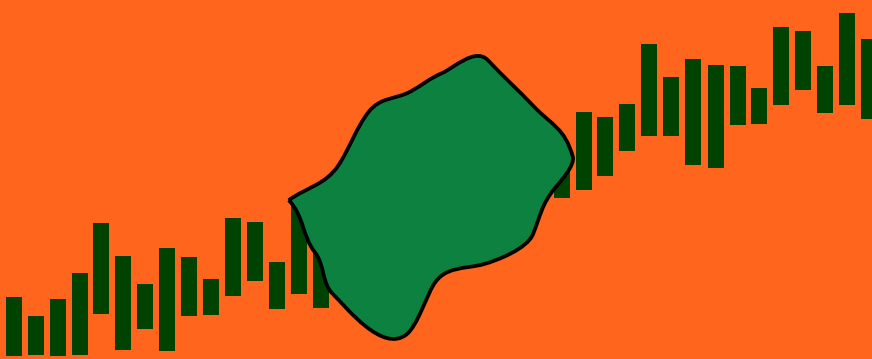


ACP OBSERVATORY ON MIGRATION
OBSERVATOIRE ACP SUR LES MIGRATIONS
OBSERVATÓRIO ACP DAS MIGRAÇÕES

ENHANCING MIGRATION DATA MANAGEMENT IN LESOTHO:

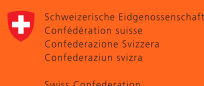
Assessment and Recommendations

Dr. Mohlalefi Sefika



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IOM, the IOM Development Fund and UNFPA*



IOM Development Fund
*Developing Capacities in
Migration Management*



**Data
Assessment**

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ACP OBSERVATORY ON MIGRATION

The ACP Observatory on Migration is an initiative of the Secretariat of the African, Caribbean and Pacific (ACP) Group of States, funded by the European Union, implemented by the International Organization for Migration (IOM) in a Consortium with 15 partners, and with the financial support of Switzerland, IOM, the IOM Development Fund and UNFPA. Established in 2010, the ACP Observatory is an institution designed to produce data on South–South ACP migration for migrants, civil society and policymakers and aims to enhance research capacities in ACP countries to improve the situation of migrants and strengthen the migration–development nexus.

The Observatory was established to facilitate the creation of a network of research institutions and experts on migration research. Activities are underway in 12 pilot countries and will be progressively extended to other interested ACP countries. The 12 pilot countries are: Angola, Cameroon, the Democratic Republic of the Congo, Haiti, Kenya, Lesotho, Nigeria, Papua New Guinea, Senegal, Timor-Leste, Trinidad and Tobago and the United Republic of Tanzania.

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FOREWORD

With the development potential of migration receiving increasing attention globally, many countries throughout the world have recognized the need for reliable and timely data and information on migration and development that can inform evidence-based policymaking and planning in this area. Yet, often there is a lack of sufficient data and/or analysis necessary for informed policies and programmes that can harness migration's positive contributions to human development and minimize its risks.

Lesotho is one of the smallest Landlocked Developing Countries (LDCs) with great potential of positively transforming human lives and communities through migration. It is a country that has a long history of labour migration to South Africa and is ranked among the top four countries across the globe receiving remittances that exceed Foreign Direct Investment (FDI) and Official Development Assistance (ODA). These remittances from Basotho migrants are a vital source of income in Lesotho contributing to poverty reduction. The majority of Basotho migrants in South Africa work in the mining industry, and the bulk of remittances sent to Lesotho comes from these migrants. Recent trends show increasing numbers of migrants working in other sectors, including domestic and services sectors. Internal movements of the population from rural to urban areas, including women taking up employment in textile industries, can also play a vital role in socio-economic development. However, accurate and timely data related to migration remains inadequate, impeding informed planning and policymaking by the Government to be able to harness migration for development.

This assessment aims at raising awareness of Lesotho's need for improved migration-related data and the practical steps that can be taken by government institutions in the short, medium and long term. The Government of Lesotho, through the National Consultative Committee (NCC) composed of representatives from Government Ministries, civil society and academia, in collaboration with the African, Caribbean and Pacific Observatory on Migration, has launched an initiative to enhance national migration data management capacity. At a national workshop held in coordination with the ACP Observatory on Migration from 21–23 March 2012 in Maseru, the NCC made several recommendations in this regard.

Based on these recommendations, the ACP Observatory collaborated with the Ministry of Home Affairs to undertake this assessment to evaluate the availability, quality and management capacity of existing migration data. The report identifies gaps and outlines practical measures that should be implemented in order to enhance migration data. The assessment serves as an important starting point for improving migration data management capacity in Lesotho. The NCC will build on its findings and recommendations to map out a national migration data management plan.



Honorable Joang Molapo
Minister of Home Affairs

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LIST OF ACRONYMS

ACP	Africa, Caribbean and Pacific
BOS	Bureau of Statistics
CBL	Central Bank of Lesotho
CGPU	Child and Gender Protection Unit
CID	Crime Intelligence Department
DMA	Disaster Management Authority
FDI	Foreign Direct Investment
GOL	Government of Lesotho
IDP	Internally Displaced Persons
ICT	Information and Communication Technology
IOM	International Organization for Migration
IT	Information Technology
LAN	Local Area Network
LDC	Landlocked Developing Country
LIPAM	Lesotho Institute of Public Administration and Management
LMPS	Lesotho Mounted Police Service
LRA	Lesotho Revenue Authority
MDP	Ministry of Development Planning
MEL	Ministry of Employment and Labour
MFAIR	Ministry of Foreign Affairs and International Relations
MF	Ministry of Finance
MH	Ministry of Health
MHA	Ministry of Home Affairs
MSD	Ministry of Social Development
MTICM	Ministry of Trade and Industry, Cooperatives and Marketing
NCC	National Consultative Committee
NES	National Employment Service
NGO	Non-Governmental Organization
NMDS	National Manpower Development Secretariat
ODA	Official Development Assistance
PC	Personal Computer
PSCP	Private Sector Competitiveness Project
RSA	Republic of South Africa
TEBA	The Employment Bureau of Africa
TRC	Transformation and Resource Centre
WLSA	Women and Law in Southern Africa

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EXECUTIVE SUMMARY

This assessment was commissioned by the ACP Observatory on Migration to evaluate the availability and accessibility of migration data in Lesotho as well as capacities to collect, analyse, report and share such data. The overall objective is to improve migration data through enhanced government capacity.

Despite the growing recognition in Lesotho and numerous other countries that migration is important for economic success and human development, basic data continues to be unavailable or outdated. Harnessing the positive impacts of migration and minimizing its costs, however, depends to a large extent on the existence of such data, which policymakers need to develop comprehensive, evidence-based migration management and development policies and strategies. Currently, policymakers often have limited access to the information and data they need for sound and accurate decision-making and policy planning on migration and development. When data does exist, it is often compartmentalized by various government agencies, which do not share data with each other, thus making comprehensive analysis of the overall situation – necessary for effective planning and policymaking—impossible.

Lesotho's migration data management processes fall far below international best practice (PSCP, 2008). The country's immigration data is currently managed manually in paper-format, leading to many problems as indicated by various stakeholders:

- Limited reliable information about immigrants and emigrants
- Insufficient data regarding cross-border movement (porous borders)
- Slow service characterised by red tape and lack of objectivity
- Unfriendly and inconsistent service often leading to customer complaints

Summary of Key Findings and Gaps

In Lesotho, basic data on migration is largely unavailable (e.g., migration flows— especially cross-border inflows and outflows). However, limited data on international and internal migration can be derived from population censuses and household surveys. Public institutions typically manage silos of migration data without collaborative and synchronized efforts to keep it current and share it across agencies. In fact, each government entity collects only the data it needs for its own administrative procedures without much consideration for data sharing, reporting and analysis.

Stakeholders interviewed noted that the quality of existing migration data is poor (i.e. incomplete, inconsistent and out-of-date). The poor quality of data may be attributed in part to lack of common data collection and processing standards and regulations across and within institutions. While some legislation relevant to migration is outdated (e.g., The Aliens Control Act of 1966), other legislation is nonexistent (e.g., comprehensive migration or data protection policies).

Migration data management personnel are generally well-educated, holding tertiary qualifications including university and post-graduate degrees. However, departments do not necessarily have specialists, such as statisticians or data analysts working with migration data. Thus, many government departments may not have adequate skills to collect and analyse migration data. Training in data management, such as collection protocols, quality control as well as statistical analysis and reporting, is insufficient. There is also a shortage of technical support staff for Information Technology (IT) equipment and services attributed in part to the high IT staff turnover due to low salaries paid in the civil service. In addition, some institutions have not identified the need to recruit IT professionals.

In terms of the technological infrastructure, Lesotho Government's wide area network connectivity is improving with high-speed connectivity across all ten districts. However, connectivity for the purpose of migration data interchange is nonexistent. Local Area Networks are still missing in most government departments dealing with migration-related data. With the exception of the Bureau of Statistics (BOS), all government departments dealing with migration data use paper-based records with no computer databases installed for purposes of managing migration data.

Summary of Recommendations

Based on the gaps identified in this assessment of migration data management in Lesotho, this report recommends that more data on migration should be made available through defining a set of migration and development indicators and by all involved institutions regularly collecting, analyzing and reporting this data in a standard format. In addition, adequate training and computerized tools should be provided for migration data management staff.

Relevant government agencies should be encouraged to collaborate in developing a national data management plan, in addition to institutional protocols and standards. There is a need to define common data formats, structures and storage methods for shared data in order to enable cost-effective data sharing and interchange. Lesotho must formulate new enabling laws for electronic data management to facilitate wide-scale migration data collection and management.

Regarding human resources, institutions should organize in-service training on data management and employ qualified data specialists and IT personnel in migration-related offices.

Planning, designing, and implementing an integrated migration data management system would enable efficient sharing of information across government departments and other stakeholders. There is need to procure and install Local Area Networks (LANs) within institutions managing migration data. Lesotho should adopt web-enabled database standards for cost-effective, wide-scale migration system rollout.

I. INTRODUCTION

When properly managed, migration can be a catalyst of human development and economic success for Lesotho. Basotho labour migrants (regular and irregular) in the Republic of South Africa (RSA), for example, provide remittances, which are often essential for the sustenance of their relatives at home and for improving their social and economic opportunities. In this sense, both Basotho diasporas and internal migrants can impact positively on the country's development.

In Lesotho, significant improvements in migration management are necessary (PSCP, 2008). Enhancing migration management, however, requires adequate information on migration to allow for efficient managerial planning and decision-making as well as effective policymaking that address the real needs of emigrants, immigrants and the local population. Data on migration flows, for example, can indicate where to best allocate government resources or services, while analysis of migrants' profiles can, for instance, help to target the policy response to actual needs, ensuring that the approach chosen is actually effective. For example, most diasporas, when returning home, tend to settle in urban rather than rural areas. Thus, migration data on diasporas may help in proactive urban planning. Further information on remittances transfers, its costs, amounts and uses could help the government develop policies and programmes that maximize the potential of remittances with regard to development and poverty alleviation.

Lesotho has many gaps in its current system of migration data management, including unreliable records and information, limited data sharing across stakeholders, a largely paper-based system and little incentive for Lesotho citizens leaving the country to disclose personal information on their emigration. For these reasons, it is currently difficult to access and share migration data. Certain sets of migration-related data are, for example, not sufficiently collected and updated, including statistics on emigration, return migration and specifically, students graduating from South African tertiary institutions (and possibly coming back to Lesotho). On other migration-related topics, data is not being collected at all, such as irregular migration of domestic workers to South Africa and the diasporas¹. While islands of data owned by different institutions do exist, they are not consistently updated, analysed and shared. In general, it is challenging for the Government of Lesotho (GOL) to make sound migration development policies based on the current, available data.

This report gives an overview of the present-day situation with regards to migration data and its management in Lesotho, highlights existing gaps and needs and makes recommendations for improvement. It also provides stakeholders with practical steps necessary to achieve better migration data management at the national level.

¹ The ACP Observatory on Migration is undertaking research on Lesotho diasporas: Lulessa Abadura, L., B. Fahrenhorst and F. Zelazny, Forthcoming, *Engaging Basotho diasporas in the South in participating in and promoting development in Lesotho*. ACP Observatory on Migration (www.acpmigration-obs.org).

2. METHODOLOGY

This national assessment was carried out through a combination of methods including literature review, open-ended interviews, semi-structured questionnaires, stakeholder workshops and on-site observations. In addition, sample datasets and a list of available laws and regulations were collected. Websites of the interviewed institutions were perused to complement or confirm the responses obtained through interviews.

The findings of the assessment are, however, largely based on interviews carried out in Lesotho in September 2012 with 15 stakeholders from eight key government agencies, one university, and one non-governmental organization. A semi-structured questionnaire was designed to gather necessary information, while also giving room to capture unexpected information. In addition, 3 institutions filled in the questionnaire because interviews were not.

Ten institutions were visited, allowing the researchers to observe methods of migration data collection, processing, storage and analysis. Careful attention was paid to the collection and storage systems being used, the work flows in action and the quality control measures (if any) being applied.

Finally, two workshops (31 August 2012 and 26 September 2012) were held in Maseru to allow stakeholders to actively contribute to the assessment process, approve and validate the findings and agree on feasible and concrete recommendations that most accurately reflect the needs of data producers and users in Lesotho. This participatory approach was designed to promote stakeholder ownership of the process as well as sustainability of the initiatives proposed in the recommendations.

The following stakeholders, managing migration data, participated in the assessment:

Table 1: List of Migration Data Management Stakeholders

No.	Institution	Primary Responsibilities Related to Migration Data	Participation in Assessment
1.	Central Bank of Lesotho (CBL)	CBL produces remittances data and reports: receipts, recording and processing (estimates computed from records from RSA Reserve Bank, Chamber of Mines & Local Banks).	Documents and publications reviewed; telephone interview
2.	Disaster Management Authority (DMA)	DMA records and stores data on internally displaced people due to natural disasters.	Telephone interview
3.	District Administrator (DA) (local government)	DA keeps a register of internal migrants and deportees.	Telephone interview
4.	Lesotho Institute of Public Administration and Management (LIPAM)	LIPAM conducts training and research on migration.	Interviewed; participated in workshops
5.	Lesotho National Development Corporation (LNDC)	LNDC recruits foreign investors and expert labour immigrants.	Telephone interview
6.	Ministry of Development Planning (MDP)	MDP uses statistics (provided by the Bureau of Statistics) to assist policy planning and decision-making. It is one of the major users of analysed migration data.	Interviewed; participated in workshops
	Bureau of Statistics (BOS)	BOS is responsible for providing statistical information to support policymaking in Lesotho. BOS collects data through censuses (every 10 years) and inter-censuses household surveys. Data collected includes migrant stocks and flows.	Interviewed; participated in workshops; filled questionnaires
7.	Ministry of Education (MOE)	MOE maintains national records of teaching personnel, including immigrant teaching staff.	Documents reviewed

No.	Institution	Primary Responsibilities Related to Migration Data	Participation in Assessment
8.	Ministry of Employment and Labour (MEL)	<p>MEL is responsible for facilitating employment and:</p> <ul style="list-style-type: none"> • Oversees the Directorate of the National Employment Services (NES), which facilitates the issuance of work permits for foreigners • Provides, through Labour Department, supporting documentation as needed for migrant labourers leaving Lesotho • Assists returning migrants (nationals of Lesotho) with labour related matters • Responsible for the welfare of migrant mine workers in South Africa • Facilitates international labour migration (i.e departing migrant workers, returning migrant workers, attesting their contracts, issuing licences to foreign employers interested in recruiting Lesotho nationals) • Protects migrant workers' rights in foreign countries – especially South Africa • Carries out inspections at the places of work to check working conditions and compliance to labour code <p>All of the above tasks involve the collection of administrative data, which could be processed and analysed to yield important statistics on labour migration.</p>	Interviewed; participated in workshops; filled questionnaire; telephone interview
9.	Ministry of Finance (MOF)	MOF uses data from BOS for its planning functions.	Interviewed; participated in workshops
10.	Ministry of Foreign Affairs and International Relations (MOFAIR)	<p>MOFAIR is the authority responsible for all diplomatic and foreign relations. This Ministry:</p> <ul style="list-style-type: none"> • Collects data on foreign study permits for Lesotho students (studying abroad) as well as foreigners seeking visas to enter Lesotho (excepting those seeking visas upon arrival) • Provides consular protection and services to Lesotho citizens abroad 	Interviewed; participated in workshops; filled out/completed questionnaires
11.	Ministry of Health (MOH)	MOH collects data on national health staff (i.e. doctors, nurses, etc.), including immigrant health care professionals in Lesotho.	Telephone Interview

No.	Institution	Primary Responsibilities Related to Migration Data	Participation in Assessment
12.	Ministry of Home Affairs (MHA)	<p>MHA is responsible for overall migration management and oversees data related to:</p> <ul style="list-style-type: none"> • Managing borders, entry and exits at all border posts • Issuing passports, visas and residence permits • Processing citizenship applications • Managing all refugees and asylum seeker matters • Deporting irregular migrants residing in Lesotho • Receiving irregular migrants (Lesotho nationals) returning to Lesotho via deportation from abroad (mostly from South Africa) <p>All of the above tasks involve the collection of administrative data, which could be processed and analysed to yield important statistics on various areas of migration.</p>	Interviewed; participated in workshops; filled questionnaires
	Lesotho Mounted Police Service (LMPS)	LMPS records data on crime, including crimes committed by and against migrants.	Telephone interview
	Child and Gender Protection Unit (CGPU) of the Lesotho Mounted Police	CGPU records data on crimes of abuse against children and women by nationals and immigrants/migrants.	Telephone interview
13.	Ministry of Social Development (MSD)	MSD collects data related to social welfare services, including Lesotho deportees and returning vulnerable migrants (from South Africa).	Telephone interview
14.	Ministry of Trade and Industry, Cooperatives and Marketing (MTICM)	MTICM issues traders licenses to national traders and foreign traders/investors.	Telephone interview
15.	National Security Service (NSS)	NSS is the national intelligence agency and collects data on criminal activity.	Telephone interview
16.	National University of Lesotho (NUL)	NUL's Department of Statistics and Demography engages in teaching and research on migration issues among many other activities. The Department works closely with BOS and maintains a database of expatriate NUL staff and professionals.	Interviewed; participated in workshops; filled questionnaire
17.	Non-Governmental Organizations (NGOs)	Women and Law in Southern Africa (WLSA) collects human trafficking data. Transformation Resource Centre (TRC) collects internally displaced persons data.	Interviewed; participated in workshops
18.	South Africa High Commission in Lesotho	The High Commission issues study permits to students going to academic institutions in RSA and work permits to Lesotho's migrant labourers in RSA (except those of migrant miners whose permits are handled by The Employment Bureau of Africa (TEBA)).	Telephone interview(Foreign Affairs Ministry)
19.	The Employment Bureau of Africa (TEBA) Limited	TEBA (miners' recruitment agency) collects data on Basotho miners in South Africa. TEBA is bound by law to give this information to Ministry of Employment and Labour. TEBA is a registered and licensed financial institution and deposits deferred salaries (remittances) into the local banks in Lesotho.	Telephone interview

3. MIGRATION DATA AVAILABILITY

In Lesotho, data on migration can be derived from several sources, including the censuses and household surveys as well as border collection points and administrative records of various government institutions, in particular the Department of Immigration, Ministry of Employment and Labour, the Lesotho Mounted Police Service and other institutions as shown in Table 2.

Some data is available and analysis could be performed to generate information on the following indicators:

- 1) Stocks and flows – basic numbers of international immigrants and emigrants can be computed from the records in the Department of Immigration and other agencies/departments;
- 2) Remittances – partial amount - only on migrants working in the RSA mines is computed (through the deferred pay scheme) by CBL and other banks;
- 3) Emigration – students and Lesotho nationals working abroad (particularly RSA) can be computed from records in MFAIR, MEL and South Africa High Commission in Lesotho;
- 4) Labour migration (both immigration and emigration) – stocks can be computed from MEL and NES records;
- 5) Internal migration – rural /urban migration, inter-district migration – stocks (from BOS reports);
- 6) Human trafficking – stocks can be computed from police and CGPU files;
- 7) Refugees – stocks can be computed from Commissioner for Refugees records - MHA;
- 8) Immigration – stocks can be computed from MHA records.

A) POPULATION CENSUS AND HOUSEHOLD SURVEYS

The National Bureau of Statistics carries out the population census every 10 years and household surveys in between census years. The most recent census was in 2006 and the first one in 1966. The population census and surveys tend to concentrate on national issues, including internal migration. Analysis of international (i.e. cross-border) migration is limited (i.e. labour migrants and immigrants, diasporas). However, BOS will soon embark upon programmes focusing on international migration.

Currently migration data is gathered on:

- i. Place of birth;
- ii. Place of residence;
- iii. Residence in the last 10 years;
- iv. Place of origin;
- v. Place of destination.

Data aggregation is by age and sex (key variables) as well as socio-economic characteristics, such as education and economic status.

Data is available to those requesting it from the Bureau of Statistics both in hardcopy and softcopy (flat ASCII file specifying requested variables). Hardcopy publications with some migration data analysis also exist:

- Analytical report;
- Census atlas;
- Population projections;
- Administrative report.

B) DATA COLLECTION AT THE BORDERS

Migration data collection at the borders is undertaken mainly by BOS in conjunction with the Lesotho Tourism Development Corporation (LTDC) primarily to monitor tourism activity in the country. Data is disaggregated by sex, age and country of origin. At present, there is no migration data collected by immigration officials at ports of entry/exit. However, a border control automation system will be deployed in the coming months to gather and manage information on the following issues/factors:

- Capture detailed information regarding cross border movement of people (entry and exit) at each port of entry/exit;
- Automate the reporting of visitor overstays as defined by Lesotho legislation and policy;
- Raise alerts about critical incidents or wanted individuals;
- Automate policy for visa eligibility to facilitate prompt processing of applications;
- Process landing cards to facilitate passenger processing and reduce primary inspection data input;
- Link passports, visa and residents permits and ultimately Lesotho citizenship information;
- Validate visas and residence permits issued by Lesotho Government;
- Issue secure visas, residence permits, and citizenship certificates (naturalisation and registration certificates).

C) ADMINISTRATIVE SOURCES

Several government institutions in Lesotho collect migration data as part of their administrative procedures related to many types of applications from migrants and potential migrants, including visa, work permits, residence permits, citizenship and asylum applications.

With the exception of BOS, institutions dealing with migration data collect data, process it (i.e. issue visa or permits) and store it in paper-based form. No analysis is carried out on the captured data, and there is no public dissemination of such information by way of reporting and publications. However, the Labour Department sends some of its statistics to BOS to be included in the Integrated Labour Force Survey statistics.

Labour Migration:

Data on labour migration comes from the Labour Department (of the Ministry of Employment and Labour). Available records include only regular labour migrants and are paper-based. However, computers are available to generate internal reports. Since the data is not systematically analysed, it is difficult to estimate irregular labour migrants stocks.

Information on Lesotho migrants regularly migrating and working in the RSA mines is available from TEBA (a mine recruitment agency). TEBA works closely with the Department of Labour in this regard.

Remittances:

Remittances enter the country through formal and non-formal channels (Nalane, L.J., A. Chikanda, and J. Crush, 2012: 7). Remittances data on formal channels is collected by the Central Bank of Lesotho, which shows the remittances that are transferred as part of the deferred pay scheme of the labour migrants working in the RSA mines. A portion of migrants' salaries are automatically transferred to their bank accounts in Lesotho. Remittances information is used by NES for its labour reports.

Information on remittances (i.e. stocks) entering the country through informal channels is unavailable, although it is known that many labour migrants, especially irregular labour migrants, use such channels.

Diasporas:

Information on diasporas is unavailable, though it is generally believed that most diaspora members reside in RSA. However, a study of Lesotho diasporas has been commissioned by the ACP Observatory on Migration (Lulessa Abadura, L. et al, *Forthcoming*).

Human Trafficking:

Statistics on human trafficking could be derived from records kept by the National Security Service (NSS), Central Intelligence Department (CID) and the Lesotho Mounted Police Service (LMPS). As raw data on individuals, this information is by and large considered confidential; however, non-personalized statistics could be compiled and analyzed for effective counter-trafficking policy development and protection and assistance responses.

Overall 34 datasets (see Table 2 below) containing data related to migration were identified to determine the information they could yield about the following migrant categories:

- Cross border mobility
- Development demographic changes and migration
- Diasporas abroad
- Emigrants

- Emigration for study purposes
- Forced emigration
- Forced migration – internally displaced persons (IDP)
- Forced migration – refugees
- Human trafficking
- Immigrants
- Immigration for study purposes
- Internal migration -- inter–regional
- Internal migration – rural–urban
- Internal migration – for study purposes
- Irregular emigrants
- Irregular immigrants
- Labour emigrants
- Labour immigrants
- Long term immigrants
- Migrant children
- Remittances of nationals living abroad
- Short term immigrants
- Tourists inbound
- Tourists outbound

In Table 2 below, it is shown how data currently collected by government institutions could be analyzed and reported to generate data on several migration related indicators. These indicators could provide valuable information about the migrant categories above.

Table 2: Available Migration Data

No.	Institution	Datasets	Migrant Category & Indicator	Format and Availability
Government Institutions				
1.	Bureau of Statistics (BOS) Ministry of Development and Planning (MDP)	Population censuses (every 10 years) Inter-census surveys	Internal migration – rural/ urban (urbanization rate and stocks) Internal migration – inter-regional (stocks and flows)	Electronic reports and databases
2.	Central Bank of Lesotho	Remittances (estimated from Reserve Bank and Chamber of Mines and local banks)	Remittances of Lesotho emigrants, mainly in RSA – total amount of financial transfers per automatic salary withholding of Basotho emigrant miners	Database & paper-based
3.	Disaster Management Authority (DMA)	Register of displaced persons	Internally displaced persons – Number of persons internally displaced	Paper-based
4.	District Administrator (local government)	Register of urban/rural migrants. Records of Lesotho nationals deported from RSA.	Irregular emigration - number of deported Lesotho (irregular) migrants to RSA. Rural/urban migration.	Paper-based
5.	Lesotho Institute of Public Administration and Management (LIPAM)	Academic/research documents with migration data	Various migrant categories depending on the research topic	Reports Users: researchers, BOS
6.	Lesotho Medical Association (LMA)	Register of health professionals abroad	Labour emigration – number of health professionals abroad	Paper-based archiving system Basic PC support for ad-hoc reporting

No.	Institution	Datasets	Migrant Category & Indicator	Format and Availability
Government Institutions				
7.	Lesotho National Development Corporation (LNDC)	Administrative records - Residence and work permits for Foreign Direct Investors (FDIs)	Labour immigration - number of FDI-immigrants.	Paper-based
		Administrative records - Short-term experts	Labour immigration - number of short-term expert immigrants.	
8.	Ministry of Education	Administrative records - Expatriate teachers, professionals and foreign consultants	Labour immigration - number of labour immigrants - expatriate teachers, professionals and foreign consultants	Paper-based
9.	Ministry of Employment and Labour (MEL)	Administrative records - Work permits	Labour immigration - number of labour immigrants (disaggregation possible by sex and age)	Paper-based Basic PC support for ad-hoc reporting
	Department of Labour	Administrative records – Labour emigration to RSA	Labour emigration – number of Lesotho nationals working in RSA:- construction, farming, mining and domestic work - (disaggregation possible by industry, gender and age)	Paper-based Basic PC support for ad-hoc reporting
		Administrative records – Miners’ files	Labour emigration – number of Lesotho nationals working as miners in South Africa. Remittances - of Lesotho nationals working in RSA	Paper-based Basic PC support for ad-hoc reporting
		Administrative records – Work permits	Labour immigration– number of foreign nationals issued employment certificates (disaggregation possible by sex and age)	Paper-based Basic PC support for ad-hoc reporting
		Administrative records – Foreign recruiters	Labour emigration – number of Lesotho nationals working in farms, construction, domestic work	Paper-based Basic PC support for ad-hoc reporting
	National Employment Services (NES)	Administrative records – Work Permits	Labour immigration – number of work permits issued in Lesotho - profile of labour immigrants: age, gender, country of origin, education level, duration of stay, etc.	Paper-based Basic PC support for ad-hoc reporting
10.	Ministry of Finance (MF)	Administrative records – Foreign consultants	Labour immigration – stocks and flows of foreign consultants	Paper-based Users: Internal use by the Ministry
11.	Ministry of Foreign Affairs and International Relations (MFAIR)	Administrative records – Basotho students studying abroad	Emigration for educational purposes –Lesotho nationals studying abroad (stocks and flows)	Paper-based Basic PC support for ad-hoc reporting
		Administrative records – Visas granted	Immigration – stocks and flows of immigrants entering with visas	

No.	Institution	Datasets	Migrant Category & Indicator	Format and Availability
Government Institutions				
12.	Ministry of Health (MH)	Administrative records – foreign health professionals	Labour immigration – stocks and flows of foreign health professionals	Paper-based
13.	Ministry of Home Affairs (MHA)	Administrative records – Returned Basotho deportees and foreigners deported from Lesotho Refugee applications Study permits for foreigners Entries and exits	Irregular migration – number of Basotho deportees returned to Lesotho; number of foreigners deported from Lesotho (stocks and flows) Cross Border Mobility –stocks and flows of immigrants and emigrants Forced Migration –stocks and flows of refugees Immigration for study purposes – stocks and flows of immigrant students in Lesotho	Manual records; computerization / automation of cross border movement underway
	Child and Gender Protection Unit of the Lesotho Mounted Police	Administrative records – Abused children and women	Migrant children and migrant women and trafficked persons – number of trafficked persons, type of trafficking/exploitation, assistance received, (disaggregation possible by sex, age, citizenship)	Small case management database exists; Paper-based - for the most part. Basic PC support for ad-hoc reporting
	Department of Immigration	Administrative records – Visas	Immigration – number of visas issued; stocks and flows of immigrants with visas	Paper-based Basic PC support for ad-hoc reporting
		Administrative records – Residence Permits	Long-term immigrants and labour immigrants – Number of residence permits issued, stocks and flows of immigrants with residence permits	
		Administrative records – Passports (regular, official, diplomatic)	Cross border mobility-- stocks and flows of immigrants and emigrants	
Administrative records – Citizenship		Long-term immigrants – stocks and flows of naturalized citizens		
Administrative records – Refugees	Forced migration – stocks and flows of refugees (granted asylum or being processed)			
Lesotho Mounted Police Service	Administrative records – Deportations Migrant criminal records Human trafficking Information Irregular migrants	Irregular migration- estimates on stocks and flows of irregular emigrants Stocks of trafficked persons Stocks and flows of crimes by migrants	Paper-based Basic PC support for ad-hoc reporting	

No.	Institution	Datasets	Migrant Category & Indicator	Format and Availability
Government Institutions				
14.	Ministry of Social Development	Case management files – destitute persons	Return migration- stocks and flows of destitute persons returned (sometimes deported) from RSA Internal migration- stocks and flows of inter-regional, urban-rural destitute persons	Paper-based Regular reports of paupers, orphans and vulnerable child migrants returning to Lesotho
15.	Ministry of Trade and Industry, Cooperatives and Marketing (MTICM)	Investor records Traders' licenses	Stocks and flows of foreign investors Stocks of immigrant traders	Paper-based Basic PC support for ad-hoc reporting
16.	National Security Service	Criminal and investigation records	Human trafficking – stocks of trafficked persons Profile data on traffickers and trafficked persons Irregular immigration – stocks and flows of irregular immigrants	Paper-based Basic PC support for ad-hoc reporting
17.	National University of Lesotho (NUL)	Academic/research documents with migration data	Various migrant categories depending on the research topic	Reports paper or computerized/ electronic?
18.	South Africa High Commission in Lesotho	Administrative records – Study permits	Emigration for study purposes – number of Lesotho students studying in South Africa (aggregated by sex, age, field of study, place of study)	Electronic – property of RSA government only
		Administrative records - Work permits for Lesotho migrant workers going to South Africa	Labour Emigration – stocks and flows of Lesotho regular migrant workers in RSA	
19.	TEBA Limited	Miners' records Remittances records	Labour Emigration – stocks and flows of mine workers Return migration– ex-mine workers (stocks and flows) Remittances – stocks (deferred pay scheme: monies withheld from monthly salaries deposited in the local banks)	Computerized database

4. MIGRATION DATA MANAGEMENT: CURRENT PRACTICES

In Lesotho, migration data is typically collected by individual agencies as part of their administrative procedures, such as residence permit, work permit or citizenship application. Each agency collects the data for its own administrative purposes, and most often it is not shared between institutions, unless this is necessary for particular administrative purposes.

Data is collected through paper-based forms, most often related to various administrative migration application processes. The application forms are reviewed by officers making decisions about the applications. Once a decision has been made on a migration-related application, the information is stored in a paper-based form for archiving. No data analysis is carried out to disaggregate data and to compute stock inflows/outflows.

There are currently no electronic databases specifically used to collect and process migration data in Lesotho. All migration data is filed manually in paper-format in the filing cabinets of the relevant government agencies. The only institution that currently has a database and specialized data processing, analysis and reporting software is the Bureau of Statistics (BOS) and the Central Bank of Lesotho (CBL). BOS has a database that can be queried for specific information, not available in published reports. The reports are both digital (web-based) and paper-based.

In the Ministry of Home Affairs, there is a project to automate/computerize border management. The system is planned to be integrated with Civil Registry, issuance of e-passports and identity cards. Migration data systems are planned, including the integrated ePassport and eBorder management system, as mentioned above.

The most common process for data users to access Lesotho's migration data is through the use of telephones or hard copies (letters and reports). The Bureau of Statistics' website is the only major resource where migration data can be viewed online.

In Lesotho, there are no rigorous data management standards and guidelines in place, and only ad hoc procedures for checking existing processes. Regarding data collection and recording, there are no formal methods employed in data validation (and verification), only ad-hoc procedures are used.

A) MINISTRY OF HOME AFFAIRS – IMMIGRATION AND PASSPORT CONTROL DEPARTMENT

The Aliens Control Section of the Immigration Department is responsible for processing of applications for residence and study permits. The International Section is responsible for processing applications and issuance of visas and passports. The Naturalization and Registration Section is responsible for citizenship applications.

In all of the above sections of the Immigration Department, data collection, processing, storage, reporting and analysis is quite similar. The applicants' bio-data is recorded on paper-based forms and stored in paper files in the offices of the department. The data includes country of origin and purpose of visit or stay. The files are manually indexed in paper-based log books (for any possible future data retrieval and referencing). There is no data management software used for data capturing, processing or analysis. The data and supporting documents submitted for these applications can only be accessed by visiting the office in person and requesting hard copies.

Immigration data is collected on all categories of migrants (i.e. all non-citizens), including foreign investors, missionaries, students, teachers, joining relatives and married women (by Lesotho men). The application procedure is as follows: an immigrant fills out the relevant application form and submits it to the relevant Immigration Office for initial processing, where an Immigration Officer reviews it and recommends a decision. The form and supporting documentation is then forwarded to the Director, then Principal Secretary of the Ministry and finally to the Minister for authorization to grant the relevant permit. Finally, the document is sent back to the Immigration Office for final processing and the issuing of the permit. The file is then archived in paper-format in the relevant section of the Immigration Department.

Although there is currently no migration data management software available for these processes, relevant computerized systems are planned for passports (ePassport), border management and data collection (eBorder), which will store and manage the demographic and biometric data of migrants and citizens. This system was expected to be in place by March 2013.

B) MINISTRY OF EMPLOYMENT AND LABOUR

The Ministry of Employment and Labour processes applications for work permits from labour immigrants who wish to work in Lesotho. The applications, together with supporting documents, are submitted to the Department of Labour, which reviews and makes recommendations. The application is then forwarded to the Directorate of National Employment Services (NES) for review and final issuance of work permits.

In addition, this Ministry is responsible for assisting and protecting Lesotho migrant workers abroad, especially in RSA. The Ministry works with the following official categories of the Lesotho migrant workers abroad: mine workers (in close cooperation with TEBA Limited), farm workers, construction workers and taxi drivers.

The Ministry does not have an official record of irregular migrant workers, such as would-be domestic workers, but on rare occasions provides services to migrants seeking assistance with problems related to their employers or working conditions in Lesotho and in RSA. However, systematic data collection or analysis of such cases is never carried out.

The Ministry keeps migrant labourers' information in paper-based forms and files them manually. However, miners' information at TEBA Limited is computerized. TEBA keeps a miners database for later information retrieval and query by miners' employers, Department of Labour and possible queries from the miners themselves.

The Ministry produces monthly reports for NES with regards to migrants' income (remittances and deferred pay by migrant mine workers in RSA). This information will normally come from banks, especially the Central Bank of Lesotho (CBL). The reports are availed to the Ministry departments needing this information, as well as NES. The general public can also access them upon written request.

The Ministry also produces monthly reports on migrants' dismissals, occupational illnesses, workmen's compensations and provident funds. It provides labour and employment reports on a monthly basis, including labour migration reports, to the Bureau of Statistics (BOS).

C) DIRECTORATE OF NATIONAL EMPLOYMENT SERVICES

NES forms part of the Ministry of Employment and Labour. Based on recommendations provided by the Ministry, NES reviews work permit application forms for foreign nationals. Granted work permit applications are sent back to the Ministry of Employment and Labour for issuance of permit.

NES periodically requires consolidated reports of labour and employment and then performs statistical analysis on this data for its internal use. The information is analysed on behalf of the Ministry of Employment and Labour for processing work permits, etc. No special data analysis tools, such as Excel or SPSS, exist.

All the processing of data is manual (with minimal, ad-hoc computer assistance) and communication between the two departments is either by site visits or phone. The reports can be delivered by hand or email.

D) BUREAU OF STATISTICS (BOS)

The Bureau of Statistics is a vital arm of the Ministry of Planning and Development, carrying out the population census (every 10 years), including periodic household and integrated labour force surveys. BOS produces various statistical analysis reports and publishes them in paper form and on the BOS website.

BOS has a database management system for its data storage and management. For its statistical data processing, it uses statistical packages like SPSS, STATA and SAS. BOS uses its website, www.bos.gov.ls, to publish statistical reports, which are available to the public.

Although BOS's reports may be adequate for internal national development needs, there is very little, if any, data on international (i.e. cross-border) migration and/or immigration. There also is limited information on migrant stocks, flows and urbanization rates.

E) MINISTRY OF FOREIGN AFFAIRS AND INTERNATIONAL RELATIONS

The Ministry of Foreign Affairs and International Relations is responsible for initiating and maintaining diplomatic relations with other countries. It is also in charge of providing consular protection to Lesotho citizens in foreign countries.

The Ministry assists Lesotho students wishing to study outside Lesotho with necessary documents to secure study permits (and residence permits) in the country of study. The Ministry also facilitates with the process of issuing visas and work permits to migrants from abroad by liaising with Lesotho's foreign missions, the local institutions and the individuals concerned.

All data is paper-based and it is processed manually, with minimal, ad-hoc computer assistance.

F) TEBA LIMITED

TEBA Limited captures bio-data details of miners: marital status, qualifications, deferred pay status (yes/no) and beneficiaries. It also gives details of the employer together with the chronological details of any previous agreements and the current one between the miner and the employer.

5. RULES, PROCEDURES AND LEGAL FRAMEWORK

Lesotho's legislation relevant to migration is outdated (e.g. The Aliens Control Act of 1966). Other legislation is nonexistent; there is, for instance, no comprehensive migration policy. With regards to data management, Lesotho has no specific laws.

A) MINISTRY OF HOME AFFAIRS

The Aliens Control Act No. 16 of 1966 stipulates all procedures necessary for migration-related applications including the Application to Enter and Sojourn in Lesotho and the Application to Enter and Sojourn in Lesotho For A Period Up to 90 Days (Section 6 and 7). This act also stipulates what information and supporting documents are to be provided as part of such applications, including bio-data of applicants, their children and/or accompanying spouse(s) (if any), purpose of visit, address of residence in Lesotho, passport-sized photograph, signature and/or finger prints, medical reports, birth certificates, educational certificates, marriage certificates (if married), financial status, employment details, next of kin particulars, etc. (depending on application).

B) MINISTRY OF EMPLOYMENT AND LABOUR

As per the Labour Code Order No. 24 (of Lesotho), citizens of Lesotho recruited to work in South Africa require a Contract of Foreign Service in Respect of Lesotho Citizens recruited to work outside Lesotho. This document is designed to be used by various categories of migrant workers: farm workers, construction workers, taxi drivers and other unskilled workers. The official request for a permit to work in South Africa includes a reference number from RSA Home Affairs and the Labour Agent License as well as contact details. The actual contract between the employer and the employee includes information on the employer and the employee, conditions of service, such as salary details, and endorsements by both parties.

6. RESOURCES

A) COMPUTERS NETWORKS AND CONNECTIVITY

In Lesotho, there is typically no LAN within or among the ministries working with migration-related data. Sharing of data and information between ministries is typically by site visits, telephone calls, e-mails and reports.

The planned eBorder system of the Immigration Department will integrate LANs at borders with the Headquarters of the Ministry of Home Affairs. The eBorder system will help with collection of data on immigrants and emigrants, as explained in Section 3 (B).

B) HARDWARE AND SOFTWARE

All institutions assessed use Microsoft operating systems for workstations (Window 98, Windows XP, Windows 7 and Windows Vista).

With regard to database or statistical packages software, the Bureau of Statistics is using a database application based on Oracle software for the database backend and Internet Explorer for the frontend.

All institutions use MS Office for basic data processing and ad-hoc reporting. MS Excel and MS Access are the most common applications used.

Table 3: Hardware and Software

Institution	Hardware	Software
Bureau of Statistics	Database Server, PCs	Oracle, SPSS, STATA, SAS
Ministry of Home Affairs Department of Immigration	1 Desktop Computer (Lenovo), RAM 2 GB, HDD 500GB 1 HP Printer laser jet	MS Office 2007
Lesotho Mounted Police Service	Numerous PCs and LAN; Internet access	MS Office 2003/2007/2010
Child and Gender Protection Unit of the Lesotho Mounted Police	LAN and PCs	Case management database written in ASP.NET and MS SQL
Ministry of Employment and Labour Department of Labour	LAN and PCs; Internet access 3 Desktop computers (Lenovo), RAM 2 GB, HDD 500GB 3 HP printers (laser jets)	MS Office 2003/2007/2010 MS Office 2003/2007/2010
National Employment Services (NES)	1 Desktop computer (Lenovo), RAM 2 GB, HDD 500GB 1 HP Printer laser jet	MS Office 2003/2007/2010

C) HUMAN RESOURCES

Migration data management personnel in Lesotho are generally very well-educated, holding tertiary qualifications including degrees and post-graduate diplomas. However, training in database management systems is highly inadequate, and there are no data specialists in the departments dealing with migration-related data. Thus, capacity to process, analyse, code and mine data is inadequate.

Most government officials simply use MS Excel and Word for their ad-hoc reporting. There are no top-end database management systems, nor corresponding skills, like Oracle or MS SQL in the lead institutions focusing on migration data. Training in Microsoft Access has been hardly offered.

There is a shortage of technical support staff managing and maintaining ICT equipment. In many cases/agencies (e.g. Directorate of National Employment Services), outsourced IT management contracts do not exist. This is largely due to the lack of special systems dealing with migration data, so institutions have not yet had the opportunity to revamp IT skills and management capacity within their departments.

7. GAPS

A) MIGRATION DATA AVAILABILITY

In general, a limited amount of migration data is available in Lesotho. In the case of return migration and emigration, data is not sufficiently collected and updated. In other migration-related topics, data is not being collected at all, such as irregular migration of Lesotho nationals to South Africa and Lesotho diasporas². However, irregular migration estimates of could be calculated from deportees from RSA and records from MEL.

Available data on remittances reflects only part of remittances sent to Lesotho by Lesotho migrants through formal channels through the deferred pay scheme. However, this data does not cover all the remittances data sent through all the formal channels, least of all the informal channels.

There is no data available on international migration. Statistics available from BOS reports and censuses tend to dwell on internal (urban-rural, inter-regional) migration issues. However, some limited computations on stocks estimates may be carried using records from: Lesotho Medical Association (stocks on health professionals abroad), Ministry of Education (stocks on expatriate teachers, professionals and consultants) and the other offices and departments as reflected on Table 2. There is a need, therefore, to include questions on emigration in national censuses.

Existing data collection systems do not facilitate the capturing of important data on emigration and return. Lesotho migrants, residing in RSA, for example, often do not disclose certain data, such as acquisition of South African citizenship (given that Lesotho does not allow dual citizenship). Others choose not to disclose their departure abroad or their return to Lesotho (in some cases due to overstay and irregular return routes). Students studying in South Africa often find ways to settle there, yet this information is not captured by the Lesotho Ministries of Foreign Affairs or Home Affairs.

While islands of data owned by different institutions do exist, they are not consistently updated, analysed and shared. Existing migration data was found to be inconsistent and unreliable in some cases, due to multiple data collection sources and procedures. In some instances, data is not up-to-date or collection is sporadic. In other cases, data may also be fraudulent.

In general, it is a challenge for the Government of Lesotho (GOL) to make sound migration development policies and decisions based on the current data.

B) REPORTING/ANALYSIS/DATA MINING

One of the main gaps identified in the course of this assessment was the insufficient reporting and analysis of existing migration data. Although many institutions do collect some data on migration, it is not systematically compiled, analysed and reported on.

Analysis and data mining of the data currently collected is hindered significantly by a largely paper-based system, in which files are archived in filing cabinets of each government institution.

C) PHYSICAL RESOURCES

The status of computerization is very low when it comes to migration data management, with only the Bureau of Statistics having sophisticated IT systems and applications.

One of the primary findings of this assessment is the limitation of the paper-based system on migration data management in Lesotho. With the exception of the BOS, all institutions use a paper-based system. In several government institutions (MHA, MEL, MOFAIR), the data collected on paper forms is entered into MS Excel spreadsheets for reporting. There is no integrated system to share and compile data on migration. Data sharing that does not occur. Information sharing is done via site visits, telephone calls, e-mails and reports.

D) HUMAN RESOURCES

Regarding human resources, there is a gap in training for staff working with migration data. No institutional training materials or written procedures for data management were identified. Personnel at all levels, except at BOS, expressed limited awareness of the potential uses and importance of migration data for the effective work of their institutions as well as for planning and policymaking in general. None of the officers in assessed institutions, with the exception of BOS, had received any training on data analysis or basic research. With the exception of BOS, no institution has data specialists.

² The ACP Observatory on Migration is undertaking research on Lesotho diasporas: Lulesa Abadura, L., B. Fahrenhorst and F. Zelazny, Forthcoming, *Engaging Basotho diasporas in the South in participating in and promoting development in Lesotho*. ACP Observatory on Migration (www.acpmigration-obs.org).

E) LEGISLATION, REGULATIONS AND PROCEDURES

The assessment did not identify any internal regulations at any of the assessed institutions that collect migration data except for the laws prescribing information required for passports and work permit applications.

The lack of a specific regulatory framework to protect and classify data hinders data availability, given that government institutions tend to consider all data confidential by default in the absence of legal guidelines for data protection. In this way, almost no data is publically disseminated.

F) DATA SHARING

Data sharing among institutions is practically nonexistent. The only sharing that does occur is related to particular administrative procedures. With the exception of BOS, government institutions do not compile in-depth analytical reports or summary reports, which they share with other government entities.

8. RECOMMENDATIONS

A) MIGRATION DATA AVAILABILITY

- Define a list of key existing and missing migration data to be systematically collected by the relevant institutions. Existing migration data identified in this assessment (Table 2) could assist stakeholders in this regard. Gaps identified would also serve as a starting point in defining additional data to be collected, such as data on returning students and migrants, internal migration, diasporas and irregular migration.
- Assign responsible actors for the collection and analysis of this data.

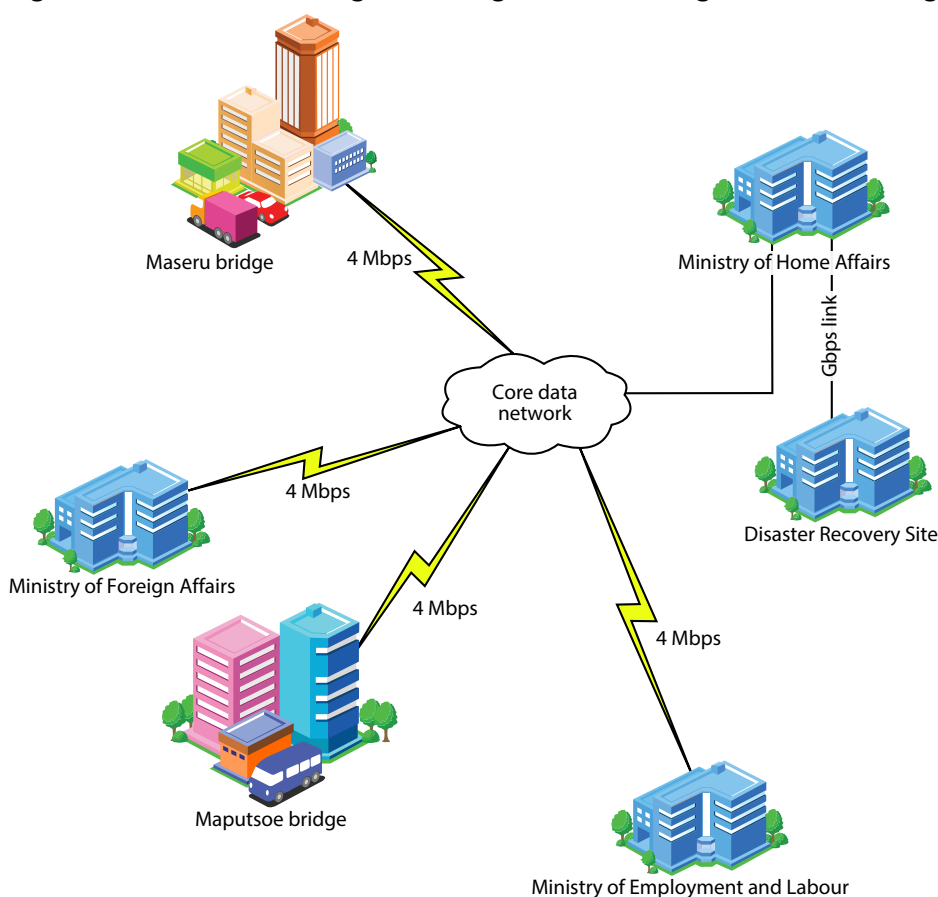
B) REPORTING/ANALYSIS/DATA MINING

- Compile a regular report with existing migration and development data. Such a report would represent an essential tool for stakeholders planning actions, taking decisions or developing policy related to migration and development in Lesotho.
- Appoint a focal point from each relevant institution to form a working group on migration data and collaborate on the compilation and data analysis for the migration and development report. The NCC may be an important existing forum for such an endeavour, and such a technical working group on migration data could form part of the NCC.

C) PHYSICAL RESOURCES

- Provide institutions with access to computers and basic software to collect, store, process, analyze and report on migration data. This would facilitate the transition from a paper-based to a computerized database system.
- Procure and install Local Area Networks within institutions managing migration data. Link government offices processing migration data to one common Wide Area Network platform and infrastructure.
- Plan, design, and develop an integrated migration data management system that will enable easy and efficient sharing of information across government departments and other stakeholders (See Figure 1).
- Link the integrated migration data management system with related systems for border control, tax Management, tourism development, etc.
- Adopt web-enabled database standards for cost-effective, wide-scale migration system rollout.

Figure 1: Recommended global configuration for a Migration Data Management System for Lesotho



D) HUMAN RESOURCES

- Define a migration data management capacity development strategy for a period of five years. This should include overall training on migration and development, the importance and use of migration and development data, data collection, quality control, analysis and reporting methods, as well as training on advanced use of MS Excel and database and reporting software. In addition, it should foresee plans for increased IT personnel in relevant institutions and methods for retaining them.

E) DATA LEGISLATION, REGULATIONS AND PROCEDURES

- Develop data management policies and procedures in order to facilitate the management, collection, analysis, storage, and sharing of migration data.
- Develop data protection regulations that will both ensure confidential data protection and simultaneous wider dissemination and sharing of statistical data on migration.
- Adopt best practice and international standards of quality control in the collection, compiling and processing of migration data, such as formal data validation and verification techniques (for data quality control).
- Define common data formats, structures and filing methods for shared data in order to enable cost-effective data sharing and interchange.
- Explore methods for encouraging Lesotho migrants to provide up-to-date data on emigration and return.

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