

POVERTY REDUCTION AND PUBLIC SECURITY IN LESOTHO

By

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ABSTRACT

The developmental challenges confronting Lesotho range from a prevalence of poverty to a lack of safety and security. These problems directly affect in many ways the well-being of the people living in this country. The belief is strong that lack of integration in tackling the challenges of subsistence and protection needs leads to poor performance on poverty reduction and an inability to guarantee public security in the Kingdom.

The principal objective of this study is to investigate factors leading to lack of integration in tackling the subsistence and protection needs in the Kingdom of Lesotho. This objective is broken down into three questions: What are the factors leading to the lack of integration in addressing subsistence and protection needs of the people of Lesotho? What are the trends in tackling subsistence and protection needs in Lesotho? What are the possible strategies in the integration of subsistence and protection needs in Lesotho?

The two approaches were utilised to investigate the above questions. The first advance was based on exploring data available in the form of text books, journals and official publications. The second step was based on fieldwork carried out around Maseru, Lesotho. The results were presented, analysed and discussed in the report. The findings indicated that poverty surprisingly is no simple phenomenon. In fact, it is a deadly issue with little attention paid to it. Poverty and the issue of safety and security affect everyone as they are social issues. Secondly, some people see poverty as an excuse for people to commit crime and threaten people's safety and security. Thirdly, while there is a clear understanding about social crime prevention, there remains a problem in developing good initiatives for poverty alleviation and crime prevention. Finally, it is vital for the country to

integrate poverty and security sector policies in order to achieve sustainable development.

The research makes recommendations which would enhance an integrated approach in dealing with issues of subsistence and protection. Efforts should include better public policies intended to shape the infrastructure, economic, social, political and institutional forms in the country. This will be a pathway to improving quality of life and security as people rank poverty and crime among the top concerns that they have in everyday life. Finally, proper policies will begin to bridge the increasing gap between the rich and the poor that remains a cause for concern.

DECLARATION

I declare that this report is my own, unaided work. It is submitted in partial fulfilment of the requirements of the degree of Master of Management (in the field of Public and Development Management) in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other University.

T E LIKOTSI

DATE

DEDICATION

I dedicate this work to my mother, Matsebo, for the support and encouragement she provided me during the course of my studies.

My daughter Lironts'o Precious Likotsi, for being there for daddy, her existence always gives me a strong will to work for her future.

To my supervisor, Dr. Manamela Matshabaphala: beginning my research was quite a challenge since I did not know where to start. I was then advised to attend Research Workshops at the University, and with the help of the friendly faces of my group colleagues I got a grasp on my topic from there. Many ideas began to develop in my head and I also went to the formal places responsible for these issues and got the information from the officials themselves. I appreciate the support that made this possible.

Lastly, I wish to thank my grandmother and grandfather for laying a solid foundation. I will always remember the unique support and parental guidance from this couple.

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LIST OF ACRONYMS

BNP	Basotho National Party
CDF	Comprehensive Development Frame
DAC	Development Assistant Committee
DRC	Democratic Republic of Congo
IDP	Integrated Development Plans
IMF	International Monetary Fund
IPV	Intimate Partner Violence
GDP	Gross Domestic Product
LCD	Lesotho Congress for Democracy
LCU	Lesotho Construction Unit
LDF	Lesotho Defence Force
LECAWU	Lesotho Clothing and Allied Workers Union
LMPS	Lesotho Mounted Police Service
MDG	Millennium Development Goals
NDP	National Development Plan
NGO	Non Governmental Organisation
NUL	National University of Lesotho
OECD	Organisation for Economic Cooperation and Development
PRS	Poverty Reduction Strategy
QOL	Quality of Life
PRSP	Poverty Reduction Strategy Paper
RSA	Republic of South Africa
SADC	Southern African Development Community
UNCHS	United Nations Commission on Human Security
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNPF	United Nations Population Fund
WHO	World Health Organisation
WB	World Bank

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CHAPTER ONE

INTRODUCTION

1.1 INTRODUCTION

Leading ideas on international co-operation have changed dramatically during the past two decades. The World Bank (WB) focused on the challenge of poverty in its World Development Report of 1990. In the same period, the United Nations Development Programme (UNDP) began publication of its annual Human Development Report. The World Summit for Social Development was held in Copenhagen in 1995. In the following year, the Development Assistance Committee (DAC) of the Organisation for Economic Cooperation and Development (OECD) adapted a new development co-operation strategy in which the most important objective was identified as halving extreme poverty by 2015 and improving quality of life.

Against this backdrop, the theory that sustainable development can be achieved through Integrated Development Plans (IDPs) to improve the provision of fundamental human needs emerged as the latest development catch phrase. States and governments, together with governmental and non-governmental organisations, embraced it as a new paradigm of development and improvement of human well-being. It is suggested that if sustainable development is to have a fundamental impact, among others, subsistence and protection, which are the focus of this study, should be given priority. The WB and the International Monetary Fund (IMF) are some of the institutions trusted to help manage the development process and ensure the provision of these human needs.

Moreover, these international institutions have realised that security is an important aspect of poverty reduction. There is also a growing body of research on the relationship between poverty and insecurity. Insecurity resulting from differences that harden into conflict increases the vulnerability of poor people and is a key factor in the perpetuation of poverty traps. In its study, *Voices of the Poor*, the World Bank (2006) found that poor people themselves identify insecurity and limited access to justice as primary concerns. The direct and indirect costs of insecurity are significant. Conflicts destroy physical infrastructure and productive assets, undermining investment and exacerbating unemployment. A recent example is to be found in the political turmoil experienced in Lesotho in 1998.

Thus, international partners, including the WB, have a responsibility to support the integration of national priorities into the Poverty Reduction Strategies (PRS) initiatives, including those related to the security sector. Amongst the challenges, criminal violence has been found to affect poor people disproportionately and functions as a real obstacle to economic growth. The World Development Report (2005) on investment climates found that crime and violence against people and property blocked investment and increased the cost of doing business. The direct costs of crime and violence can be estimated by factoring in the public and private health expenditures, lost productivity due to injury and mortality, and increased public expenditure on security. But there are also indirect socio-economic costs, such as lower human and social capital, reduced labour force participation, lower wages and incomes. These in turn have negative multiplier effects on economic growth and poverty-reduction.

Contemporary literature highlights that security is a core governance issue. There is a close relationship between poor governance and insecurity in many underdeveloped countries. Poor governance of the security sector itself is often at the core of state fragility in countries that

are undermined by conflict. It creates opportunities for corruption and political capture, can lead to inefficient and ineffective responses to external security threats, and often contributes to internal insecurity for citizens (World Bank, 2007). Inappropriate security structures and mechanisms can contribute to state fragility and violent conflict, which in turn prevent sustainable development and poverty reduction. When governments fail to provide basic security to their citizens, people develop a high level of distrust toward the state, and in different spheres of their lives come together and search for possible strategies to meet their needs (Cawthra, 2006).

The interaction of security and governance in such contexts is often complex and can only be addressed through a broad range of governance reforms which integrate the security sector and apply the same basic principles of public sector governance, including civil oversight, public finance management and basic tenets of public administration and civil service reform (World Bank, 2006). In addition, to being a core public function, security is also a necessary condition for delivery of other essential public services such as health and education, which are normally central components of the poverty reduction pathway. It is therefore logical that improving security is closely linked to achieving other paramount objectives of the poverty reduction effort.

In Lesotho, as elsewhere, measures designed to fight poverty are increasingly being developed through projects financed by external sources of funding such as the United States of America and European governments. As in many other less developed countries, those social services and project-based actions are characterised by their experimental nature, and they operate within a limited time and space and in many cases are managed by partnerships between public and private institutions. Within this organisational framework, it is important to analyse the relationship between professionals and the policies they implement, as

well as the relationship between professionals and institutions with regard to the implementation of these policies.

One initial observation that should be made prior to analysis concerns the ambiguous status of these social policies regarding their mission to reduce inequality. It is known that one of the main problems of social policies, and a source of great disillusionment, lies precisely in the fact that there is a huge gap between their stated principles and the practical implementation of measures. Moreover, there is a general feeling among people in Lesotho that reducing inequality and fighting poverty are minor concerns for the present state and that society itself, through its elites and leaders, is not sufficiently committed to reinforcing these objectives and bringing pressure to bear on ending poverty and uprooting its causes.

Nevertheless, the literature indicates that to a certain extent, in some countries, changes have been introduced that are aimed at improving policies. Charges of inefficiency and the generation of dependency have led to the emergence of new forms of policies, either in combination with old policies or as a replacement for them. Essentially, the new generation of social policies favours social integration rather than subsidising risks and includes:

- i. the active involvement of beneficiaries in planning and choosing programmes rather than their passive submission to actions decided by professionals;
- ii. personalised, rather than standard forms of assistance;
- iii. joint responsibility on the part of the provider and the beneficiary for the implementation of programmes;
- iv. decentralised planning of social programmes;
- v. partnerships with local institutions for the management of decentralised programmes;
- vi. an approach based on proximity; and
- vii. Flexible rather than stereotyped actions.

To make the point, looking at the continental level, it is plausible to argue that for everyone, rich or poor, located in developing or developed countries, protection is an important constituent of well-being. In Africa, there is a growing body of work which examines poverty as an underlying cause of crime and violent conflict which undermines the public security. Most African governments are embarking on strategies to fight against poverty but unfortunately the gap between the rich and the poor is large and growing, not only with regard to income but in education and health outcomes as well (World Bank, 2000). Poverty eradication programmes are therefore justified (in addition to their impacts on poverty) as a form of conflict prevention and management, for the reason that poverty is one of the factors that have strong link to crime and violence. As a result, addressing horizontal inequalities is likely to play a role in preventing the shift from simple grievance to crime and violence which results in the high levels of public insecurity on the continent.

Regionally, the Southern African Development Corporation (SADC) was formed in 1992 as a regional organisation with a mandate to promote economic integration, poverty alleviation, peace, security and the evolution of common political values and institutions. There were great expectations that the establishment of SADC would usher in a period of sustainable development that would help countries meet subsistence and protection needs; however, the region remains wracked by a high level of poverty and conflict including civil wars in the Democratic Republic of Congo (DRC), state repression in Zimbabwe, and violent crime in other countries. While these challenges continue to pose security threats to the region, chronic poverty and high levels of unemployment have made some countries in the region a fertile ground for recruitment of terrorist groups. Many immigrants from areas such as the Middle East, Asia, East Africa and the Horn of Africa have been gaining access to the SADC region

where they set up businesses to generate funds for terrorism activities that are negatively affecting the lives of people in other places.

In Lesotho, a national poverty reduction strategy was developed in 2005 (commonly known as the Poverty Reduction Strategy), which acknowledges earlier anti-poverty action plans, many of which have been implemented (citing the example of the 1996 Pathway out of Poverty). While those plans and other efforts have been appreciated, they could not yield the anticipated result, that of reducing poverty across the nation. Repeated studies have consistently shown that the mountain areas of Lesotho, which are home to approximately one-third of the population, are significantly poorer on all but two out of 30 indicators (PRS, 2005).

Moreover, the escalation of rural poverty in the Kingdom as well as in other similar developing countries has resulted in an increased urban migration by landless households to the urban areas (Bureau of Statistics Lesotho, 2008). For example, Maseru is overcrowded with rural migrants looking for jobs. In different ways, crime and violence threaten the well-being of people living in this area. Beyond the direct effects on victims, crime and violence inflict widespread costs, generating a climate of fear for all citizens and diminishing economic growth. It is clear that the integrity and dignity of the individual and community as a whole must be advanced, and that the state is under a general obligation to adopt measures to protect the individual from threats that impact on the integrity and dignity of the people. Meanwhile, the police's inability to ensure public security has surfaced sharply over the past few years. It appears all past initiatives have had little impact to guarantee protection of the public.

The study has attempted to investigate factors leading to the lack of integration in addressing challenges of subsistence and protection when addressing fundamental human needs in the country. Hunger and public insecurity appear to be severe while at the same time social security

systems are under-developed. The high rate of unemployment contributes to the increase in poverty and consequently poverty leads to more crime. The study also investigated the trends in tackling subsistence and protection needs of people in Lesotho, presented the findings and recommended strategies for consideration.

This study is thus also a call for a broadening of the conceptual and theoretical terrain of poverty studies; for an enlargement of what can be said about poverty; and specifically for a re-engagement with the complexities of integration of subsistence and protection needs in attempts to fight poverty and improve the quality of life in Lesotho. In such an engagement, the theoretical traditions of Max-Neef provide the tools for exploring complex questions about the inter-relations between poverty, vulnerability and security.

1.2 PROBLEM STATEMENT

The national government in Lesotho is battling with the twin challenges of poverty reduction and public security. There is a lack of integration in the tackling of subsistence and protection needs of the people in Lesotho. The factors contributing to this lack of policy integration are not well known, and this extends vulnerability to both individual households and the country at large. This indicates that, amongst these complex issues, the differential vulnerability of society to poverty and insecurity stand out as being of fundamental importance. Differential vulnerability and the differences in exposure, sensitivity, and resilience in responding to challenges are closely intertwined and should occupy a central place in policy development.

1.3 PURPOSE STATEMENT

The purpose of the study is to investigate the factors leading to the lack of integration in tackling the subsistence and protection needs in Lesotho,

present the findings, and interpret and analyse the findings. The study further recommends strategies for consideration in addressing the problem and at the same time encourages government focus on the most vulnerable peoples as they deserve special consideration.

1.4 RESEARCH QUESTIONS

This study addresses the following research questions:

1. What are the factors leading to the lack of integration in addressing subsistence and protection needs of the people of Lesotho?
2. What are the trends in addressing subsistence and protection needs of the people?
3. What are the strategies for consideration in the integration of subsistence and protection needs in Lesotho?

1.5. SIGNIFICANCE OF THE STUDY

The study is worth undertaking because it has made a great contribution to the sphere of knowledge, improved the researcher's knowledge of public policy process, in particular, the poverty reduction processes and their performance in poverty situations. The results can be used as a basis for identification of future policy development as the social dimension of poverty continues to negatively affect both rich and poor people. It manifests in a lack of basic needs, food, health, shelter, education and security together with the inability to engage in productive endeavour, among a host of other problems which poor people struggle with. The social and economic consequences of poverty permeate the entire society, afflicting even the well-off, such that not even the wealthy are able to live in peace and comfort where widespread poverty exists.

Against this backdrop, modern studies on poverty reduction and public security have failed to investigate factors leading to lack of integration in

tackling subsistence and protection needs in Lesotho and the study examines the factors leading to this problem. Research on related subjects has been done by foreign non-governmental organisations (NGOs) in Lesotho which have yielded limited success in attempting to answer the questions posed by the study. Therefore, the researcher acknowledges the responsibility to identify impediments to policy integration aimed at poverty alleviation and public protection and also to recommend solutions to the problems.

A recent report from one of the NGOs (Transformation Resource Centre, 2009) stated that challenges in poverty reduction and public security are becoming more pressing in Maseru. They range in scale and scope from common theft, organized crime, public disturbances, community and household violence, acute or chronic problems of domestic abuse, and physical and armed assaults. More in-depth work is needed to increase understanding of the key trends in poverty reduction and public security. Consequently the researcher holds the view that once economic inequality is controlled, the positive relationship between poverty and public insecurity can begin to disappear.

1.6 STRUCTURE OF THE REPORT

The research report is structured as follows:

Chapter 1 – Introduction

What is the research about? This part of the report provides contextual information to the problem or questions of the study and identifies the gaps in the research in this area. It also gives the objectives.

Chapter 2 – Literature Review

What is already known in this area? This part of the research reviews previous work relating to research problems or questions (to define, explain, justify), and shows in greater detail the gap that the present

research will be filling. This part has a number of sub-sections to identify themes.

Chapter 3 – Methodology

How was the research conducted? This area reflects the pathway to be followed in achieving the objectives of the study. At the same time the methodology section helps justify why a researcher has chosen the particular method. It explores the scope and the limitations of the study, how data was collected or generated, and how it was analysed and interpreted.

Chapter 4 – Presentation of the findings

What did the study ascertain? What was found is presented in this part of the study (using graphs, figures and tables where appropriate). The section tells the reader what was found and provides preliminary interpretations.

Chapter 5 – Interpreting and analysing the findings

What do the findings mean? This section of the research helps to determine what the study found and to compare results against expectations. Interpretation is essential for the reason that the usefulness and utility of the results of this study basically depend on its proper approach.

Chapter 6 – Conclusion and Recommendations

This chapter presents the conclusions and recommendations, including the most significant results, where the research has limits or where further research would be useful. In brief, it indicates what has been learnt from the study, makes recommendations and shows how these can be applied.

1.7 CONCLUSION

This chapter has put forward the introduction of the study, the research problem, the purpose, the research questions, the significance and the structure of the report. The chapter indicated that the international community, the continent and the Southern African region that includes Lesotho are committed to reduce poverty and improve public security. However, the challenge still remains to integrate subsistence and protection needs while dealing with the problems of poverty and insecurity. Despite the enormity of these problems, the research questions have been constructed in an attempt to investigate, find the contributing factors to the challenge and suggest possible solutions.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

This chapter will focus on the explanations of key subjects and concepts relevant to the study. These will include, among others, defining what human needs are as classified by Max-Neef; subsistence and protection needs; human services integration; integrating policy; poverty and vulnerability; security and relief processes; characteristics of developing countries; Lesotho as a developing country; poverty as a global threat to social safety and security; poverty as a source of instability; public security; Integrated Development Plans (IDPs) and Integration theoretical framework (as per Manfred Max-Neef); and finally, the human scale development (theoretical framework).

The literature is believed to be relevant to the problem statement and the problem focus of the study. This literature also provides for the argument that the study is needed and its conclusion illustrates how this study differs from prior research related to this area of study. According to Neuman (2006, 111-112) literature review is based on the assumption that knowledge accumulates and that people learn from and build on what others have already done. The following sources were consulted: Ebsco online and Ebscohost, Emerald, internet sources, library catalogues, books on poverty, public security and violent crime, international and local journals.

2.2 FUNDAMENTAL HUMAN NEEDS

Subsistence:

Subsistence needs are what a person needs to live (Max-Neef, 1992). Subsistence represents the practical world defined by intrinsic values of things, beings and activities which constitutes the actually experienced form of life, or the qualitative standard of living of people in highly intense market societies (Max-Neef, et al, 1987). The household subsistence level and the minimum living level are the two commonly used poverty lines when absolute poverty is estimated in post-apartheid RSA (Woollard & Leibbrandt, 1999), which literature shows are minimalist definitions of poverty based on subsistence.

Protection:

Focusing on safety, dignity and integrity of an individual is in a way looking beyond people's immediate needs to wider questions of personal safety and dignity of the whole human person. As such, it is drawing attention to the main violations and abuses that are most likely to threaten people's safety, dignity and integrity as human beings. It is logical to argue that food and safety, dignity and protection are integrally related as vital components of humanitarian action. Effective protection helps people to stay safe, therefore personal safety is essential and must be at the forefront of all protection work (Max-Neef, 1987).

2.3 HUMAN SERVICES INTEGRATION

Human services integration (SI) refers to the quest for the development of systems that are responsive to the multiple needs of persons at risk, victims of social problems, and others. Integration appears under many different labels, such as, for example, community integration, comprehensive services, coherent services, broad spectrum services, and co-ordinated services. Interests in services integration dates from the

middle 1960s, when social programmes expanded and a wide range of professionals and advocates recognised the efficacy of dealing with multiple cases and responses to problems (Agranoff, 1991). Because social programme growth was largely a public sector phenomenon, public administration became increasingly interested in how to manage the range of social programmes for the best results.

2.4 INTEGRATING COMPLEX POLICY MIXES

Integration involves the alteration of specific elements of existing policy mix – the goals, objectives and calibrations of existing policy tools – in order to produce a new mix, with the aim of avoiding the counter-productive or sub-optimal policy outcomes associated with the old arrangement, and enhancing its determinacy, effectiveness and sustainability. Policy tools are consistent when they work together to support a policy goal. Congruence is the main goal of policy integration. It must be noted that policy integration requires co-ordination and collaboration in designing, planning, and implementing, in order to establish clear objectives and divisions of responsibility. More advanced degrees of integration require more sophisticated forms of communication, decision-making, and organizational behaviour. Mechanisms and tools such as multi-stakeholder forums and user-friendly information systems give people an opportunity to provide input into policy decisions. As well as contributing to informed decision-making, the process helps policymakers understand the socio-economic and ecological contexts in which they work and also helps all stakeholders appreciate the trade-offs entailed for any given policy decision (Costanza, et al, 2007).

2.5 GENERIC DEFINITION OF POVERTY

Poverty:

Definitions of poverty are varied; there is no fixed definition of poverty. Different authors hold diverse views as to which poverty should be

included and which should fall outside the definition. Gray, Lyne & Ferrer (2005) define poverty as the restriction of opportunities for a person to pursue his or her well-being or the denial of opportunities and choices most basic to human development to lead a long, healthy, creative life and enjoy a decent standard of living, freedom, dignity, self-esteem and respect from others. Here “livelihood insecurity” is the key determinant of poverty; people who do not have steady income automatically have no secure means of livelihood. Gray, et al (2005) argues that symptoms of poverty include a low level of income and economic wealth, low level of health, and poor standard of housing.

In the same manner, Sen & Hulme (2005) hold a view that poverty entails the failure of human capabilities to reach certain minimum acceptable standards of well-being and life. Such essentials may be material resources such as food, safe drinking water, shelter and clothes; or they may be social resources such as access to information, education, health care, social status, political power or opportunity to develop meaningful connections with other people in the society.

The World Summit on Social Development in Copenhagen in 1995 came up with two definitions of “absolute poverty” and “overall poverty”:

Absolute Poverty:

- This is a condition characterized by severe deprivation of basic human needs, including food, safe drinking water, sanitation facilities, health, shelter, education and information.
- It depends not only on income but also on access to services.

Overall Poverty:

- Includes lack of income and productive resources to ensure sustainable livelihoods; lacking food and other basic services.
- Ill health.

- Limited or lack of access to education and other basic services.
- Homelessness and inadequate housing; unsafe environments.
- Social discrimination and exclusion.
- It is also characterized by lack of participation in decision-making and civil, social and cultural life.

2.6 MAJOR CAUSES OF POVERTY IN LESOTHO

According to the IFAD (2008) Report on Rural Poverty, poverty in Lesotho is deeply rooted in the rural areas where 70% of people live. More than half of this 70% are poor and more than one-quarter of them are extremely poor. This suggests that about 30% of rural people live in extreme poverty and those who live in rugged mountain areas are significantly poor. Yields are low because of land degradation, reliance on rain-fed farming, poor husbandry methods, the unfavourable climate, and droughts. Lack of income generating activities and degradation of natural resources are among the main causes of rural poverty.

The Lesotho labour market is characterised by low demand in relation to supply. Unemployment is rising because no jobs are being created but the labour force continues to increase by approximately 25 000 youths as new entrants each year (SADC 1998 and 1999 labour force surveys). As the already high rate of unemployment in Lesotho continues to escalate, the unemployment problem is compounded by a number of factors, the most prominent being diminishing employment prospects in the agricultural and government sectors, a small industrial base, and the retrenchments within South African mining industries. There were 130 000 miners in 1984, but by 1999 the number had dropped to 65 272 and 62 125 at the end of 2002 (Central Bank of Lesotho, 2005). This decline results primarily from the change in the value of the Rand and the price of gold, subsequently affecting the price of imported deep mining equipment and overhead costs.

A UNESCO report (2007) showed that the unemployment rate for women is high in Lesotho, up to 70%. The closure of textile factories has many female workers without any economic activity and this makes them particularly vulnerable to traffickers. False promises of a better future in Maseru or even further away in South Africa expose Basotho women to human trafficking situations.

2.7 VULNERABILITY

Vulnerability, as an analytical framework, has in recent years been increasingly used in a number of disciplines, including economics (especially in the study of poverty, sustainable livelihoods and food security), sociology and anthropology, disaster management, environmental science, and health and nutrition. In these disciplines, vulnerability is often reduced to three fundamental risk chain elements, namely, risk, response and outcome. Vulnerability may be defined as the probability of an individual, a household or a community falling below a minimum level of welfare, for example, poverty line; or the probability of suffering physical and socio-economic consequences as a result of risky events and processes like crime and violence and their inability to cope with such risky events and processes (Morduch, 1994).

To support the above point, often, organised, well-connected groups including traders get their way to the detriment of poor and marginalized people who are the majority and who mostly reside in rural areas of the less developed countries. This is because most poor people spend most of their time focusing only on their survival, are not well organised, and have little influence over decisions at the local and national levels.

From the point of view of policy making, the challenge with respect to risk response is to find ways of addressing the constraints faced by individuals, households, and communities in managing risk. These constraints may be

related to poor information, lack of finance or assets, inability to assess risk, ineffective public institutions, and poor social networks. All of these constraints are among the determinants of 'resilience'. Resilience is the capacity of an individual, household or community to adjust to threats, avoid or mitigate harm, as well as to recover from risky events or shocks. It is also partly dependent upon the effectiveness of the risk response, as well as the capacity to respond in the future. The pathway towards greater resilience has to address issues of institutional effectiveness and involvement of the concerned society (Ravallion, 1998: 1171-1182).

One of the most important socio-economic determinants of vulnerability is poverty. In some developing countries such as Lesotho, the poor are generally more exposed to risky events such as crime as a result of lack of protection. Because the poor are politically powerless, they normally do not receive necessary social services following risk events like crime (Wangle, 2011).

Makoka (2005) argues that another very important determinant of vulnerability is the capacity of institutions. This influences the response and outcome elements of the risk chain discussed above in terms of effectiveness and severity, respectively. For the purpose of this study, the term institution shall refer to informal or formal, governmental or non-governmental institutions which communities may use to maintain their equilibrium in the face of dynamic conditions such as crime and violence. Within the context of this study that has focused on factors leading to challenges in tackling subsistence and protection needs, risk refers to risky socio-economic processes such as crime, violence and the kind of social exclusion that leads to insecurity of tenure.

From the perspective of the challenges in providing for the two fundamental human needs discussed in this study, there is evident need to improve preparedness, to reduce risks and vulnerabilities, and to

increase the capacity for response. Poverty Reduction and Integrated Policy Development can be understood as all those explicit decisions intended to shape the physical, spatial, economic, social and political patterns of the communities (Woolcock & Narayan, 2000).

2.8 DEFINING INEQUALITY

Inequality can be defined as being the opposite of equality, state of social organisation that enables or gives equal access to fundamental human needs and resources or opportunities for all members. Poverty that comes as a result of failure to meet these fundamental human needs has been recognized as an important risk factor associated with increased crime and violence that has compromised public security in many parts of the world, including Lesotho (Ministry of Finance and Economic Planning, 2010). Ekelegbe (2005) supports that, at broad national and societal levels, crime and violence are linked to a range of long underlying economic, social, cultural and political factors or practices that produce opportunities and incentives for criminal behaviour and violent acts. In the same manner the World Bank Report (2000) admits that poverty is the greatest challenge facing the African continent. Other factors that reflect the extent to which individuals are deprived of access to basic human needs such as food, shelter, education and health services constitute an integral part of any description of well-being and poverty, and the situation reflecting a high rate of inequality. Meanwhile Turner (2001) argues that, while crime and violence may be associated with poverty, it is important to note that there are many poor communities all over the world where crime levels are low, as behaviour is constrained by informal social and cultural values.

2.9 POOR PLANNING, DESIGN AND MANAGEMENT

There is an increasing concern that poor planning, design, implementation and management of policies put communities at risk of poverty, injury, loss of property and death (May, 1998). For example, the lack of integration of

crime prevention strategies in countries like Lesotho has been cited as a factor in facilitating opportunities for crime. While there is no way of accurately counting the number of incidents related to physical attacks as a result of poverty, it is estimated that 20 - 30% of crimes have subsistence and protection components (Turner, 2001). One manifestation of the failure of public agencies to adequately address the subsistence and protection needs challenges that are cumulative to violent crimes is the explosion of privatized gated communities and private security forces. Maseru is witnessing the proliferation of private security companies as a means of safeguarding residences and commercial enterprises.

2.10 THE NOTION OF PUBLIC SECURITY

Ensuring public security by protection expands the real freedoms that people enjoy. An individual's capability to act on his or her behalf needs to be enhanced and in reality this requires protection and empowerment. Once peace is maintained and macro-economic stability is attained, the most important basic policy or measure from the perspective of poverty reduction is human development policy, or measures to promote social opportunities of the people. To attain this objective, a development strategy that is sensitive to the poor is necessary, which avoids or mitigates risks to the poor. Indeed, public policies and good governance that promote social and political participation of the poor are also indispensable.

Additionally, Brian (2009) contests that both the rich and poor people want to live in safety and security. Insecurity, lawlessness, crime and violence are among the biggest obstacles to achievement of the Millennium Development Goals. They also destroy development. Poverty, under-development and fragile states create fertile conditions for conflict and emergence of new security threats, including international crime and terrorism. He further suggests that poor people cite safety and security as a major concern. They talk about fear of attack, injury or physical abuse,

often at the hands of precisely those institutions that are meant to protect them. They explicitly link security to personal security, insisting that given the importance of security to the well-being of the poor, supporting people's physical security is a vital part of poverty reduction.

2.11 CRIME AND VIOLENCE

Many attempts have been made to formulate an accurate definition of the concept of crime; Rosiers & Bittle (2004: 3) explain crime as wrongful acts seriously threatening and infringing their adaptability or generally their fundamental social values. Violence is doing harm to others in pursuit of one's own interests. Reyckler (2004: 4) notes that, "the term violence refers to a situation in which the qualitative and quantitative life expectancy is intentionally reduced". This means a person's autonomy or sovereignty is subjugated. On the other hand, Kent (1993: 378) points out that, "Violence is sometimes viewed as a rapid application of physical energy that disrupts established patterns and structures". Violence consists of actions, words, attitudes, structures or systems that cause physical, psychological, social or environmental damage or prevent people from reaching their full human potential. Structural violence as described by Kent (1993) is harm imposed by some people on to others indirectly as they pursue their own interests.

2.12 LOCAL IMPACTS OF CRIME AND VIOLENCE

The impacts of crime and violence are very much manifested and felt in the rural and urban areas of Lesotho. Increasing violent crime (such as stock theft in the rural areas) influence internal migration to townships in search of better economic opportunities, while crime in the townships contributes to a downward spiral of low property values and serves as a deterrent to investment, thereby leading to greater levels of poverty and deprivation (National Development Strategic Planning, 2010). While the aggregate effects of failure of policies to meet the fundamental human

needs hit hard on the communities, poverty has a negative bearing on intimate partner violence (IPV) and child abuse. It is clear that IPV and child abuse destroy social and human capital and contribute to the increasing numbers of street families and children. Many women who are victims of IPV not only experience negative physical and psychological effects, but are also affected financially due to lost productivity from paid work, medical care costs, mental health care costs, property loss and legal costs (Johnson & Ferraro, 2000).

2.13 THREATS TO SOCIAL SAFETY AND SECURITY IN THE SADC REGION

Studying threats and capabilities in the Southern African region, Cawthra (2008: 4-9) indicates that a number of security challenges may be identified within the broad theme of population and demography in recent years, and also points out that, "Crime of various types has escalated in southern African countries in recent decades, partly propelled by urbanization, globalization, and the breakdown of community and family structures. More again crime is now perceived as an immediate and pervasive security threat throughout the region, and manifests itself in a wide range of activities including smuggling, car hijacking and theft, armed robbery, narcotics, counterfeiting, human trafficking, and so on. Much of this is carried out by criminal syndicates that operate across borders and in many cases with international links, particularly to Italian, Russian and Chinese criminal organizations".

2.14 INSTABILITY

Ukeje (2005) argues that many conflicts and civil wars that are found within states are primarily found where there is a combination of entrenched poverty, an excessive dependence on natural resources exports, and poor economic governance and state weakness. These conflicts are usually matched by criminal impunity and large-scale violations of human rights, massive internal displacements and refugee

flows, and collapse of sources of livelihood and municipal facilities. At the national level, there is a need to strengthen the formal criminal justice and policing systems. It is important that the police and the criminal justice systems are 'fit for purpose' in the modern world and are seen as key contributors to the fight against crime. According to Ogata (2003), another vital issue is the need for public confidence that the police and criminal justice systems will play their part in this process effectively, and where this is not the case, the problems that give rise to this lack of confidence need to be vigorously addressed. Key elements of such action will include the active participation of senior managers in policing and criminal justice organisations, resources and political support, and a willingness to try new approaches where existing approaches are not working well.

Richardson (2009) suggests that one of the most important socio-economic determinants of vulnerability is poverty. It has been suggested that, because of their close correspondence, poverty should be used as an indicator of vulnerability. In many cases, the urban poor are exposed to more risky events such as crime, forced eviction or disasters than the rich, partly because of their geographical location. Moreover, the urban poor also have relatively limited access to assets, thus limiting their ability to respond to risky events or to manage risk. The urban poor are more vulnerable to the undesirable outcomes of risky events because they are already closer to, or below, the threshold levels of these outcomes, such as income poverty or tenure insecurity. Again, due to this vulnerability the poor may commit crime more often than the more affluent citizens.

Lastly, Sen & Hulme (2005) hold a view that poverty entails the failure of human capabilities to reach certain minimum acceptable standards of well-being and life. Such essentials may be material resources such as food, safe drinking water, shelter and clothes; or they may be social resources such as access to information, education, health care, social status, political power, or the opportunity to develop meaningful connections with

other people in the society. This view was raised in 1995 at the World Summit on Social Development in Copenhagen, while describing poverty as a condition characterized by severe deprivation of basic human needs, including food, safe drinking water, sanitation facilities, health, shelter, education and information. Poverty is thus defined not only by income but also by on the extent of access to services.

2.15 HUMAN SECURITY

Duffield (2005) argues that the concept of human security is emblematic of the changed relations and governmental technologies that shape the post-Cold War terrain. While definitions vary, it addresses a world in which the threats of catastrophic nuclear war between leading states has been replaced by a concern for the well-being of people living within ineffective states. Duffield (2005: 1) explains that, “Their ability to enjoy complete, safe and fulfilled lives – their human security – has moved from the shadows of domestic affairs onto international political agenda”.

Looking at policy integration at the country-level, Tschirgi (2005: 11) observes that, “Notwithstanding claims of enhanced policy coherence across issue areas, comparative research from the field demonstrates that international policy interventions also fall short integrated approaches to addressing the range of security and development problems in concrete contexts. This is equally true for national policies”. Tschirgi (2005), also believes that, while states fail to achieve human security, they risk disillusionment and civil conflict among groups, communities and peoples. This equally threatens states from inside and hence global order itself.

Human Security embodies a notion of security that goes beyond conventional concerns with military capacity and the defence of borders, hence it is commonly understood as prioritizing the security of people, especially their welfare, safety and well-being rather than the states (Cawthra, 2008). Human security approaches usually treat an expanded

range of social and developmental variables as being able to constitute an international security threat. Poverty, population displacement, HIV/AIDS, environment breakdown and social exclusion, for example, all have a direct impact on human and thus global security. Cawthra, Du Pisani & Omari (2006, 19) observe that both human security and human development address freedom from fear and want. Since the two concepts take people as a point of reference, they are essentially complementary and mutually reinforcing. Poverty alleviation is thus a key concern of both human security and development.

2.16 PUBLIC SAFETY AND SECURITY

A more recent study (Bourguignon, 1999) shows clear links between poverty and inequality, and crime and violence. Addressing poverty and inequality must therefore be included in the range of approaches to reducing crime and violence if sustainable growth and development are to be realized. There is a connection between poverty reduction, development and human security. Progress in one area enhances the chances of progress in the other, while failure in one area increases the risk of failure in the other. It is apparent that failed or limited human development usually leads to a backlog of human deprivation. These backlogs are in access to power and economic opportunities which can later manifest as violence.

According to the Kenyan PRSR (2005), urban upgrading, poverty reduction and pro-poor governance by increasing awareness of the link between urban violence, poverty, ineffective governance, and suitable options to mitigate urban violence and enhance public safety and security in urban areas is a pressing need. Due to the lack of understanding of the complex nature of the problem and the link between poverty and violence, this has led to government policies that focus on repression and conventional policing measures, with predictably little impact. The report further states that the vicious cycle of urban violence, poverty, and

ineffective governance are inextricably linked and mutually reinforcing. Unless urban violence – and its manifestation of exploitation of the poor – are addressed as part of poverty reduction and governance improvements, programmes to improve the lives of urban dwellers will have a limited impact.

Furthermore, innovative approaches are needed to address the multi-faceted nature of violence and specific security needs of the urban poor. Without this, the vision of a better quality of life for city dwellers will remain a dream. Hence advancing human security and development may reverse the situation, Cawthra, De Pisani & Omari (2006: 20) comment succinctly that, “enhancing the human security project requires co-operative, and often multilateral, responses, and approaches that are multi-sectoral, emphasize preventive action and engage new partnerships. Human security is advanced through the protection of human rights, respect for the rule of law, democratic governance, sustainable human development and peaceful resolution of conflict”.

Similarly, Owen (2004) argues that death is largely attributable to issues related to poverty and to disease and not inter-state wars as previously, hence it would seem that primary threats have changed, and so too must security mechanisms change to focus on the new challenges. This author also acknowledges that early conceptualization of human security, all of which shifts the referent from the state to the individual, have run into problems of definitional clarity and measurement methodology. It is prudent that threshold-based definitions be used to let the actual risks determine what human security is and is not. This will help build a conception and an apparatus of security that addresses every and all possible threats to the individual and will thus be capable of protecting people from the most serious harm they face, such as starvation and preventable diseases.

2.17 THEORETICAL FRAMEWORK

2.17.1 Integration

Max-Neef (1990) developed a system of fundamental human needs comprising subsistence, protection, affection, understanding, participation, creation, recreation, identity, and freedom. It is the means by which these needs are satisfied that dictate human behaviour. Humanity relates Quality of Life (QOL) to the opportunities that are provided to meet these human needs in the forms of personal and collective attributes, institutions, social norms and mechanisms, actions, and relationships to natural capital (space) or time (interacting) and the policy options that are available to enhance these opportunities (Max-Neef, 1990). Succinctly, QOL is represented as the interaction of human needs and the subjective perception of their fulfilment, mediated by the opportunities available to meet the needs. With this definition, the role of policy is both to create opportunities for human needs to be met and to create conditions that increase the likelihood that people will effectively take advantage of these opportunities. The main justification for the integration of policies in providing these fundamental needs and services is to produce better outcomes for the community, including improved services cost.

2.17.2. Development and Human Needs

With regard to his work on Human Scale Development, Max-Neef (1990) has attempted to concretely define the fundamental human needs. He proposes nine fundamental, distinct, basic human needs that are common to all people. He mentioned that struggling for these needs is walking towards development. Max-Neef adds that human needs must be understood as a system; that is, all human needs are inter-related and interactive. With the sole exception of subsistence, that is, to remain alive, no hierarchies exist within the system. On the contrary, simultaneities,

complementarities and trade-offs are characteristics of the process of needs satisfaction.

2.17.3. Poverties and Pathology

The nature of the study allows for a reinterpretation of the concept of poverty. The traditional concept of poverty is conceived to be limited and restricted, since it refers exclusively to the predicaments of people who may be classified below a certain income threshold. This concept is strictly economic. For the purposes of this study, two poverties are therefore discussed. In fact, Max-Neef (1992) argues that any fundamental human need that is not adequately satisfied reveals a human poverty. Those under discussion are; poverty of subsistence (due to insufficient income, food, shelter) and of protection (this is due to lack of adaptability and autonomy, crime and violence impact, bad health systems, unsafe social environment). The challenge lies in recognising and assessing the pathologies generated by these diverse socio-economic political systems, with every system creating in its own way obstacles to the satisfaction of one or more needs. Moreover, in efforts to investigate the challenges in tackling these human needs, it is necessary to analyse to what extent the environment represses, tolerates or stimulates opportunities. How accessible, creative or flexible is that environment? The most important question is how far people are able to influence the structures that affect their opportunities.

2.17.4. Human Scale Development

In the 1980s, Max-Neef and other economists wrote about the dismal individualism and apathy that human beings were entering into in the middle of the so-called development era. As Max-Neef described it, the inevitable demobilisation and the continuous search for answers lead humanity into what has been named the 'crisis of utopia' (an imagined

perfect place or state of things). This meaning implies not only the search for a society that is possible, but for a society that is, from a humanistic perspective, desirable.

2.17.5 Human Scale Development Theory

The theory addresses a particular way of understanding people's well-being and represents a serious, inspiring and humanistic vision amongst different development approaches. As Max-Neef explains, "Basic needs are finite, few and classifiable" (p.199), and that they are the same in all cultures and all historical periods" (p.200). He does not believe needs are substitutable – that is you can fulfill one need to a great extent, but does nothing about the other needs. You can, however, depend on the choice of need satisfiers, fulfill more than one at a time. The lack of any of these needs suggests poverty of some type. According to Max-Neef the best development process will be one that enables improvement in people's quality of life, and that will allow countries and cultures of people within them to be self-coherent, hence the position for this fundamental thought is that Human Scale Development concentrates on and is sustained by what Max-Neef calls, 'the satisfaction of fundamental human needs and the generation of growing levels of self-reliance; and in the construction of the organic articulations of people with nature and technology, of global processes with local activity, of the personal with the social, of planning with autonomy, and of civil society with the State' (Max-Neef, 1992: 197).

The central objective of this approach highlights the importance of the real prominence of people that results within autonomous societies and that to achieve the person's transformation from the object of development into its subject is the end of the process. In this understanding, since human beings represent active components along the development process, the Human Scale Development stands for no particular development model, nor for a final or definitive solution. This approach presents a theory of

human needs for development, one that goes beyond economic rationality and comprehends the human being as a whole. Finally, the satisfaction or dissatisfaction of human needs can be expressed in terms of feelings or emotions, yielding positive or negative feelings (Jackson, et al., 2004).

Table 1: Max-Neef's typology of needs and classification of positive and negative feeling

Basic need	Satisfaction of needs: positive feelings	Dissatisfaction of needs: negative feelings
Subsistence	satiated, replete	Hungry
Protection	Safe	In danger, anxiety
Affection	Love or being loved	Hate or indifference
Understanding	Intellectual well-being, smart, clever	Intellectual frustration, dumb, stupid
Participation	Belonging, related, involved	Lonesome, isolated, forsaken
Leisure	Playful, relaxed	Boredom, weary, stressed
Creation	Creative, inspired	Uninspired
Identity	Self-assured, confident, positive self-image	Uncertain, insecure, negative self-image
Freedom	Free, independent	Entangled, chained, bounded, captured, tied

Source: Jackson, et al., 2004

2.17.6 Integrated Development Plans (IDPs)

In achieving the above-mentioned fundamental human needs, all departments, the policy makers and the implementers from the central government through to the local municipality need to work closely together to formulate an Integrated Development Plan (IDP). The IDPs are focused

on integration between all spheres of government. In the case of Lesotho, the central government should formulate policies that govern local governments/councils. The District Council (DC) should serve as local government that has a number of smaller municipalities under its jurisdiction. Through this approach, subsistence and protection needs can be achieved.

2.18 CONCLUSION

This chapter has reviewed the necessary literature with the emphasis on subsistence and protection needs of the public. It is important to review literature on related studies to avoid any misunderstanding of the subject but rather gain grounds for argument. Since the study is based on subsistence and protection needs, the literature provides an excellent source for determining how significantly a lack of integration on developmental issues can undermine poverty reduction and public security.

It is important to recognize that only a well defined policy can help people to realise their subsistence and protection needs and consequently promote economic growth and sustainable development. Finally, different from the previous studies, the concepts and themes as discussed have shown the relationship between poverty and public security, that is subsistence and protection needs.

CHAPTER THREE

METHODOLOGY

3.1 INTRODUCTION

This chapter explores the research methodology used in this study. It discusses the research design, data collection; records, interviews, literature, internet sources, observation exercises and data presentation and data analysis. The literature review is largely framed in the period 2000–2010, which covers the inception of the Poverty Reduction Strategy (PRS) in 2004. The study relied on assemblage of the literature review to structure and lend support to the findings. Most importantly, the research relied on the research design which provided conditions for collection and analysis of data in such a way that the research purpose was achieved. The study used qualitative methods of data collection including in-depth personal interviews with 30 interviewees.

3.2 DEFINITION OF RESEARCH METHODOLOGY

Research is a diligent and systematic inquiry or investigation into a subject in order to discover or revise facts, theories, or applications (<http://dictionary.reference.com/browse/research>). Methodology is the system of methods followed by a particular discipline (<http://elook.org/dictionary/methodology.html>). Thus, research methodology addresses the way in which research is conducted.

Since there are several types of research and research design, the type of research that will be used is qualitative research. The researcher will get data by analysis and interpretation of themes, words and also using cases as the base. As for the research design, descriptive research is being used

for this study. Descriptive research is a research in which specific predictions are made, where the percentage of units in a specified population exhibiting certain behaviour is measured. Most important to note in this type of description and explanation is that two fundamental types of research questions are asked:

1. What is going on? (descriptive research)
2. Why is it going on? (explanatory research)

Although some people dismiss descriptive research as 'mere description', good description is fundamental to the research enterprise and it has added immeasurably to the researcher's knowledge of the shape and nature of the society under study. Descriptive research encompasses much government-sponsored research including the population census, the collection of a wide range of social indicators and economic information such as household expenditure patterns, time-use studies, employment and crime statistics.

Description can be concrete or abstract. A relatively concrete description might describe the ethnic mix of a community, the changing age profile of a population or the gender mix of a workplace. Alternatively the description might ask more abstract questions such as, 'Is the level of social inequality increasing or declining?' 'How secular is society?' or 'How much poverty is there in this community?'. Accurate descriptions of the level of unemployment or poverty have historically played a key role in social policy reforms (Marsh, 1982).

Additionally, good description provokes the 'why' questions of explanatory research. For example; if this study would detect greater social polarization over the last 20 years (i.e. the rich are getting richer and the poor are getting poorer) this would require the researcher to ask 'why is this happening?' But before asking 'why', the researcher must first be sure

about the facts and dimensions of the phenomenon of increasing polarization. It is all very well to develop elaborate theories as to why society might be more polarized now than in the recent past, but if the basic premise is wrong (i.e. society is not becoming more polarized) then attempts to explain a non-existent phenomenon would be inappropriate.

Supporting the above analysis, the way in which researchers develop research design is fundamentally affected by whether the research is descriptive or explanatory. It affects what information is collected. For example, if we want to explain why some people are likely to be apprehended and convicted of crimes, we need to have some intuition about why this is so. There may be many possibly incompatible intuitive views and information should be collected that will enable us to see which views work best empirically.

3.3 RESEARCH DESIGN

3.3.1 What is research design?

How is the term 'research design' to be used in this study? As an analogy, when constructing a building there is no point ordering materials or setting critical dates for completion of project stages until the type of building is known. The first decision is whether a high rise office building, a factory for manufacturing machinery, a school, a residential home or a hotel is needed. Until this is done it is not possible to sketch a plan, obtain permits, work out a work schedule, or order materials.

Similarly, social research needs a design or a structure before data collection or analysis can commence. A research design is not merely a work plan. A work plan details what has to be done to complete the project but the work plan will flow from the project's research design. Therefore, the function of a research design is to ensure that the evidence obtained

enables the researcher to answer the initial question as unambiguously as possible. Obtaining relevant evidence entails specifying the type of evidence needed to answer the research question, test a theory, to evaluate a programme or to accurately describe some phenomenon. In other words, when designing research we need to ask: given this research question (or theory), what type of evidence is needed to answer the question (or test the theory) in a convincing way? As a result, it can be argued that research design deals with a logical problem and not a logistical problem. Finally, evidence has shown in previous studies that in social research the issues of sampling, method of data collection (for example, questionnaire, observation, document analysis), and the design of questions are all subsidiary to the matter of 'what evidence does the research need to collect?'

3.3.2 Design versus Method

Research design is different from the method by which data are collected. Many research methods confuse research design with method. It is not uncommon to see research design treated as a mode of data collection rather than as a logical structure of the inquiry. There is nothing intrinsic about any research design that requires a particular method of data collection. How the data are collected is irrelevant to the logic of the design. Failing to distinguish between design and method leads to poor evaluation of designs. Equating cross-sectional designs with questionnaires, or case studies with particular observation, means that the designs are often evaluated against the strengths and weaknesses of the method rather than their ability to draw relatively unambiguous conclusions or to select between rival plausible hypotheses. Good research design will anticipate competing explanations before collecting data so that relevant information for evaluating the relative merits of these competing explanations is obtained.

It is important to indicate that as mentioned in the introduction of this chapter, the study is qualitative in nature and therefore used the ethnography approach to collect data. This set of approaches includes, for example, the educational processes in the form of published documents, transcripts of interviews, field notes, tape recording of presentations and questionnaires, as promoted by Creswell, et al. (1994).

Ethnography methods refer to communication in which a researcher seeks to get information as perceived by either an individual or target group (Kitchen & Tate, 2000; Van Maanen, 1996). They are recommended as effective approaches for acquiring information in social research (Hammersley, 1990). The theoretical parts of this study are based on an extensive literature review undertaken throughout the study period. For the empirical part, information was gathered by means of personal interviews and structured questionnaires. Personal interviews were made from officials at the Ministry of Finance and development planning and the Ministry of Home Affairs and Public Safety. About twenty questionnaires were distributed between the two ministries. The study predominantly used document reviews and partly questionnaires.

3.4 DATA COLLECTION

The secondary data were collected from around fifty documents in the Lesotho National Library and the Transformation Resource Centre Library. The primary data were collected through document review and face-to-face interviews with key informants and observation participation in workshops on the National Development Strategic Plan.

3.4.1. Literature

The literature review focused on Internet-based databases, including Ebsch, Google Scholar (www.scholar.google.) and Questia

(www.questia.com). Search words included: poverty, public security, human needs, subsistence, protection, development, policy integration. The literature reviewed includes books, journal articles, dissertations and thesis.

3.4.2. Records

Published and unpublished literature was consulted to get secondary data. Documents such as the Poverty Reduction Strategy Paper, Millennium Development Report, Human Development Index Reports 2005–2009, Annual Budget Speech Reports, and brochures of formal institutions were used in the study. Local newspapers and media statements were also used where possible. The documents were used extensively in this study and the information collected from interviews helped only to supplement the secondary data.

3.4.3 Interviews

Most of the respondents were interviewed twice, each interview taking some considerable time. The researcher met them to explore their understanding about the poverty reduction and the level of physical security in their jurisdiction. The interviews took place at their place of work. The participants were informed that they would not be examined on their knowledge of complex issues of poverty reduction and public security. Importantly, coming to the second round of interviews was easier in some respects, probably due to increasing familiarity of the interviewee and the process of interview, and the more relaxed relationship between the researcher and the interviewees. However, while some of the respondents had had many experiences with poverty, human needs and security issues, others were not aware of the relationship between them and their answers were vague.

It is important to note that the use of interviews has been suitable in dealing with professionals who are highly experienced in the field of the topic being researched because of their ability to express themselves well. To score the desired goals, the interview started with the researcher setting the ground rules for conduct during the interview. Respondents were invited to introduce themselves and relate their experiences of the topic. Open discussion followed with the researcher facilitating by interjecting with probing questions until saturation was reached. The interview concluded with each respondent being given the opportunity to make a closing statement, as recommended by Wellman & Kruger (1999).

Two relevant groups were interviewed by using structured yet flexible interviews and in-depth interviews. They are:

1. The officers of the National Development Strategic Plan (NDSP) working at the Ministry of Finance and Development Planning.
2. The officers at the Ministry of Home Affairs and Public Safety, in particular members of the Lesotho Mounted Police Service.

3.4.4. Questionnaire

A questionnaire is a series of questions asked of individuals to obtain useful information about a given topic (Neuman, 2006). When properly constructed and responsibly administered, questionnaires become a vital instrument by which statements can be made about specific groups or people or entire populations. Questionnaires are frequently used in quantitative research. They are a valuable method of collecting a wide range of information from a large number of individuals, often referred to as respondents. The question items were developed with the assistance of a science education specialist (Mr. T. Mokotjomela). Ten questions were developed and were then translated into Sesotho language as it is the

vernacular for the target group in Lesotho. Great care was taken to maximise accuracy.

3.5 DATA PRESENTATION

This research has used mostly secondary data and to some extent used primary data. Primary data are those which are collected for the first time, and thus happen to be original in character. The secondary data on the other hand, are those which have already been passed through the statistical process. For the purpose of this research, primary data is based on results of fieldwork interviews (obtained through well organized questionnaires) conducted within Maseru where the central government offices are located. Moreover, according to Zandamela (2009), data could be collected by telephone, personal interviews and questionnaires by mail. Therefore, due to limited time the researcher used telephone calls in some cases.

Altogether thirty (30) respondents participated in the study including five (5) key informants (Principal Secretaries) and Police Station Commanders. Fieldwork was carried out between 15th February and 30th April, 2010.

3.6 SAMPLING

Sampling is the process of selecting a number of individuals for a study such that the individuals selected represent the large group from which they were selected. The individuals selected form the sample and the large group from which they were selected is the population. According to Neuman (2006: 219), 'the primary purpose of sampling is to collect specific cases, events, or actions that can clarify and deepen the understanding. The qualitative researcher's concern is to find cases that will enhance what the researchers learn about the processes of social life in a specific context'. The selection of participants for interviews was through purposive sampling because of its appropriateness to select unique cases

that are especially informative (Neuman, 2006: 222). Purposive sampling is commonly used for exploratory research or in field research. It uses the judgment of an expert selecting cases or it selects cases with a specific purpose in mind.

This type of sampling enabled the researcher to select people with most characteristics, representative and typical traits and a clear understanding of the issues of poverty and crime and violence. Using job title, the researcher was able to make calls to the station commanders of the police force and also accessed annual statistical reports from the Police Headquarters.

As mentioned above, the research undertook primary and secondary data collection. The research followed a qualitative and outcropping approach (Fetterman, 1989: 68, cited in Neuman, 2006: 466). It is explained that the researcher outcropping in qualitative research analysis examines and organizes the observable data so that social theories reflect not only the surface level of reality but also, more importantly, the deeper structures and forces that may lie unseen beneath the surface. This helped to gather in-depth, rich information on the nature and patterns in which poverty has had an influence on people's life.

The interview targeted the informants listed below:

1. Government Principal Secretary
2. Police authority
3. NGO Representatives
4. Academics.

3.7 DATA ANALYSIS

3.7.1 Data Analysis

The first job was to try and extract from the collected material quotes corresponding to all issues raised, and look for new ideas and issues arising from the respondents' words. Materials for analysis encompassed related documents and information from the interviews. As the study adopted the qualitative approach, data obtained from the field and information from documents were analyzed by descriptive analysis technique. It is from this analysis that the researcher was able to make sense of the data and could interpret it. Neuman (2006) stresses that the data, after collection, has to be processed and analysed in accordance with the outline laid down for the purpose at the time of developing the research plan. This is in a way processing the data, and this processing implies editing, coding, classification and tabulation of collected data so that they are amenable to analysis. An analysis of data involves a number of closely related operations which are performed with the purpose of summarising the collected data and organizing it in such a manner that the research question is answered. This involves organising what was seen, heard and read so that an organized sensible body of material is conveyed to the reader.

3.7.2 Explaining the process

After collecting the data from a series of interviews, the data was edited by carefully examining the collected raw data in order to detect errors and omissions and correct them where possible, using a transcription process. This was done to ensure that data is accurate and consistent with other facts gathered. The data was also organized to look for patterns, such that those which have similarities were put together while those which were

considered to be irrelevant were not considered for building an opinion. In short, at this stage the entire data was carefully examined for consideration. In this particular study, to analyse the data, the material comparison was used because the quantity of data collected could not be statistically compared due to the use of different methods (i.e. questionnaires and document reviews) to maximise information acquisition, as explained by Dye (2000). Another reason is that the target groups consisted of respondents with diverse backgrounds, morals and professional ethics.

The second stage was to identify general categories or themes and combine them into related patterns. Themes are derived from conversations, people's feelings about a situation, and similar. It is at this stage that classification of fragmented pieces of data was brought together in order to arrive at a general sense of patterns. Lastly, the data were integrated and summarized. The research's opinions were based on the reliability and validity of the data analyzed.

3.8 RELIABILITY AND VALIDITY OF DATA

The quality of a research depends to a large extent on the accuracy of the data collected and collection procedures. The tools used to collect the data must yield the type of data required for the researcher to accurately answer the research question. Data must be reliable and valid if objectives conclusion and recommendations are to be made from the research findings. Neuman (2006) emphasises that, reliability and validity are measures of relevance and correctness. Neuman (2006) further claims that reliability in research is influenced by random error. As random error increases, reliability decreases. This random error is the deviation from a true measurement due to factors that have not been addressed by the researcher. These errors can be attributed to interviewer's and/or interviewee's fatigue and sometimes interviewer's bias.

The data which was collected is reliable because it was collected from selected samples and the interviews were conducted in a relatively co-operative environment. The respondents were not forced to provide required information, they were informed of the interview in advance (through invitation letters) and the interviews were conducted in a cordial atmosphere with all the samples selected. Since the qualitative data method of collection relies mostly on the quality of the primary data source, rather than the quantity, the researcher is confident that the data is reliable.

Neuman (2006) contends that validity is the accuracy and mean fullness of inferences, which are based on the research results. In other words, validity is the degree to which the results obtained from the analysis of data actually represent the phenomenon under study. Validity depends on how accurately the data obtained in the study represents the variables of the study. Validity in this study was achieved because the variety of the data that were collected offers an opportunity to select the most needed and relevant information for the research. In face-to-face interviews, responses from interviewees were always clarified and repeated verbatim to the respondents for further confirmation. This again provided an important opportunity to select the most relevant data thus reinforcing the view that the data are valid and reliable.

In this study, the choice of qualitative methods of data collection led to good interpretation of observations, phenomena, facts and views from the respondents. The factors leading to the lack of integration in tackling subsistence and protection needs would be understood through analysis and interpretation of explanations. Considering reliability and validity of the data collected in this study, the data and observations in this study can be used to make generalizations beyond the situation in Lesotho to other similar countries where subsistence and protection needs are not being met.

3.9 ETHICAL CONSIDERATIONS

Ethical clearance was authorised by Dr. Matshabaphala, Wits Business School; University of the Witwatersrand. In Lesotho, before the study could commence the researcher presented a formal request to the assistant commissioner of police, Mr Thabo Selete, who is in charge of Maseru Urban area for approval. On the questionnaires and during interview discussions all respondents were assured of confidentiality. This happened because in any research under taken, ethical considerations are important. These are issues that the researcher must be aware of before starting the research since this awareness will protect the integrity of the researcher and respect for the rights and security of the respondents. It is through ethical considerations that the researcher will get honest results, since any mishandling of respondents or data collection may affect their answers and therefore corrupt the data.

3.10 CONCLUSION

This chapter has outlined the research methodology. The research design is not related to any particular method of collecting data or any particular type of data. Any research design can, in principle, use any type of data collection method and can use either qualitative or quantitative data. Research design refers to the structure of an inquiry and it is a logical matter rather than a logistical one. It has been argued that the central role of research design is to minimize the chance of drawing incorrect causal inferences from data. Design is a logical task undertaken to ensure that the evidence collected enables the researcher to answer questions or to test theories as unambiguously as possible. When designing research it is essential that the type of evidence required to answer the research question in a convincing way is identified. This means that the researcher should not simply collect evidence that is consistent with a particular theory or explanation. Research needs to be structured in such a way that

the evidence also bears on alternative rival explanations and enables the identification of which of the competing explanations is the most empirically compelling. It also means that the researcher should not only seek evidence that supports the preferred theory but that it is equally important to look for evidence that has the potential to disprove such preferred explanations.

CHAPTER FOUR

PRESENTATION OF THE FINDINGS

4.1 INTRODUCTION

This chapter presents the findings from the data collection exercise and it discusses the findings of the study according to the research questions which guided the inquiry. The chapter describes the literature and what comes from the interviews; collectively it tells what the research says. By means of literature and official document review, interviews, internet sources, observations, research questionnaires and formal and informal discussions with colleagues in the Justice sector, it can be surmised that the objective of this study has been achieved.

This study sought to investigate the factors leading to lack of integration in addressing the subsistence and protection needs of the people of Lesotho, the trends in addressing the needs, and proposing strategies for consideration. Altogether thirty respondents participated in the study. Amongst the key informants are principal secretaries (who are the policy makers), and ten senior police officers.

The results are going to be evaluated on the perception that, in a sustainable society, policies are made not to undermine but rather to contribute to satisfying the fundamental human needs for, among others, subsistence and protection. For subsistence, maintaining physical and mental health through nutrition, physical activity and emotional support is imperative. Protection contributes to a reduction in crime and violence and also reaching out to support healthy local communities and rebuilding trust in human relationships.

4.2 FACTORS IN LACK OF INTEGRATION IN SUBSISTENCE AND PROTECTION NEEDS

From the general opinion in the literature there is an unavoidable relationship between subsistence and protection needs. Based on an extensive literature review, which includes public opinion data from local and international newspapers, the researcher makes a case that matters of policy integration, both at central and local government level, are extremely fragile due to lack of capacity development. A more disastrous situation is that in Lesotho, policy-makers, security providers and civil society-groups are disconnected and lack mutual trust. Again, there is a limited in-service training to already semi-skilled personnel with high expectations from the community to advance services.

The dominant view suggests that, during policy formulation, policy makers do sometimes fail, firstly, to understand the challenges involved in designing and integrating policies. Secondly, a large share of responsibility for providing basic social services is passed to inexperienced officials. There is also a relative lack of formal evaluation of integrated projects and, where they exist, not all are positive and the situation makes it difficult to provide clear evidence of the benefits where integration has been made.

Furthermore, more than half of the interviewees note that it is not possible to tackle an issue or a problem if it is not yet understood properly, for example, its nature and the environment where the problem is addressed.

The results from interviews corroborate the findings of the literature review. The professionals from the National University of Lesotho (NUL) believe that the challenge encountered in the integration of subsistence and protection needs are results of inefficiency in the public service which has seriously impaired the execution of crucial national initiatives. These respondents deplore the fact that the implementation of the nation's PRS was not properly conducted and the strategy has thus not had much

impact, especially in the development of small and medium enterprises (SMEs) which could have created jobs and improved social security. This corroborates the statement by former United Nations Secretary-General Kofi Annan (1998), when he mentioned that the broad challenge to policy makers is to mainstream and integrate population, environment, science and technology, as well as agricultural productivity concerns into their national development planning and poverty alleviation frameworks and policies.

Additionally, there is a strong concern from respondents that there is no national debate about the broad policy directions that the government intends to pursue with regard to fundamental human needs. They point out that there is a need for continuous, open and robust discussion by all stakeholders before and during development of any national exercise such as drafting of strategies for poverty alleviation. One respondent lamented that the country lacks analytical planning based on objectives, noting that in some sectors, the government has a tendency to plan based on a historic cost or an incremental approach, whereby planners would simply look at what they planned last year, what was funded and what was not, and then add on an inflation percentage to produce the next year's figure.

Another expert from the NUL observes the challenge from a slightly different view, that there is not much challenge about integrating related issues in policy formulation in the country, but rather that Lesotho's record in implementing programmes is very poor. This respondent emphasises that the country has never lacked good plans or even good planning but it does lack good implementation. The government systems must be radically changed to become responsive to demand-driven initiatives. Such change can only be initiated from the top leadership, and the authorities should encourage innovation and creativity. Additionally, measures to improve public access to information remain ineffective owing to the lack of proper channels for the public to interact with government

structures and to the unwillingness of most officials to submit themselves to public scrutiny.

4.3 ADDRESSING SUBSISTENCE AND PROTECTION NEEDS

Document review and informal discussion with work colleagues were also used to investigate the trends in meeting the subsistence and protection needs of the people in Lesotho. The literature indicated that after 2000 the government of Lesotho prepared the poverty reduction strategy (PRS) as a key initiative towards implementation of Vision 2020. Among other things, the PRS attempted to address challenges that were categorically stated in the Vision 2020 documents. This initiative and others are meant to address fundamental human needs that include subsistence and protection. In the process of developing the PRS, a number of challenges were identified. The challenges included lack of food security, high crime rate, delays in the justice system, ineffective and inefficient correctional system, inadequate care and protection for crime victims, inadequate protection of human rights, rampant corruption, and economic offences. Central to the problems facing the country is poor public service delivery.

The two documents (PRS and Vision 2020) qualified the country to acquire assistance from both the World Bank and the International Monetary Fund. However, after developing the policy and receiving the international grants to finance poverty reduction programmes, the government is said to have failed to deliver on the intended goals as the vulnerable and severely affected communities were not fully engaged in delivering such poverty alleviation programmes.

In the meantime, the National Budget 2011–2012 has introduced new initiatives in training and job creation, especially for the younger generation that is most usually affected by sluggish development and economic growth. The initiative is about providing opportunities for young people to develop employment-related skills and to obtain relevant

experience through activities such as internships and apprenticeships. It involves close co-operation with community organizations, business and trade unions. The Minister of Finance declared that,

After reviewing many studies that have been done on “Obstacles or Constraints to the Growth of SMMEs”, the Ministry of Finance and Development Planning has decided to propose to Government an Entrepreneurship Initiative aimed at young graduates, women and other self-employed entrepreneurs. This is the establishment of a Partial Credit Guarantee Fund which will be a joint initiative with commercial banks. It is proposed that Government should capitalize the Fund at M50 Million. The Fund will be under the supervision and direction of an independent professional Board and Chief Executive (Ministry of Finance and Development Planning, 2011: 22).

Before accessing credit from the Fund, the applicants or groups will undergo training on how to start and run a business successfully. They will be taught how to prepare Business Plans and, as part of their study, prepare their own business plans which will be taken to the Bank for financing. The Fund will guarantee 70 per cent of the loan in case of failure and the banks will take the remaining 30 per cent. It is expected that many young people will take advantage and become their own employers, and more importantly, the youth respondents appreciate the government’s intervention on their behalf to encourage their development.

Moreover, it seems that the government is working to introduce mechanisms that will improve efficiency and effectiveness in the delivery of services to the communities. There is the Public Sector Improvement and Reform Programme whose main thrust is to improve public service management and service delivery within the government ministries and departments. The Government has also set up a privatization unit so as to

develop an enabling environment for increased private sector participation in the development process by limiting direct government intervention in the economic sector.

Additionally, the findings show that the abovementioned attempts made are not original, and that previously non-democratic regimes made initiatives to reduce poverty. Their strategies also aimed to tackle, among others, the problem of subsistence and protection needs, although the desired goals have largely not been achieved during the period. For this reason, economic insecurity, food insecurity, and political insecurity still contribute much to the level of insecurity of citizens in Lesotho.

The second level of concern relates to participation; The results further demonstrate that international policy interventions from entities such as the United Nations Development Programme and World Vision, for example, also fall short of integrated approaches to addressing the range of security and development problems in concrete contexts, due to lack of participation from the local stakeholders.

There has been a growing international recognition that security means much more than the state's ability to counter external threats. It remains true that the state is still a major player in providing security, and it is also recognised that state security alone is no longer adequate to ensure security and development. As a result, in efforts to achieving protection and security, since the 1993 democratic dispensation in Lesotho, the government has tried to improve on efforts to achieve security and public protection. To achieve and maintain an effective, efficient and accountable police service for public protection, the Lesotho Mounted Police Service adopted a new policy, which emphasizes strategic planning wherein, among other things, the annual policing plan has set out key national priorities and objectives for policing. This plan is accessible to the public and aims to incorporate some views and opinions from the public.

The plan is submitted to the minister of home affairs by the commissioner of police after public consultations. The annual policing plan is accompanied by regional and local plans, which elaborate the strategies for realizing the key objectives of the overall plan.

Secondly, it is interesting to note that the government recognizes policies and approaches to human settlements as an important facet in understanding the relationship between poverty, safety and insecurity. The focus on the security of individuals, however, does not diminish the importance of national security, as expounded in the state-centric approaches. The interviewed policy-makers recognize that national security and human security are mutually supportive. This corroborates a common theme postulated by Leftwich (1998) that, if any state is democratically effective, and promotes and protects the welfare of its people, that is a precondition for strengthening its legitimacy, stability, and security of its own existence. Seen from this perspective, security of the state is not an end in itself, but a means of securing peace and prosperity for its people.

There is a general perception from the respondents that it is prudent to focus on community needs first while not leaving out their involvement in the process, and this can be more effective in promoting poverty reduction and securing the safety and security of the people concerned. Against this background the LMPS has on annual basis reiterated its strategy to improve protection in Lesotho, and the strategy is said to be implemented again in the 2011/2012 financial year.

An effective safety and security strategy will include:

1. Improving core functions of the police; patrolling, receiving complaints or charges from the public, crime threat detection and preparing for prosecutions.

2. Mobilizing a wide range of stakeholders, including the police in sustained efforts to prevent crime. This is sometimes referred to as community policing. It actually enhances the core historical functions of the police.
3. Fostering police linkages with other parts of the justice system and relevant civil society structures. Ensuring that the police or policing takes the interests of the poor seriously

4.4 INTEGRATING SUBSISTENCE AND PROTECTION NEEDS IN LESOTHO

Visited literature advocates that people need a secure environment to go about their daily lives and improve their lot. Security services must serve the interests of the communities within which they work. In addition, security is critically important for building peace, and achieving poverty reduction and sustainable growth. Therefore, a successful PRS depends on a reasonable level of security and on sound management of security-related expenditures.

The dominant view suggests that there is a need for stronger integration of security and activities in cross-cutting development processes which are internationally supported, like the PRS. Suggestions were made by respondents in this study that in the future when the country plans a PRS or any poverty reduction initiative, it would be important that the government extends the planning process beyond a small ministerial group to the whole of the government and civil society stakeholders. This will provide opportunities for constructive engagement between development and security specialists within government and this can extend to creating space for public participation in discussion of security issues, including security sector reform.

Another respondent pointed out that a comprehensive PRS would provide an important opportunity to link poverty assessments with conflict analysis and security assessments. He made a point that violent conflict is more

likely in communities or countries with high levels of poverty and inequality, while insecurity in turn increases the vulnerability of the poor. For any process of analysis and priority-setting, it would be critical to understand the ways that insecurity (for example; widespread criminal violence, regions of ongoing armed conflict, flows of IDPs and refugees) is intertwined with poverty and inequality.

In Lesotho, it is therefore important for poverty reduction efforts to include analysis of conflict and security situations throughout the country as well as an assessment of the capacity of security forces, justice and law enforcement agencies to respond to conflict and insecurity. Understanding the dynamics of disagreements and insecurity is an important consideration in the design of effective PRS implementation strategies.

The literature indicates that a starting point for achieving sustainable development should be designing integrated approaches for tackling fundamental needs. Strengthening social capital is paramount as it empowers people to respond positively to immediate human problems and is also about the creation of community assets that assist with the process. Efforts to improve social capital relates to what the government offers its people in terms of education, employment, sporting and cultural activities, among others.

All these are likely to be helpful in tackling the subsistence needs such as food, shelter and general living as well as offering opportunities to youths to participate positively in their communities and offer positive lifestyle alternatives to individuals, leading to improved public security.

Generally, ten (10) respondents believed that the following strategies would be a pathway to achieving basic human needs:

1. Strengthening the capacities of local authorities to address subsistence needs and reduce delinquency and public insecurity.

2. Promoting holistic crime prevention approaches implemented in collaboration with central and local authorities, the criminal justice system, the private sector and civil society.
3. Developing tools and documentation to support local initiatives in poverty reduction programmes and protection.
4. Preparing and implementing capacity building programmes, and bringing in qualified and experienced partners from elsewhere to help the public security sector.

4.5 CONCLUSION

The research findings summarized above include observations, but not statistics, tables and graphs. These results show a significant relationship between subsistence and protection needs, and thus the relationship between poverty and security. They provide evidence for the consideration of policy adjustments for integrated security and development strategies in the developing countries. The results point to the three gaps which need to be addressed: the gap between knowledge and policy, between policy and practice, and between policy and politics. In each of these areas there is considerable room for further work. The study looks again at the integration of subsistence and protection needs, and consistently draws attention to policy implementation issues. Evidence suggests that there is a huge gap between policy makers and policy implementers and sometimes between headquarters (Ministries) and field operations. This indicates the need for improvement on the interaction between policy makers and implementers in this country. These results are analysed in the next chapter.

CHAPTER FIVE

INTERPRETATION AND ANALYSIS

5.1 INTRODUCTION

This chapter will discuss the results of the study as contained in the previous chapter, and the analysis framework will be looking at the strengths and challenges lying ahead in this area of this study. This section will identify broader meaning of research findings. It will explain what has been observed by the researcher in the course of the study. It will therefore, tell the trends and generalizations among the results. It will tell the relationship between of the presents results to the original question. It will again attempt to give the meaning of the results relating to the background literature. More important is to note that the purpose of the study is not to provide statistical explanation of the factors relating to the problem, rather to give description of the factors, the significance of the present results and recommend on how the problem should be addressed.

5.2 FRAMEWORK FOR ANALYSIS: STRENGTHS, CHALLENGES, FUTURE PROSPECTS

As a first step, it is necessary to clarify what is understood by policy integration in this study. Policy integration refers to the integration of economic, social and other most relevant considerations in decision making. This means integration results in one joint policy for several areas or sectors, with the joint policy objective. For the purpose of the study, as Max-Neef's theory described, the basic human needs could be characterized by nine fundamental categories of needs: Subsistence, Affection, Freedom, Protection, Creation, Idleness, Participation, Identity, and Understanding (Max-Neef, 1991). The integrative approach in

addressing these fundamental human needs can have an important role in addressing poverty and insecurity.

THE STRENGTHS

5.2.1. Poverty Reduction

In the case of Lesotho, integrating security sector priorities in the PRS pillars would help both donors and the government move from short-term and ad hoc technical assistance projects in the security and justice sector to a more strategic engagement. The adoption of a strategic approach to security requires the articulation of objectives for the sector, consideration of governance of security institutions, and an assessment of any shortcomings with respect to their capacity and accountability. To the extent possible, the security elements of the PRS should include measurable indicators that are integrated into PRS monitoring, evaluation and reporting mechanisms.

Like other developing countries, Lesotho has made efforts to address the scourge of poverty, as articulated in its National Vision 2020 which was published in 2002. It followed an extensive national consultative process that involved representatives of Chiefs, Parliament, villages and professionals, economic, cultural and church groups. The views, beliefs and priorities of these groups were incorporated and published in the Vision 2020. This National Vision is taken as a framework for the long term aspirations of the Basotho people, outlining where they would like to see their country in 2020. According to the Vision statement:

By the year 2020, Lesotho shall be a stable democracy, a united and prosperous nation at peace with itself and its neighbours. It shall have a healthy and well developed human resource base. Its

economy shall be strong, its environment well managed and its technology well established.

In 2004, a three year Poverty Reduction Strategy (PRS) was published by the Government to map out development efforts that were required to set Lesotho on a path to achieve the goals and priorities outlined in the Vision 2020. The PRS ended in April 2008. A number of lessons can be drawn from the Progress Report on the PRS of 2007 with regard to its implementation. The Government believes that the priorities and goals contained within the PRS remain valid as a credible expression of the aspirations of the Basotho nation.

5.2.2. Progress made under the PRS

- i. The Government introduced the Old Age Pension in 2004 for all Basotho above seventy years of age. This has proved to be a vital intervention to address vulnerability as the elderly tend to bear a disproportionate burden of caring for the sick and those orphaned through HIV and AIDS.
- ii. The Government, in collaboration with many Development Partners, have rolled out free Anti Retro-Viral therapy for all Basotho who test positive for HIV and require treatment; Lesotho is one of the few countries in Africa where this is the case.
- iii. There has been much progress in investing in 'social infrastructure' to directly improve the quality of life of many Basotho; for example, the proportion of people with access to electricity rose by 49% over the PRS period. Similar improvements were made to village water and sanitation services.
- iv. The first Local Government elections were held in April 2005 for the 128 Community Councils. This is improving service delivery at local level.

- v. Much has been done to promote gender equality; the Legal Capacity of Married Persons Act was passed in 2006 removing the status of women as legal minors and Child and Gender Protection Units have been established. This has real consequences; 58% of Community Councillors elected in 2005 were women.

These successes mean that, in many areas, new development activities need to be identified to build upon those implemented over the PRS period. At a minimum, policies need to be put in place to promote growth with redistribution. This requires support for labour-intensive production techniques, without adversely affecting either the efficiency or the competitiveness of the domestic economy in the export markets. The bottom line is that re-distribution can only work well if supported by a combination of pro-poor measures in taxes, spending decisions, and targeted initiatives both by the government and the civil society.

5.2.3. Decentralisation

As shown above, one of the successes of the PRS period was the establishment of the Local Government structures in 2005. It is important that future operational plans take into account these structures as a basis for planning and poverty reduction at a local level. The key objectives of decentralisation are: citizen participation in decision-making at local level, planning, budget allocation, policy developments (within local level mandates), speedy, responsive and efficient service delivery, and allocation of resources aligned with community needs.

Lesotho, like many other small states and populations, does not have independent local authorities, but has parallel systems of decentralisation consisting of devolution and deconcentration.

- i. Political decentralisation and devolution: Councils were elected in 2005 for the first time. Councils are under supervision of the Minister of Local Government with a certain level of devolution of power. The councils also have technical staff to support them to perform their mandates. They are also under supervision of the Ministry of Local Government with the help of the District Councils Secretaries.
- ii. Decentralisation through deconcentration has taken place by most line ministries. The co-ordination of functions is performed by the District Administrator (DA) which represents central government and is accountable to the Minister of Local Government. The technical staff is administratively accountable to the DA and technically to mother Departments at central level.

Issues to be addressed include:

- i. Limited capacity for planning, budgeting, monitoring and evaluation of projects and accountability of local authorities
- ii. Some district authorities are well staffed but with limited skills and/or under-employment because there are few resources to deliver services effectively
- iii. Resources are spread too thin to make a real impact
- iv. Poor service delivery due to limited capacity of DA office
- v. Unclear policy direction and long-term vision for decentralisation
- vi. More functions delegated to district councils from line ministries
- vii. Mandate of the Councils not defined; schedule defined in the Local Government Act has not been unpacked, therefore functions for other line ministries still to be defined
- viii. Currently District councils to remain or be responsible for the Rates, local Roads, Rubbish, waste and sanitation, which will determine fiscal decentralisation framework

- ix. Current and future roles of District Council Secretary (DCS) and District Administrator not sufficiently clarified. Capacities of DCS and DAs to be strengthened in order to improve service delivery.

Additionally, the limited international influence on policy-making and lack of sufficient skills as highlighted in the results is likely to have contributed to the country's insecurity crisis. The lack of plans was highlighted, as was implementation of policies with particular reference to integrating strategic planning, budgeting, HR planning, HR development, institutional systems and structures, and monitoring and evaluation, all of which have placed the country at risk of, among others things, the HIV/AIDS pandemic. Results such as these had been anticipated because of the high level of concern about the scourge of poverty in Lesotho.

5.2.4 Security

A general look at the results seems to conform to the views of scholars like Cawthra (2006) and of the World Bank (2009) who have established that security and poverty reduction programmes have recently made inroads into the security paradigm. Notions of democratising societies, good governance with transparency and accountability, peaceful transformation of societies, human security and poverty reduction programmes have recently made inroads in security thinking (UNDP, 1994; Commission on Human Development, 2003; Ball & Brzoska, 2002; Ball, et al, 2003).

While the results of the study consistently show that due to failure to integrate subsistence and protection needs, poverty reduction and public security remain of concern to the citizens, where protection and security goals often receive lower priority as they happen to have a relatively weak political outlook with regard to some policy-makers and security agencies. For example, the study failed to provide concrete statistical analysis because attempts to identify the country's trends in the violent crime rate

were hampered by a lack of data, under-reporting and under-recording, which are widespread. Such demographic information can help shape policies and programmes in poverty alleviation and violence prevention. This would be another valuable benefit from an integrated approach in policy formulation. Opinions from the three government District Administrators support the view that to understand violent conflict and crime, and the associated threats to human security within a poverty framework, it is important to understand which groups of people are most vulnerable to violence, as well as the identity group basis of perceptions of threats to physical safety and security.

THE CHALLENGES

5.2.5. Challenges with regard to Poverty Reduction

The study investigated factors leading to a lack of integrated approach and the aggregate results acquired from the research suggest that lack of an integrated approach in addressing fundamental human needs has undermined poverty reduction initiatives and compromised public security. It is important to note that the PRS was developed to address the challenges facing Lesotho at that time. Many of these challenges, like HIV and AIDS, the vulnerability of the textiles sector and mining retrenchments and the problem of crime remain with us; indeed, many have intensified. However, the changing nature of these challenges and the new ones that have emerged means that new development strategies need to be pursued to address them. The future medium and long-term operational plans need to reflect these strategies.

In brief, the main contemporary development challenge is addressing widespread vulnerability both for individual households and the country as a whole. The vulnerability stems from an over-reliance on external revenues from the Southern African Customs Union (SACU), which

contributes around 60% of domestic receipts. There are several emerging threats to the size of the SACU revenue pool and to the respective shares of member states. This means that Lesotho's revenues from SACU are expected to shift to a lower level and a slower growth path from 2010/11. Secondly, many rural households who have, in the past, based their livelihoods on remittances from family members in South African mines and industries, increasingly have to rely on unpredictable agricultural output as these workers are retrenched. This retrenchment, in tandem with the HIV and AIDS pandemic and changing employment patterns within Lesotho, have also increased vulnerability through their impacts on household structures and social sharing mechanisms.

The above factors are further exacerbated by the current global recession, which has drastically reduced textile exports to the United States of America and other wealthy countries, putting at risk about 42 000 jobs in the textiles sector, and speeding up mining retrenchments as global commodity prices collapse. Moreover, left unchecked, these drivers of vulnerability could intensify rural poverty and destitution both directly, as households are unable to generate enough resources to satisfy their basic needs, and indirectly, as too much pressure is put on already stretched social sharing mechanisms and government is forced to cut back on social expenditure to maintain macroeconomic stability.

The majority of people interviewed hold a view that poverty reduction initiatives in this country focussed too heavily on direct poverty reduction. For example, the overwhelming priority for the PRS was poverty reduction; therefore, the document gave it disproportionate focus. It did not focus enough on economic growth, which is crucial for reducing poverty and for offsetting potential falls in SACU revenue. It also did not pay enough attention to other components of the work of Government that are important but do not directly reduce poverty – such as safety and security and environmental issues. Whilst these sectors were included in the PRS,

they were not analysed in detail and activities to address their sectoral issues were not pursued, hence the security of the people was compromised. The study also found that there are other shortcomings associated with the PRS process that relate not to its design, but to weaknesses in the planning and budgeting systems of the country in general, and these issues are discussed below.

5.2.6. Weakness in Projects Cycle Management

Whilst the PRS was a highly credible plan, and many of its projects and programmes were enacted, overall implementation was not as systematic as had been hoped. This weakness in implementation largely stems from systematic flaws in Project Cycle Management processes in the Government. However, the Government recognises that the policy designs and implementation levels need to improve. Therefore, several reforms are being undertaken to address this problem. Interviewed Directors in the Ministries explained that all Ministries have been required to submit a detailed implementation schedule for adopted policy before the commencement of every financial year so that the delays can be identified and solved quickly.

5.2.7. Separation of Planning and Budgeting Processes

Historically, planning and budgeting work streams have been operated separately with the Government of Lesotho, making it difficult for plans to have systematic impact on the Annual Budget, irrespective of the design of the plan. To address this, the Government has introduced the Medium Term Expenditure Framework (MTEF). Government agencies submit their desired expenditures; they have to show how they will contribute towards the attainment of the priorities included in the medium term operational plan. Activities will be selected according to their expected impact on these priorities.

Whilst the focus of Government is on the above strategies to combat vulnerability, which is deemed the most pressing threat to Lesotho, the Government pledges to uphold commitment to sustaining existing interventions which seek to directly improve the quality of life enjoyed by the Basotho through promoting human development. These include improving the quality of, and people's access to, healthcare and education facilities, providing 'social infrastructure' such as water and sanitation services, and improving the levels of safety and security in the country.

If the development policies at the country level are far from integrated, their integration with protection policies appears to be even more problematic. The results indicate that although important moves have been made in attempting to address subsistence and protection needs, there is still need for integration of economic and social issues in policy- and decision-making.

Evidence from this study reveals that in the past national security approaches focused narrowly on traditional threats to state security rather than the wider range of threats covered under human security. The disintegration of policies in the past in Lesotho has not done any good in terms of security sector development in Lesotho. The collected evidence indicates that as a result of disintegration, some overlap in the composition of the various institutions poses a problem of definition of roles and boundaries of responsibility of the different institutions. This is taken to mean that, respective functions, responsibilities and roles of the various governance institutions were far from clear to a casual observer. This lack of clarity has the potential for dysfunctional interactions and relationships among the various governance institutions.

5.2.8 Challenges in Policy, Planning, and Implementation

There are comprehensive planning frameworks, including Long-term Vision, Medium-term plan, Sector Policy, Plans and programmes / projects and District plans. However, it is not clear if there is coherence of policies and plans, or whether the extent of implementation is not easy to assess, given that monitoring and evaluation systems are weak. There is also limited capacity for regular policy updates that are based on rigorous analysis. Planning and budgeting capacity are also particularly limited at district level.

It is important to appreciate the transparency around the application, procedures and practices for recruiting, evaluating and promoting civil servants. However, the fact that the appointment of top civil servants, the principal secretaries, remains the prerogative of the prime minister points to a lack of transparency. Additionally, evidence suggests that policy coherence is still at a highly abstract level and seems to occur primarily at the rhetorical level at donor offices or at regional or international headquarters, rather than in the national policies of developing countries such as Lesotho. In short, there is an absence of strategic, integrated national policies to address complex and interlocking socio-economic, political and security problems in the country.

5.3 CONCLUSION

The chapter discussed the findings as presented in the introduction and the data reflects both positive and negative trends. The most serious overall concern, as reflected above, is that there are limited skills in the public sector, in particular at the level where policies are formulated and implemented. It is also possible that lack of detailed investigation of the policy studies in the country, coupled with skewed research conducted by

foreign organisations (normally sampling on small areas and concluding on few findings that are misleading and recommending wrong conclusions) have had an influence on the scale of the problem.

The findings of the study reveal that there is still a serious problem of poverty and public security caused by poor planning in dealing with the fundamental human needs. One of the key points raised in this study is that if there is to be substantive poverty reduction, reassuring public security through providing the fundamental human needs and improving the quality of life in the country, the indigenous should not be left out of the developmental process, but should rather be included in all facets of the dialogue associated with tackling the subsistence and protection needs. Another important finding is that undereducated, inexperienced, young personnel are put prematurely into positions of power where they are asked to take on governance roles they are not yet equipped to occupy.

It is appreciated, however, that while the socio-economic policies dealing with distinct issue areas remain segregated and fragmented, with food security, unemployment, population growth, health, internal and external migration, criminality and economic development proceeding on basically separate tracks, there is a proposed policy development model for a fundamental human needs policy formulation process in the Ministry of Finance and Development Planning. This model consists of five major stages, which are:

- i. Problem identification or problem formation
- ii. Agenda setting
- iii. Aggregation
- iv. Policy adoption
- v. Policy legitimization.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

At the outset of this dissertation, the researcher explained the main purpose of the research and three questions were raised; what are factors leading to lack of integration in addressing subsistence and protection needs in Lesotho? What are the trends in addressing the subsistence and security needs of the people? What are the strategies for the integration of subsistence and protection needs in Lesotho in order to achieve poverty reduction and public security? It is important to note that implementation of subsistence and protection needs policies need to be accompanied by actions to embed sustainability.

6.1.1. Factors

While acknowledging that the factors which mediate the efficacy of policy makers in the civil service are complex and inter-related and there are attempts to improve governance, it is nonetheless clear that the following have compromised the efficacy of central and local government officials in addressing the subsistence and protection needs that determine, to a significant extent, the security of the people in Lesotho:

- i. Sub-optimal effectiveness of the Lesotho Institute of Public and Development Management (LEPAM), that is, the institution charged with skills development in the public sector;
- ii. Poor capacity for human resources management, planning and development across all spheres of Government;

- iii. Widespread lapses in quality and relevance of learning programmes and of service providers in Government, the private training provider market, as well as certain parts of higher education;
- iv. Poor linkages and partnerships between Government and training providers. There is very little substantive and structured engagement between Government and higher education institutions and other training providers on the capacity development priorities of Government, and the quality, efficacy and relevance of the training programmes offered by these institutions;
- v. Lack of effective focus on the development of norms, values, attitudes and orientation of public officials as a critical component of learning programmes and approaches;
- vi. Lack of comprehensive and credible data serves to compound limited capacity for basic analysis, planning and modelling pertaining to public sector Human Resource Development;
- vii. Curriculum quality varies considerably, as do training methodologies, assessment strategies and training materials for learning programmes implemented for the public sector, that is the LEPAM, National University of Lesotho (NUL) and Limkwakwing University of Technology which are funded by the government have no structural engagement;
- viii. Coverage of skills development across the public sector and between spheres of government is uneven.

6.2 RECOMMENDATIONS

Social development implies that the basic needs of the people are met through the implementation and realisation of human rights. Basic needs include access to food, protection, education, health and generally or usually fair distribution of income. Social development promotes democracy to bring about the participation of the citizens in determining

policy and engaging government to be accountable for its actions. Additionally, in view of the findings made by the study, the research recommends social protection interventions by the government, including engagement with organisations involved in poverty reduction programmes, and extending social services to the most vulnerable people.

Against this background, integration discussions and initiatives in Lesotho must explicitly consider policies and measures aimed at:

- i. Capacitating National Human Rights Commission to promote, protect and monitor human rights
- ii. Strengthening democratic values and human rights, enshrining amongst others participation, accountability and transparency.
- iii. Aligning development programmes and legislation with government human rights commitments expressed in international and regional treaties.
- iv. Promoting public awareness of human rights with a particular focus on needs of vulnerable groups (women, children, people with disabilities, people living with HIV and AIDS and the elderly).

6.3 FINDINGS

The findings of the research show that the challenge in providing subsistence and protection to improve poverty reduction and public security is centred on the capacity and ability of the government to work towards sustainable human development. Generally, the study found that poor people suffer disproportionately from insecurity. They are often the worst affected by direct forms of violence, including violent crime, sexual violence and violations by local police and security personnel. Poor women are especially vulnerable. Domestic violence is a leading cause of death and injury to poor women in Lesotho and in other countries. Additionally, most victims of human trafficking are poor people seeking to

escape poverty and discrimination. Again, women and children are particularly at risk.

The study identified reasons for the lack of integration in addressing fundamental human needs. It is obvious that at the present time, an assignment is still significant for the government to develop skills, recruit skilled manpower, and mobilize effective participation in policy-making.

Without greater attention and focus on poverty and security policies, there is a real risk that policy integration will descend in the ranks of budget priorities. Furthermore, there is a need to correctly identify causes of poverty in both rural and urban areas. It is likely that in future, poverty studies will be asked to move beyond who is poor and who is not, and to focus on which policy options are most effective in addressing poverty and how this will happen.

6.4 INTERPRETATION AND RECOMMENDATIONS:

Addressing the problem identified by the study would therefore require that the government factors the issue of poverty into the country's security policy considerations, given that poverty negates human security. Poverty not only entails a lack of what is necessary for material well-being, it also has dangerous psychological dimensions. The study therefore makes the following recommendations:

6.4.1 Recommendations to the Community

Improving Public Safety and Security

It is prudent to focus on community needs first, not leaving out their involvement in the process, and this can be more effective in securing safety and security. Nurturing effective and respective policing lies at the heart of any effort to make people safe from violence, theft and

intimidation. Ensuring that everyone has equal access to justice is also important because police are usually a poor person's first point of contact with formal justice, and the way in which officers respond to requests for assistance is particularly important.

6.4.2 Recommendations to the Government of Lesotho

Ensuring good governance that contributes to poverty reduction is extraordinarily difficult. Even good governance is fraught with ambiguities, challenges, and the potential for failure and unintended consequences. Good governance is a long-term objective, and efforts to achieve it will often be halting and reversible. In this paper, the researcher has reviewed the strengths and weaknesses of the PRS in Lesotho and the process through which they were developed and raised a series of issues aimed at making the good governance agenda more manageable. In addition, there are cautionary notes about remedies for bad governance, and suggested activities that might advance the cause of better performance. The political nature of policy and institutional reform is also emphasised.

Public administration reform has been highlighted as an important aspect of creating good governance, and proposed reforms view this as an essential instrument in achieving poverty reduction and public security. Introducing a merit-based civil service system or efforts to decentralize or devolve government business would also help improve quality of lives. Again, new initiatives in trainings and job creation, especially for the younger generation, are critical to reducing poverty and also reducing crime that may be committed by the young and idling generation in the country.

6.4.3 Recommendations to Stakeholders

As indicated earlier in the study, Lesotho has experienced a drastic increase in poverty levels, in both absolute and relative terms, coupled with the HIV/AIDS pandemic; this has negatively impacted on the security of citizens, especially adolescents and youth, and reduced their overall status of welfare. Young people increasingly live in difficult circumstances; being economically and sexually exploited and deprived of their liberty. Various government and non-government services are offering protection to these people, but with limited success.

It is imperative that these stakeholders in governance help the government with technical assistance, mobilising resources, capacity development, policy advice, and implementation support. This would help facilitate the creation, acquisition, dissemination and application of skills required by Lesotho's economy and whose relative scarcity is constraining growth and development. Furthermore, there is a need for strengthening the strategic partnerships between government, multilateral organisations, donors and civil society organisations based on principles of trust, transparency, unconditional debt relief, and more equitable exchanges in order to expedite delivery to the poor.

Lastly, investing in capacity and skills development at all levels is essential – government, civil society and society at large. It is difficult to see how broad stakeholder participation in poverty reduction public security is feasible, or even realistic, given the current situation. Trust needs to be established, controls and oversight are needed to counter the power of government, and civil society organisations need to ensure accountability and responsibility.

6.4.4 Recommendations to the SADC Region

It is generally accepted that poverty and under-development arise not only from economic inadequacies and social disintegration, but also from the failure of institutions and mechanisms that manage their relationship between governments and citizens. Leftwich (1993: 611) makes the point by saying, 'Governance refers to a looser and wider distribution of both internal and external political and economic power. Governance thus denotes the structures of political and, crucially, economic relationships and rules by which the productive and distributive life of a society is governed'. Bad governance contributes to the spread of poverty and underdevelopment, yet the fight against poverty requires strong and developmental institutions to succeed.

6.4.5 Recommendations to the Continent

Achieving the Millennium Development Goal of eradicating extreme poverty and hunger, which are catalysts to crime and insecurity in Africa, presents a serious challenge. This is against the backdrop of a number of factors, such as macroeconomic instability and HIV/AIDS that have continued to reverse development initiatives and efforts. These and other factors have made the continent poor and unsafe. Governments and donor agencies in Africa therefore need to evolve policy reforms geared towards tackling poverty from the roots. Factors that lead to poverty in Africa must be identified so as to provide direction for such reforms.

6.4.6 Recommendations to the International Community

Poverty reduction also benefits global security. While there is no evidence that poverty directly contributes to terrorism, or that terrorists are only from poorer communities, terrorist leaders do exploit the issue of poverty as a means of mobilising popular support and legitimising their actions. Many of

the structural factors that increase the risk of terrorism are also important for development; these include unmet political and economic aspirations, lack of jobs for skilled labour, weak states, and poor governance.

For the reasons cited above, the international community needs to build an international system where the goals of security and development are pursued side by side. Rich and poor countries alike need both security and development. The world cannot achieve one without the other. In some cases, this means that the World Bank should work with United Nations agencies to determine the most effective package of diplomatic, security and economic assistance. The World Bank should also respond positively when partner governments request that the security sector is included in World Bank public expenditure.

6.5 LIMITATIONS OF THE STUDY

At times the researcher had problems in reaching the participants at agreed times as they were engaged in their work and logistical limitations were met but not to a large extent. Generally limitations were experienced but they were not insurmountable and hence did not negate the findings of the research.

6.6 CONCLUSIONS

This section of the report reviews whether the questions asked by this study have been answered or solved, it looks at the objectives and whether they have been achieved, and indicates improvements for the research and future possibilities.

In summary, the paper has discussed factors and some solutions to the lack of integration in tackling subsistence and protection needs within their context, while addressing the challenge of poverty in Lesotho. The recommendations attempt to give remedial actions to solve the problems.

It is clear that poverty means different things to different people. It is also clear that governments should understand poverty within their context in order to address it properly. There are many strategies that the government is putting in place but it is important that this is understood in all its facets so that it can be addressed accordingly. All strategies should also involve poor people so as to integrate their views in decision-making processes that affect them.

Secondly, leadership and capacity building are key factors in determining the success of policy integration, structures and processes. Strong leadership is needed to establish direction and government collaboration to focus on sustainability; a supportive political and administrative culture must be enhanced to maintain momentum towards sustainable practices and capacity building that provides the skills and tools needed to get the job done. Therefore it is important that the Lesotho government:

- i. Conducts a national review of subsistence and protection policies, strategies and plans to ensure progressive integration of poverty reduction and public security issues.
- ii. Strengthens institutional structures to allow the full integration of subsistence and protection needs at all levels of decision-making.
- iii. Develops or improves mechanisms to facilitate the involvement of concerned individuals, groups and organizations in decision-making at all levels.
- iv. Establishes domestically determined procedures to integrate poverty reduction and public security issues in decision-making.

Based on the findings and discussion presented in the previous chapters, it is clear that poverty and public security need to be understood within the context of a multi-dimensional or livelihoods approach to poverty and security, which recognizes that factors related to poverty constrain the

ability of individuals to live in a secure environment. Security also constrains the ability of a person to more effectively deal with situations of poverty. The recommendation is that the governments that wish to eradicate poverty in the Southern African Region should strengthen the capabilities of the poor so that they can better cope with adversity such as disease, economic shock, natural disasters and lack of information. Issues of discrimination such as gender imbalance should also be addressed. It is true that the Government of Lesotho is working hard to fight against poverty but the study has highlighted the important fact that poverty has to be addressed in a comprehensive manner, and that all fundamental human needs have to be equally considered. Moreover, information about all initiatives has to flow to the beneficiaries in order to accomplish its purpose.

Looking at the continental level, Africa exemplifies these particular challenges: the challenge of peace, the struggle against poverty, and the struggle for development. It is not enough merely to recognize the fact that there are problems and challenges – the bigger issue is what is to be done in response. As many critics have noted, among the shortcomings of the Millennium Development Goals (MDGs) is the insufficient attention given to human rights, gender and employment issues. There is a need to address a shared commitment to promoting the inter-connected goals of development, peace and security, and respect for human rights.

In attempting to gain international peace and security, stakeholders in the fight against poverty and in addressing the issue of public security should know of the relevant policies governing them. It is prudent that these stakeholders adopt a human security paradigm in addressing both the subsistence and protection issues. As part of the process of promoting good governance and democracy these remain a priority. In achieving the desired goals, the international community should seek to augment the efforts made by countries and regions in addressing basic human needs.

Finally, under the current social setting, future dissertations need to address policy development in the country under study, with the focus being on poverty and public security which appear to have been long ignored in the previous studies. The following are some key areas identified during the process of this research that require further attention:

- i. Policy Analysis and Integration;
- ii. Management and Leadership;
- iii. Security Sector Management;
- iv. Governance and Development.

The research findings and recommendations presented in this dissertation concur with the points raised by Max-Neef (1992) when advocating for significance of fundamental human needs. What is evident is the correlation between poverty and security and this reality is vividly portrayed in the entire document. It is also clear from this research that there is no security without development and no development without security. The holistic approach in dealing with both is to have an integrated approach when addressing their challenges.

Based on the opinions of experts interviewed, the researcher draws the conclusion that, indeed, the progress in poverty reduction and public security is undoubtedly still fragile, and the need to deepen the understanding of poverty and security is very clear in the country. Establishing and sustaining good governance systems is critical to development and poverty reduction, not only in Lesotho but far beyond the borders.

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