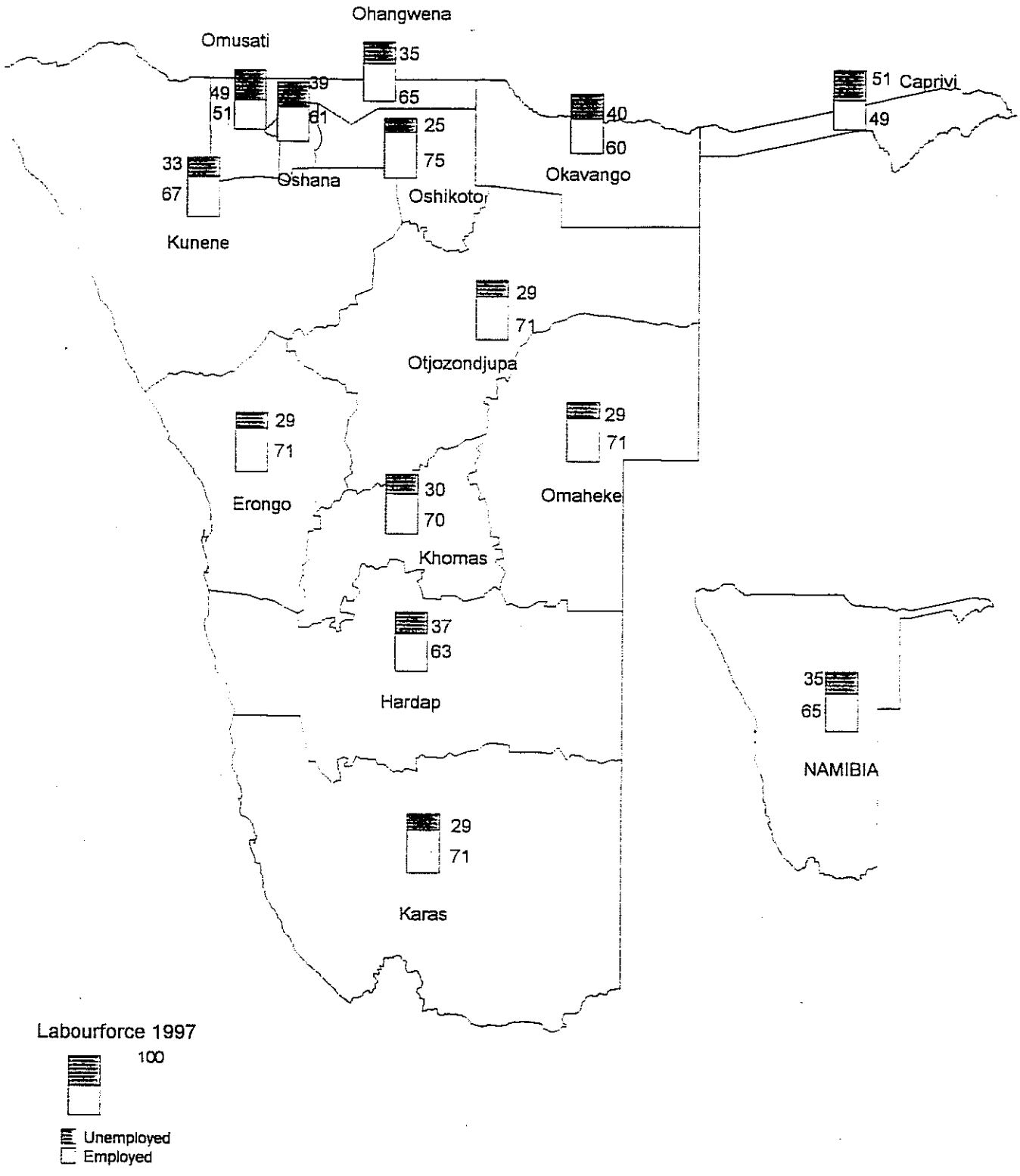
THE NAMIBIA LABOUR FORCE SURVEY 1997:

AN INTERIM REPORT OF ANALYSIS

October 1998

This Interim Report has been prepared by the Ministry of Labour and the Central Bureau of Statistics of the National Planning Commission, Windhoek, with the technical assistance of the International Labour Organization's Southern Africa Multidisciplinary Advisory Team in Harare (ILO/SAMAT).

Percentage of Employed and Unemployed persons in Namibia



PREFACE

In accordance with the National Household Survey Programme of the Five Year Plan of Development of Statistics in Namibia, the Ministry of Labour (MOL) in close collaboration with the Central Bureau of Statistics (CBS) of the National Planning Commission Secretariat conducted a nation-wide Labour Force Survey in June/July 1997.

This Interim Report is the first of the planned reports from the 1997 Namibia Labour Force Survey. It is meant to provide planners and policy-makers with the basic findings of the survey while a full-fledged Final Report is being prepared. Although the results from this survey can be used mainly for planning purposes, it is worth emphasizing that these findings are preliminary and should be treated with caution. Nevertheless, I have no doubt that the planning process in Namibia will benefit immensely from these basic findings.

The Ministry of Labour and the Central Bureau of Statistics of the National Planning Commission prepared this report, with the technical assistance from the International Labour Organization's Southern Africa Multidisciplinary Advisory Team (ILO/SAMAT) in Harare, Zimbabwe.

I wish to thank all those who have contributed to the success of the survey in general and this Interim Report in particular. My gratitude goes specifically to ILO/SAMAT and the Swedish Government through Statistics Sweden for their technical and material support.

Finally, I wish to thank the MOL and CBS staff members who were involved in all the activities of the survey. My sincere thanks also go to the general public without whose co-operation and support the whole survey could not have been a success.

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CHAPTER 1

INTRODUCTION

1.1 Namibia conducted its second post-Independence national labour force survey in mid-1997. This survey provides a wealth of information on the state of labour force in the country that is by far superior in scope and quality to any that has been available previously, in particular from the first labour force survey which was carried out in 1991. There is no doubt that the planning process in Namibia will benefit immensely from a thorough analysis of this survey. The purpose of this Interim Report is to provide high-level planners and policy makers in Namibia with an overview of some basic findings as quickly as possible. The report is prepared midway through data analysis; its findings are therefore of a preliminary nature and should be regarded as such. A full-fledged Final Report will be available in due course.

1.2 The preliminary nature of the findings reported here arises from the following:

- the weights used to convert the sample results to the level of the population are not the most up-to-date; and
- the analysis of the data is as yet incomplete.

Accordingly, the estimates of absolute numbers presented in this report are very preliminary and should be used with caution. They will change with the use of final weights in due course. But the effect of such modification on rates and percentages is probably negligible and such estimates are likely to be reasonably accurate.

These shortcomings are now being addressed in the Final Report which is under preparation.

1.3 This Interim Report (IR) is prepared by the Ministry of Labour and the Central Bureau of Statistics of the National Planning Commission, with the technical assistance of the International Labour Organization's Southern Africa Multidisciplinary Advisory Team in Harare (ILO/SAMAT).

1.4 The report is structured as follows. Chapter 2 provides a brief description of survey design and implementation. A full technical report on this subject will be prepared in due course. Chapter 3 considers the main characteristics of the Namibian population. These concern its spatial distribution, demographic characteristics, housing conditions and the sources of income of households. Chapter 4 focuses on the economic activity of the population. It examines the notions of employment and unemployment in the Namibian context, and makes a comparative analysis of the main differences and similarities between different population groups, especially with regard to the labour force participation rate and the rate of unemployment. Chapter 5 and 6 dwell on the characteristics of the employed and the unemployed populations respectively. Issues relating to the measurement of underemployment in Namibia are taken up in Chapter 7. The final Chapter summarises the main findings and draws out some of their policy implications.

1.5 This Interim Report will be followed by a full, final report in due course. The improvements planned include:

- updating the weights used to translate sample results to the level of the population (this change will modify the numerical results, in most cases only slightly, but the main findings and conclusions should remain substantially the same);
- extending the analysis in various directions;
- carrying out statistical tests on some of the more important results;
- applying multivariate analysis to examine a number of hypotheses; and
- providing a series of more detailed tables in a statistical appendix, in particular the regional breakdown of most results.

CHAPTER 2

SURVEY DESIGN AND IMPLEMENTATION

Introduction

2.1 The 1997 Namibia Labour Force Survey is carried out under the National Household Survey Programme that was launched after the Five Year Plan of Development of Statistics in Namibia was endorsed by the Government in 1993. Other major surveys conducted so far under the Programme are the 1993/94 Namibia Household Income and Expenditure Survey (NHIES), the 1994/95 Namibia Agricultural Census (NAC), the 1996 Namibia Intercensal Demographic Survey (NIDS) incorporating the Mid-decade Goal Survey, and the Annual Agricultural Surveys (AAS) since 1995/96.

2.2 In addition, the Ministry of Labour has conducted a number of surveys in the field of employment and labour. These are the 1991 Labour Force Survey, the 1992/93 Establishment Survey and the 1993 Informal Sector Survey. Information from these and other surveys feed into the country's Labour Market Information System that was established in the early 1990s.

2.3 Notwithstanding these efforts, there are as yet no regular, yearly statistics on employment and labour in the country. To fill this gap, it was decided to carry out a full-scale labour force survey which could be repeated at regular intervals. Accordingly, the Namibia Labour Force Survey (NLFS) was conducted in June/July 1997. The main objectives of the survey are in line with the two broad objectives mentioned in international statistical standards for a comprehensive system of statistics on the economic activity of the population:

- the measurement of the extent of available and unused labour time and human resources for the purpose of macro-economic monitoring and human resources development planning; and
- the measurement of the relationships between employment, income and other social and economic characteristics for the purpose of formulating and monitoring employment policies and programmes, income-generating and maintenance schemes, vocational training and other similar programmes (ILO, 1990, p.2).

2.4 More specifically, data from the NLFS provide:

- basic information on the size and structure of the country's work force;
- basic elements for measuring the supply of labour as well as the extent to which available human resources are utilised in the production processes of the economy;
- an essential basis for the design and evaluation of government programmes geared to employment promotion, as well as for the assessment of the effects of employment policies;
- a major input into the formulation and evaluation of government policies on income generation and maintenance, poverty alleviation and income redistribution;
- a major input for the assessment of the effects of macroeconomic and structural adjustment policies on the employment and income situation of the working population and its sub-groups;
- a retrospective basis for analysing the past growth performance of the economy and the study of demographic and socio-economic factors affecting the size and composition of the work force;

- a prospective basis for the projection of the economically active population and its components for socio-economic planning; and
- a basis of research in many areas ranging from testing labour market theories to formulating demographic models.

Planning and questionnaire design

2.5 The survey was carried out by the Ministry of Labour (MOL) in collaboration with the Central Bureau of Statistics (CBS) of the National Planning Commission (NPC). Three committees were established to guide its planning and implementation. An Inter-Agency Committee consisting of a core group of members from the Demography and Social Statistics Division of the CBS, officers from the MOL, as well as several NPC staff dealing with population and demography handled the technical and logistical work of the survey. A Technical Committee, which was to decide on all technical issues, consisted of some members of the Inter-Agency Committee and representatives form other ministries, donor agencies, as well as Non-Governmental Organisations. It thus represented most of the users of the survey results. Finally, a Survey Committee was formed to handle field logistics. It was composed of several members of the Inter-Agency Committee and staff from the General Services Division of the NPC. The management of the CBS and the NPC were kept fully informed of developments on a regular basis. Meetings with management were arranged as needed to decide on important issues.

2.6 The survey was originally planned for September/October, 1997. However, because of the urgent need for information in the preparation of the Mid-term Review of the First National Development Plan, the survey period was advanced to May/June, 1997. As this change was decided only in April 1997, it introduced considerable pressures into all phases of the survey. This should be borne in mind in assessing the quality of the survey data.

2.7 The questionnaire was designed by the Inter-Agency Committee in consultation with the Technical Committee. The definitions, concepts and phrasing of questions were discussed in detail using international, regional as well as country documentation and experiences. Draft manuals were developed concurrently with the design of the questionnaire. As there was no time for a full-scale pilot survey covering different parts of the country, a pre-test of the questionnaire was carried out in Khomas and part of the Oshikoto region. Based on the lessons of this study the questionnaire and draft manuals were revised. Fieldwork plans were drawn up and all other logistical aspects were examined in detail as time permitted. Draft questionnaires, validation checks and tabulation plans were handed over to the Data Processing Division of the CBS as soon as they were ready. The data of the pre-test were used to check data entry programmes.

Sample design

2.8 The survey population consists of private households in Namibia. Households in institutions such as hospitals, hostels, barracks and prisons were not covered by the survey. According to the Population and Housing Census, the size of the institutional population in 1991 was about 100,000 persons.

The master sample frame

2.9 The Master Sample Frame is a list of geographical areas that are created from the Census Enumeration Areas (EAs) of the 1991 Population and Housing Census. They are called Primary Sampling Units (PSUs). The first frame consisted of 1,695 PSUs. This frame was however upgraded to take two special issues into account. Firstly, Walvis Bay was not a part of Namibia in 1991 and hence was not represented in the frame. The frame was therefore upgraded to incorporate Walvis Bay. PSUs were demarcated, maps were prepared and households were counted to be included in the frame.

Secondly, some towns of Namibia have grown compared to 1991 due to the natural growth of the population and rural-to-urban migration. Various towns have therefore expanded to include newly developed areas as well as new squatter areas, a phenomenon easily visible Windhoek, the capital city. It was decided that the frame should be upgraded as far as possible before the selection of the NLFS sample. However, since the survey had been advanced in time, the process of upgrading the frame could be completed only for Walvis Bay and Windhoek.

Stratification

2.10 The first level of stratification was to classify all PSUs into their respective regions, thus forming 13 main strata. Within regions, a secondary stratification was carried out using urban and rural characteristics. Urban PSUs were classified broadly into two further groups, urban and small urban, based on characteristics such as population, available facilities and infrastructure. These stratifications were all done explicitly. PSUs falling into urban strata in two regions were further stratified explicitly into high-income and middle/low income areas. In addition, there was an implicit stratification within each stratum on the basis of geographical ordering and also by income levels in urban and small urban strata.

The master sample

2.11 The master sample is a sample of PSUs. It is called a master sample because it is designed to be used not just for one survey, but for several surveys in the National Household Survey Programme as well as for other surveys during a certain period (5-10 years). The master sample was used for the first time in the NHIES 1993/94. It was then used in five more surveys up to 1996 before a decision was made to change it as from 1997 to reduce respondent fatigue.

2.12 The size of the first master sample was set at 192 PSUs, excluding Walvis Bay. Based on the experience of previous surveys it was felt that the number of PSUs in the sample could be increased. Time pressure arising from the advancement of the survey period prevented a full examination of this issue before the start of the survey. It was nonetheless decided to increase the number of urban PSUs in the sample because variations in labour force variables in urban areas may be large. The urban areas of Khomas (which includes Windhoek), Oshana (Oshakati town) and Erongo regions were oversampled to some extent to allow separate estimates with reasonable accuracy. As a result, the number of urban PSUs in the sample rose from 81 to 121. The number of rural PSUs was reduced slightly from 111 to 107. Hence the total sample size increased from 192 to 228, including the 10 PSUs in Walvis Bay.

Sample allocation and selection procedures

2.13 A stratified two-stage sample design was used for the survey. The sampling unit in the first stage is a geographical area and in the second the household. The first stage sample of 228 PSUs was selected from all over the country. The method of selection was probability proportional to size(PPS), where the size measure was the number of households in the PSU at the time of 1991 Census. Each PSU in the sample was then listed to prepare the current list of households. Using that list, a sample of 40 households, the Secondary Sampling Units (SSUs), was selected in the second stage using the systematic random sampling procedure with equal selection probabilities.[1] The total sample size was

[1] In the Namibia Intercensal Demographic Survey the number of sample households per PSU was 50, with a total sample size of 9,600 households, excluding Walvis Bay. Four hundred households were selected from Walvis Bay area directly from the registers, raising the total sample size to 10,000 households. For the purposes of the NLFS, however, it was felt that 50 sample households per PSU would be too many in the second stage, as it would amount to 25-50 per cent of the size of most PSUs. Although this issue could not be studied in full before the start of the NLFS, the sample size per PSU was nevertheless reduced to 40 in the NLFS.

thus 9,120 (228 x 40) households. The distribution of the sample by region is given in Table 2.1. This sample provides reasonably accurate results at the regional level and for urban and rural areas of the country as a whole, as well as for the Windhoek municipal area for which separate estimates were required.

Estimation procedure

Estimators

2.14 Various types of population parameters can be estimated from the sample as follows:

A. A *total* is estimated by the following estimator:

$$\hat{Y} = \sum_{h=1}^{L} \sum_{i=1}^{n_h} \sum_{j=1}^{m_{hi}} w_{hij} y_{hij}$$

where

$$w_{hij} = \frac{M_h}{n_h M_{hi}} \frac{M'_{hi}}{m_{hi}}$$ (Final weight = First-stage weight x Second-stage weight);

M_h = number of households in h^{th} stratum according to census;

M_{hi} = number of households in i^{th} PSU in h^{th} stratum according to census;

n_h = number of PSUs sampled from the h^{th} stratum;

M'_{hi} = number of households in i^{th} PSU in h^{th} stratum according to survey listing; and

m_{hi} = number of households in the sample from i^{th} PSU in h^{th} stratum.

B. A *ratio* is estimated by

$$\hat{R} = \frac{\hat{Y}}{\hat{X}}$$

where $\hat{X}$ is estimated in the same way as $\hat{Y}$.

C. An *average* is in effect a ratio of two estimates, an estimate of the total $\hat{Y}$ and an estimate of the total number of units (households, individuals, etc.). An average can thus be estimated in the same way as a ratio, where the variable X takes the value of 1 for all units.

D. A *proportion*, too, can be estimated as a ratio. In this case the variable Y takes the value of 1 if the unit belongs to the specific group, and 0 otherwise. The variable X takes the value of 1 for all units.

Weighting

2.15 As seen above, sample data are weighted to produce the estimates of population parameters. The final weight is the product of the first- and second-stage weights. These weights are the inverse of selection probabilities at each stage. The final weight is the same for all households within a PSU. It is calculated separately and written into the data file so that each case has its own weight. The estimation is done automatically by the software using these weights.

2.16 In the NLFS, the estimates of certain population parameters, such as the total population, fell far short of the projected figures for 1997 when the survey was carried out. When the listed figures were scrutinised thoroughly, it was discovered that for a fair number of the sample PSUs there was a systematic reduction in the number of households compared to the 1991 Census figure in the frame. It was also observed that this phenomenon was more prevalent in some regions than others. Three reasons could explain the phenomenon:

- a real reduction in the number of households in the PSU due to, for example, migration;
- poor listing during the NLFS; and/or
- the area of the listed PSU not being identical to its area in the frame.

2.17 A spot check carried out in a few regions revealed that the last two are the main contributing factors to the observed reduction in the number of households compared to 1991. Item 3 is an inherent problem in the frame for some areas in the northern part of the country where the 1991 Census mapping and enumeration had not been done properly. Poor listing was a factor that could have been controlled, but unfortunately in some places it was not. This is a serious error on the part of the team supervisor and the field team and may have occurred due to some of the reasons mentioned later in this chapter, in particular inadequate training.

2.18 Hence a correction factor has to be applied to the final weights. This correction factor should be applied within regions, and if possible within urban and rural areas separately. This was not possible however since population estimates for regions were not available. Such estimates are expected from the NIDS whose data are now being processed. For the moment, some preliminary adjustments have been made using field checks and previous survey estimates. The figures presented in this Interim Report are based on these interim weights. The final weights will be calculated once the NIDS results are available and will be used in the final NLFS report.

Fieldwork

2.19 With 40 sample households in each PSU, it was decided to establish teams consisting of four interviewers and a supervisor to handle the workload. As a rule, five PSUs were allocated to each team. However, in cases where travel distances between and within PSUs were too large, only three or four PSUs were allocated to the team. In total 51 teams were established. There were thus 51 supervisors and 204 interviewers required. Two reserve interviewers were added to each region to allow for emergency situations, thus raising the total number of interviewers to 230.

2.20 Unlike in previous surveys, editing and coding of the questionnaires took place in regional centres. Each of the 51 teams each was assigned an editor/coder, for a total of 51. The two reserve interviewers provided additional support to this group when their presence was not needed in the field. Thus the total number of temporary field staff required (supervisors, interviewers and editors/coders) was 332. All were recruited from and worked on the survey in their own region.

2.21 Supervision was exercised at different levels. At the first level, the *team supervisor* was the immediate supervisor to the interviewers. At the next level is the *regional supervisor* who was in charge of all the fieldwork in the region and the editing and coding staff. Thirteen labour officers of the MOL were appointed as regional supervisors, one per region. Finally, the *national supervisor* was an overall

supervisor for all activities within the allocated region. There were eight national supervisors in the whole process which were appointed from both CBS and MOL.

2.22 A one-week training course was held in Windhoek for the team supervisors and regional supervisors. The training of interviewers and coders took place at six different centres at the same time to ensure uniformity. The team supervisors and the regional supervisors also assisted during the one-week training of enumerators.

2.23 The field operation consisted of three main activities: the listing of households in the sample PSUs, interviewing the randomly selected households, and editing and coding at the regional centres. Six days were allocated to complete the first two activities in each PSU. Hence the total time allocated for fieldwork was one month. The editing and coding process started about a week later than the fieldwork and ran in parallel. Questionnaires that required further clarification were identified during this process and handed back to the teams for follow-up with the concerned households. As with fieldwork, editing and coding too was expected to take about a month. As the reference night for this survey was fixed on the night of 8 June 1997, the fieldwork started on 9 June 1997.

Data processing

2.24 Manual processing was done in the field. Therefore the information from the field was ready for data capture. The data processing unit recruited around 40 data entry operators who worked in different shifts for about two months. Most of the data entry operators were temporary staff. The rest came from the data entry pool of the Ministry of Labour. The permanent staff of the Social Statistics Sub-Division carried out the different stages of data cleaning. The Integrated Microcomputer Processing System (IMPS) software, a US Census Bureau product, was used for data capture and data cleaning. SPSS software was used for tabulation and analysis together with other packages such as the Microsoft Excel.

2.25 As explained earlier, the editing and coding of the questionnaires were handled in the regional centres. This arrangement was tried for the first time in the Namibia Household Survey Programme. The satisfactory result of this operation was that many errors made by the interviewers were detected and were corrected by them before the questionnaires left the regional centre. Furthermore, this led to the improvement of the processing speed since the fieldwork and this process ran parallel.

2.26 However, during the stage of analysis substantial coding inconsistencies were detected. Since these were mainly with regard to occupation and industry of employed persons, it was possible to correct them using the descriptions supplied in the questionnaires. The inconsistencies were again due to the insufficient time allocated for the training of the coders and perhaps also to inadequate time for the coding itself.

Coverage and the quality of data

2.27 The quality of results from a sample survey depends on careful and thorough planning before the implementation of the survey, the correct implementation of the plan, and appropriate adjustment of the plan if unforeseen circumstances arise. The general issues concerning the planning phase of the NLFS were discussed before. This section discusses the question of coverage in the implementation process and its implications for the NLFS database and the quality of the data.

2.28 The question of coverage concerns the extent to which the sampling frame coincides with the target population, as well as the extent to which the units sampled provide the required information. The latter aspect of the coverage question is often referred to as the non-response problem. A distinction can be made between three types of coverage: (a) coverage of the first-stage units, i.e. PSUs; (b) coverage of the second-stage units, i.e. households (unit non-response); and coverage of the items of the questionnaires (item non-response).

2.29 *Coverage of the PSUs*: As may be seen in Table 2.2, nine PSUs that had been selected were not in fact covered during the survey: six in Ohangwena, two in Oshikoto and one in Oshana. Ohangwena thus has a problem of representation and the sampling errors of estimates for this region may be large. The same is also true of the estimates for the other two regions, albeit to a lesser extent. The lack of coverage of the nine PSUs reduced the sample size to 8,760 households. After the listing, the sample size declined further to 8,729 as two PSUs actually had fewer than 40 households. This latter fact however will not affect the results since it is the true situation on the ground.

2.30 *Coverage of the households – Listing Operation*: In some of the regions, the numbers of listed households in the PSUs were relatively low compared to the frame figures based on the 1991 Census of Population and Housing. This was revealed only when the estimates of population parameters such as the total population fell far short of the projected figures for the year 1997. As explained before (see 2.16), this is a serious error, resulting in an underestimation of total population.

2.31 The data will also be affected in a different way. The responding households from the listed parts now represent the whole of the PSU. If the characteristics of these households are broadly similar to those that were left out, this problem may not matter much. If this were not the case, however, certain estimates may be grossly in error.

2.32 As may be seen in Table 2.3, the overall non-response rate for households is 3.7 per cent, which is highly satisfactory. Omusati and Oshikoto regions have comparatively high rates of non-response, as some of the selected households were not actually covered because of transport problems. These problems, along with the fact that the survey period had already extended well beyond the reference night, led to a decision in the final stages of fieldwork to reduce the sample from 40 to 30 households to allow the completion of the work in the remaining PSUs. If this were to be taken into account, the real non-response rates in these regions would be more in line with those of other regions. The largest number of refusals was observed in Khomas, which included Windhoek, the capital city. This, however, was not unexpected and is by no means alarming.

2.33 *Coverage of the items – Item non-response*: About 1 per cent of the questionnaires were only partially completed. The item non-response, therefore, is not a serious concern.

Table 2.1: Distribution of the sample PSUs and households by region

Region	No. of sample PSUs			No. of households in:		Sampling fraction (%)
	Urban	Rural	Total	Population	Sample	
Caprivi	3	10	13	18,061	520	2.9
Erongo	20	3	23	13,453	920	6.8
Hardap	8	4	12	13,358	480	3.6
Karas	10	3	13	12,047	520	4.3
Khomas	39	2	41	33,488	1,640	4.9
Kunene	5	6	11	12,462	440	3.5
Ohangwena	0	18	18	28,487	720	2.5
Okavango	4	10	14	17,831	560	3.1
Omaheke	4	7	11	9,699	440	4.5
Omusati	0	15	15	30,882	600	1.9
Oshana	12	11	23	22,130	920	4.2
Oshikoto	5	11	16	21,426	640	3.0
Otjozondjupa	11	7	18	21,093	720	3.4
Namibia	**121**	**107**	**228**	**254,417**	**9,120**	**3.6**

Table 2.2: Coverage of the PSUs and households by region

Region	PSUs selected	Expected No. of households	PSUs actually covered	Expected No. of households	No. of sample households after listing
Caprivi	13	520	13	520	503
Erongo	23	920	23	920	920
Hardap	12	480	12	480	480
Karas	13	520	13	520	520
Khomas	41	1,640	41	1640	1,640
Kunene	11	440	11	440	440
Ohangwena	18	720	12	480	480
Okavango	14	560	14	560	560
Omaheke	11	440	11	440	440
Omusati	15	600	15	600	600
Oshana	23	920	22	880	866
Oshikoto	16	640	14	560	560
Otjozondjupa	18	720	18	720	720
Namibia	**228**	**9,120**	**219**	**8760**	**8,729**

Table 2.3: Non-response by region

Region	No. of sample households after listing	Responding households	Non-responding households				Rate of non response (%)
			Total	*Of which:*			
				Refusals	Other non-response	Not covered	
Caprivi	503	494	9	5	4	0	1.8
Erongo	920	892	28	7	21	0	3.0
Hardap	480	476	4	0	4	0	0.8
Karas	520	513	7	1	6	0	1.3
Khomas	1,640	1,591	49	24	25	0	3.0
Kunene	440	425	15	4	11	0	3.4
Ohangwena	480	473	7	0	7	0	1.5
Okavango	560	549	11	2	9	0	2.0
Omaheke	440	431	9	2	7	0	2.0
Omusati	600	523	77	0	11	66	12.8
Oshana	866	845	21	0	11	10	2.4
Oshikoto	560	491	69	0	19	50	12.3
Otjozondjupa	720	700	20	5	15	0	2.8
Namibia	**8,729**	**8,403**	**326**	**50**	**150**	**126**	**3.7**

CHAPTER 3

CHARACTERISTICS OF THE POPULATION

3.1 This Chapter describes certain characteristics of the population as revealed by the 1997 Namibia Labour Force Survey (NLFS). It begins with findings regarding the spatial distribution of the population before turning to a number of important demographic characteristics such as the household size, age structure of the population and dependency ratios. A consideration of some socio-economic characteristics such as the population's educational profile, housing conditions and household sources of income complete this preliminary overview of the main population characteristics.

Spatial distribution

3.2 The 1991 Population and Housing Census put the population of Namibia at 1,409,920 (CSO, 1994, p. 10). The Namibia Intercensal Demographic Survey (NIDS) was carried out in 1996 but its results are not yet available. As described in Chapter 2, this analysis of the NLFS data uses PSU-specific weights to gross up the sample results to the level of the population. This method yields a population of 1,400,092 for mid-1997, which is an underestimate. The extent of the underestimation is not known with precision, but available projections put the size of the population at around 1.6 million at the time of the survey (Provisional Population Projections 1991-2011, July 1994, CBS). Neither are the reasons for underestimation altogether clear, although some possibilities were mentioned in Chapter 2. Its extent, however, is likely to be reduced once the weighting scheme is updated with the use of the 1996 NIDS results and other information.

3.3 Namibia is a sparsely populated country. According to the 1991 Census, the population density at that time was no more than 1.7 persons per square kilometre, one of the lowest in the world. This average, however, masks substantial differences in population concentration across the land. Most of the population lives in the northern part of the country: more than 900,000 of the estimated total population of 1.4 million live in the seven northern regions of Caprivi, Kunene, Ohangwena, Okavango, Omusati, Oshana and Oshikoto (Table 3.1). The rest are in the central/southern regions. Ohangwena has the largest share of the population of any region (15.3 per cent), followed closely by Khomas (14.0 per cent). The least populated region is Omaheke, with only 2.8 per cent of the country's population.

3.4 A second major feature of the spatial distribution of the population is that most Namibians, some 68 per cent, live in rural areas (Table 3.1). The proportion of the population in urban areas has, however, been rising from 27 per cent in 1991 to 32 per cent in mid-1997. At the regional level, it may be seen in the same table that only two of the 13 regions are predominantly urban: Khomas, where Windhoek, the capital city, is located, and Erongo. Two regions are entirely rural, Ohangwena and Omusati, and six others largely so, with 70-90 per cent of their populations in rural areas. The remaining three regions (Hardap, Karas and Otjozondjupa) are more diverse, with their populations more evenly divided between urban and rural areas. In view of the dated weighting scheme that is applied to the sample data at this stage, not much should perhaps be read into the changes in the regional urban/rural shares between 1991 and 1997 (Table 3.1). The substantial declines in the share of the rural population in Erongo, Khomas and Kunene may, however, be noteworthy.

Demographic characteristics

3.5 The average Namibian household has 5.2 members (Table 3.2). Average household size is larger in rural areas (5.6 members per household) than in urban areas (4.4). Regional variation is also considerable, ranging from a low of 3.6 in Erongo to a high of 6.9 in Ohangwena. Rural regions tend to have larger households than urban regions, but there are some interesting exceptions. Kunene and Omaheke, are relatively rural but they tend nevertheless to have low average household sizes (3.8 and 4.0 persons, respectively).

3.6 The large difference in average household size between urban and rural areas is of course mirrored in the size distribution of households. The share of households with 5 or fewer members is much higher in urban areas than in rural areas, 72 per cent compared to 55 per cent (Table 3.2). The reverse is true of households with 10 or more members. Such households account for nearly a quarter of all households in the totally rural region of Ohangwena. Small households of one or two members are common in the urban and rural areas of the country (30 per cent and 20 per cent respectively). The regional variations are large, however, with the share of such households ranging from a low of 6 per cent of all households in the rural region of Omusati, to over 40 per cent in the largely urban Erongo.

3.7 Namibia has many more women than men (Table 3.3). The national sex ratio (the number of men divided by the number of women) is only 92 per cent, which is among the lowest in the world. This "male deficit" is entirely rural: whereas there are 103 men for every 100 women in urban areas, the corresponding figure in rural areas is only 87 men for every 100 women. This difference suggests significant rural-to-urban migration (by men mostly) in search of employment opportunities, but it might also reflect the influence of such other factors as the liberation war.

3.8 The Namibian population is relatively young. More than half of the population is less than 20 years of age and more than 40 per cent is less than 15 (Table 3.3 and Figure 3.1). The age structures in urban and rural areas are very different, however. As Figure 3.2 shows clearly, the proportion of younger people (up to about 20 years of age) in rural population is considerably higher than in urban population, but the same is true of older people (above mid-50s) as well. This too is indicative of a considerable rural-to-urban migration involving an exodus of middle-aged people from rural areas.

3.9 Another way of highlighting different age structures in rural and urban areas is to compare various dependency ratios between them. Dependency ratios refer to the ratios of non-working age population to working age population. It may be seen in Table 3.4 that the child dependency ratio in urban areas, 49.5 per cent, is only about half of that in rural areas, 90.9 per cent. In other words, while there is only one child (less than 15 years of age) for every two working age people (15-64 years) in the former, the ratio is almost one to one in the latter. The relative gap is even wider in the case of the aged population (65 years or more), with the rural aged dependency ratio being 3-4 times the urban ratio. There are only 3.8 older people for every 100 working age people in urban areas but the corresponding number in rural areas is 13.4.

Some socio-economic characteristics

3.10 The NLFS data provide evidence on several indicators of the socio-economic situation of the population. In this section, we consider the population's educational profile, housing conditions and sources of income.

3.11 In recent years, the role of "human capital" has been increasingly emphasised by researchers and policymakers as a major factor in explaining the economic growth and development of nations. Besides being an important ingredient of growth, the development of human resources is also generally regarded as an end in itself. As Namibia's First National Development Plan rightly observes, "Human resources development is a key, strategic component of economic development" (NPC, 1995, Vol. 1, p. 139). The emphasis on human resources development in Namibia is even more justified in view of the colonial legacy of lack of access to education.

3.12 There are different ways of assessing and measuring the level of human capital in a country. The NLFS uses an indicator of *educational attainment*, defined in terms of the level of formal education attained (i.e., completed, without necessarily having passed) by an individual (see Box 3.1). Other means of acquiring knowledge and skills, such as participation in special training programmes, on-the-job training and work experience, are thus not captured. More detailed and comprehensive information can be collected but it would be costly, since more specialised labour force sample surveys, such as skill surveys, would be required. The NLFS data do however allow for an analysis of broad patterns.

3.13 Table 3.5 presents the educational profile of the population aged 6 years or more by age, area of residence (urban/rural) and sex. It may be seen that in Namibia as a whole some 15 per cent of the population have had no formal education at all and more than half (54 per cent) have not gone beyond some level of primary education. Only about 2 per cent have reached higher education (Teachers Training, University and Post-Graduate).

3.14 But while the level of educational attainment of the population may be low, the remarkable fact is that there is little difference between the sexes in this respect. Even at higher levels of education, such as Teachers Training and University, educational attainment is much the same for both men and women. This is a tribute to the country's educational system that, unlike in many other developing countries, even in developed countries, appears to be gender blind.

3.15 The differences between urban and rural areas, however, are considerable. Thus while more than half of the urban population aged 6 years or more has reached some level of formal education beyond the primary level, this proportion in rural areas barely exceeds 20 per cent. There is of course no expectation that rural and urban differences in this regard can, or perhaps even should, be removed entirely. Given that the nature of activities, economic or not, in these areas exhibits enormous differences, such an objective would probably be unrealistic. Most observers, however, would no doubt regard the existing gaps as excessive and unjustifiable. Public policies should clearly aim to reduce the imbalance, particularly at the level of primary and secondary education.

3.16 The pattern of educational attainment by age shows interesting regularities. The results in Table 3.5 are broadly consistent with what might be expected. For example, the proportion of the population with "No Education" rises consistently with age for those aged 10 or more. Similarly, the proportion of those who have reached Junior or Senior Secondary schooling declines consistently for those aged 20 or more. Finally, the proportion of those having higher education (Teachers Training, University and Post-Graduate) tends to rise with age, peaking around the age 40, and declines thereafter. These statistical regularities are a reflection of the fact that efforts to redress educational deprivation in the past are rather recent, having started in earnest only since the country attained Independence in 1990. These trends will moderate with time. Educational disparities across age groups will tend to decline as the population ages and evolves.

3.17 The most disquieting aspect of the population's educational profile is the considerable proportion (20 per cent) of children aged 5-9 with "No education", implying that they are not yet at

school. While some in this age bracket are still too young to attend school, most of them should have started their primary education, and hence come in the second column under "Primary Education". (Recall that educational attainment variable in the NLFS refers to the level of formal education *completed*, not necessarily *passed*.) This is clearly a cause for particular concern, calling for more intensified efforts to spread educational facilities throughout the country.

Housing conditions

3.18 The NLFS captures housing conditions in the country by reference to two criteria: the type of housing unit and the type of housing tenure (see Box 3.1 and Appendix 1 for definitions of various types).

3.19 The prevalence of different types of housing unit is very much dependent on the area of residence. In rural areas, three quarters of households live in traditional dwellings, i.e. housing units constructed in the various traditional styles (Table 3.6). Most of the remaining houses are of the detached or semi-detached/townhouse variety. In urban areas, by contrast, detached and semi-detached houses are the most prevalent (some 70 per cent of households). Far less common are apartments (6.4 per cent) and single quarters (6.2 per cent).

3.20 Some 20,000 households, or 7.2 per cent of the total, live in very precarious housing conditions, namely in improvised housing units. This is true of 10 per cent of urban households and 5 per cent of rural ones. The prevalence of improvised housing is especially high in Otjozondjupa (19 per cent), Hardap (14 per cent) and Khomas (13 per cent).

3.21 At the regional level, variations are enormous and appear to be largely explainable in terms of the urban or rural character of the region. In the entirely rural Ohangwena and Omusati regions, for example, traditional dwelling is practically the sole type of housing unit. The interesting exceptions are Kunene and Omaheke, with both having a relatively high percentage of detached houses despite being largely rural (see Box 3.2).

3.22 Some three-quarters of Namibian households own their dwelling (Table 3.7; see also Box 3.1). Home ownership is somewhat more common in rural areas than in urban areas but the more noteworthy difference has to do with the fact that while more than half of urban homeowners have mortgage on their homes, few rural homeowners have mortgage obligations. Renting a house is also uncommon in rural areas whereas 17 per cent of urban dwellers live in rented houses not tied to their jobs. Employers provide housing to some 10 per cent of urban and 16 per cent of rural households. Government is the more common provider of such housing in urban areas. Private employers, by contrast, predominate in rural areas, providing housing to no less than 13 per cent of rural households. In the mainly rural regions of Kunene and Omaheke, but also in the relatively urbanised Otjozondjupa, this type of tenure accounts for around 30 per cent of the total.

Sources of income

3.23 Namibia may be a developing country and most of its people may be earning no more than most other Africans, but its labour market displays characteristics that distinguish it from many other countries in sub-Saharan Africa. Among the most prominent of these characteristics is the relatively high proportion of households (45 per cent in the country as a whole) that rely on "Wages and salaries" as their main source of income (Table 3.8). This proportion rises to as much as 75 per cent in urban areas, which reflects the fact that, unlike in much of the rest of urban Africa, there is hardly an urban informal sector in the country. Even in rural areas, no less than 27 of households rely on wages and salaries as their main source of income. By contrast, the proportion of rural households that rely on

subsistence farming is, at 44 per cent, comparatively low, rising to 51 per cent when cash cropping and animal rearing are included. This proportion would rise somewhat more if farm workers, most of whom fall under the "Wages and salaries" category, were to be included as well.

3.24 Another interesting observation concerns the significant proportion of households (8 per cent in the country) whose main source of income is "Pension". This share is in fact closer to 10 per cent in rural areas where many of the older people reside. It reflects the relative state of development of social security in Namibia that is well ahead of most other African countries.

3.25 At the regional level, the importance of subsistence agriculture stands out clearly in Ohangwena and Omusati, regions in which 72 per cent and 57 per cent of households depend primarily on this sector for their income. Kunene and Omaheke again distinguish themselves by their high share of wages and salaries as main source of household income.

3.26 In part because of the prevalence of wages and salaries, most households in Namibia do not have diversified sources of income. Indeed, 70 per cent of household in the country lack a secondary source of income altogether, a proportion that rises to over 80 per cent for urban households and for households with wages and salaries as the main (as a matter of fact, the only) source of income. As might be expected, income diversification is less uncommon in rural areas where agricultural activities alone are often insufficient to provide a living, particularly for subsistence farmers. As Table 3.9 shows, income diversification is most prevalent among Namibia's subsistence farmers, more than half of whom have a supplementary source of income in the form of a pension, cash remittances, or wages and salaries, to mention the most common.

Box 3.1: Definitions

1. The ***northern regions*** consist of Caprivi, Kunene, Ohangwena, Okavango, Omusati, Oshana and Oshikoto; the ***central regions*** consist of Erongo, Hardap, Karas, Khomas, Omaheke and Otjozondjupa (adopted from NHIES, CSO 1996a, p.34)
2. A ***private household*** is defined as one or more persons, related or unrelated, who live together in one (or part of one) or more than one dwelling unit and have common catering arrangements. A person who lives alone and caters for himself/herself forms a one-person household (CSO, 1997)
3. The ***child dependency ratio*** is the number of children aged 0 – 14 years divided by the working age population (15 – 64), expressed as a percentage. The ***aged dependence ratio*** is the number of persons aged 65 and older divided by the working age population, expressed as a percentage. The ***over all dependency ratio*** is the sum of the child dependency ratio and the aged dependency ratio.
4. The ***sex ratio*** is the number of males divided by the number of females, expressed as a percentage.
5. ***Educational attainment*** is normally defined as the highest standard, grade or year completed. The classification of persons into educational categories in the NLFS, however, is based on whether a person has reached a certain educational category. Thus, a person classified in the category of "primary education" has reached a certain grade within this category but has not necessarily completed primary education.
6. A ***housing unit*** is a separate and independent living premise for a household (CSO, 1997)

Box 3.2: Type of housing unit

1. A ***traditional dwelling*** is a housing unit constructed in the various traditional styles. It can be a hut or a group of huts with or without walls, with sticks, poles with or without thatch or grass. The ongandas fall under this category (CSO, 1997).

2. An ***improvised housing unit (shack)*** is a housing unit built with waste materials like card boards, plastic sheets, sacking, flattened empty tins and other materials which is generally considered unfit for human habitation (CSO, 1997).

3. A ***rented (not tied to the job) housing unit*** is independent of any household member's job (CSO, 1997).

4. An ***owner occupied (with mortgage)*** housing unit is owned by one of the household members who is still paying mortgage on it. An ***owner occupied unit (without mortgage)*** is a unit entirely owned by one of the household members and is occupied free of rent (CSO, 1997).

5. A ***housing unit provided by a private employer or the Government*** is a dwelling unit provided to one of the household members, even though some rent is paid (CSO, 1997).

6. A ***detached house*** is a housing unit on its own and is not attached to any other house (CSO, 1997).

7. A ***semi-detached house/town house*** is a house which is attached to another house or even other houses. Such a house has its own facilities and a separate entrance.

8. An ***apartment/flat*** is a self-contained living premises in buildings usually with 2 or more storeys. The living premises usually have a common entranceway or stairway.

9. A ***guest flat*** is a self-contained separate living premise, usually an outhouse of a detatched house.

10. A ***part commercial/industrial house*** is housing unit which is used for commercial or industrial purposes. For example, a housing unit part of which is used as a bottle store, a supermarket, or a workshop will fall under this category.

11. A ***Mobile home (caravan, tent)*** is any type of a housing unit which can be transported, i.e it is not fixed permanently on the ground.

12. A ***single quarter*** is a housing unit consisting of a room or a set of rooms with shared toilet and kitchen facilities.

13. Housing units which cannot be classified into any the above categories are referred to as ***other***.

Box 3.3 Type of tenure

1. *Rented (not tied to the job).*
The tenure status is independent of any household member's job.

2. *Owner occupied (with mortgage)*
The dwelling unit is owned by one of the household members who is still paying mortgage on it.

3. ***Owner occupied (without mortgage)***
The house is entirely owned by any one of the household members and is occupied free of rent.

4. ***Rent free (not owner occupied)***
The dwelling unit is not entirely owned by any of the household members and is occupied free of rent.

5. ***Provided by employer (Government)***
The dwelling unit is provided by the Government to one of the household members, even though some rent is paid.

6. ***Provided by employer (private)***
The dwelling unit is provided by a private employer to one of the household members, even though some rent is paid.

7. ***Other type of tenure***
Type of tenure which cannot be classified into any of the above categories.

Box 3.4: Omaheke and Kunene: Small but standing out

1. Omaheke and Kunene share a number of features that distinguish them from most other regions. The first is the smallest region in the country in terms of population (under 40,000), and the second is barely more populated (Table 3.1). Both are essentially rural regions with about 85 per cent of their populations living in rural areas (according to the 1991 Census). They do however display features that are more often characteristic of urban settings. For example, the average household size in these regions is far less than in other predominantly rural regions, indeed it is less than the average for urban areas as a whole. The percentage detached housing units and the proportion of households with wages and salaries as their main source of income are also more comparable with urban areas than with other rural regions (Tables 3.6 and 3.8). Several factors contribute to these unusual features.

2. First, both regions have relatively poor soils, which hardly allow for subsistence farming on small plots of land. Most people are compelled to look for alternative opportunities to raise and diversify their incomes, including wage labour in agricultural and non-agricultural formal sector establishments, tourism or other off-farm activities.

3. Second, Omaheke is strongly over-represented in terms of the number of *farm workers*. The report on *Living Conditions in Namibia* shows that this region accounts for 13 per cent of farm workers in the country, although its share of the population is only about 3 per cent (CSO 1996a, Table 12.1, p. 263). This report defines farm workers as paid employees belonging to a range of agricultural occupations. Paid employees on farms, as well as employees in formal sector establishments (see below), are likely to identify "Wages and salaries" as their main source of income, hence the high share of this source of income in this region. Similarly, to the extent that farm workers live near their work place, they would tend to live in detached houses as opposed to traditional dwellings. Furthermore, if employees live apart from their families, average household size tends to decrease as one *family* would be split into two *households*.

4. Omaheke is also well represented in terms of the number of formal sector establishments. Data from the Establishment Survey of 1992/93 show that these establishments are concentrated in urban areas, with Khomas accounting for more than half of those having five or more employees (Ministry of Labour and Human Resources Development, 1994, Appendix Table No. 6, p. 89). Omaheke nevertheless accounts for 3.6 per cent of these establishments, which is about the same as the region's share in terms of households. The same is true of Kunene as well, though to a lesser extent. The over-representation of these regions in the formal sector is confirmed by the relatively high proportion of Employees (both public and private) in the labour force. In Kunene and Omaheke this proportion amounts to 75 and 67 per cent, respectively. The average for rural areas is 44 per cent.

5. Finally, according to the *First National Development Plan of Namibia* (Vol. 1, p. 271), prospecting activities for base metals have expanded tremendously in Kunene, which is likely to have created some off-farm employment in this small region.

Table 3.1: Spatial distribution of the population by region and area

Region/Area	Population NLFS,1997 (No.)	Population NLFS,1997 (Col. %)	Population shares by area: NLFS, 1997 Urban (Row %)	NLFS, 1997 Rural (Row %)	Census, 1991 Urban (Row %)	Census, 1991 Rural (Row %)
Caprivi	104,014	7.4	10.3	89.7	14.8	85.2
Erongo	70,307	5.0	86.8	13.2	63.2	36.8
Hardap	53,578	3.8	49.0	51.0	43.6	56.4
Karas	47,531	3.4	59.2	40.8	37.2	62.8
Khomas	195,854	14.0	95.3	4.7	88.0	12.0
Kunene	48,147	3.4	29.6	70.4	13.7	86.3
Ohangwena	213,995	15.3	0.0	100.0	0.0	100.0
Okavango	107,569	7.7	21.4	78.6	16.6	83.4
Omaheke	38,783	2.8	20.3	79.7	15.8	84.2
Omusati	157,731	11.3	0.0	100.0	0.0	100.0
Oshana	157,303	11.2	26.8	73.2	26.5	73.5
Oshikoto	114,438	8.2	14.0	86.0	12.6	87.4
Otjozondjupa	90,841	6.5	41.9	58.1	45.9	54.1
Urban	454,220	32.4	--	--	--	--
Rural	945,872	67.6	--	--	--	--
Namibia	**1,400,092**	**100.0**	**32.4**	**67.6**	**27.1**	**72.9**

Note: Urban/rural shares in 1991 are from CSO (1994), Report B, Vol. I, Table A01.

Table 3.2: Size distribution of households by region and area

Region/Area	Average household size	Distribution of households by size (%)										Total	
		1	2	3	4	5	6	7	8	9	10+	(%)	(No.)
Caprivi	5.4	5.9	9.8	13.0	18.1	12.0	11.8	10.4	6.2	3.2	9.6	100.0	19,401
Erongo	3.6	21.2	20.7	16.1	12.3	12.7	6.0	3.2	2.7	1.5	3.7	100.0	19,454
Hardap	4.4	16.5	18.2	14.7	10.2	10.7	4.8	9.0	6.2	3.5	6.3	100.0	12,128
Karas	4.2	16.3	16.2	11.3	15.6	14.7	9.9	6.6	3.4	0.9	5.0	100.0	11,274
Khomas	4.4	10.9	16.3	15.4	16.6	12.2	10.0	5.6	5.1	2.1	5.6	100.0	44,367
Kunene	3.8	18.0	20.7	18.9	13.7	8.6	5.8	5.6	2.2	2.0	4.7	100.0	12,743
Ohangwena	6.9	7.0	3.9	7.4	9.8	11.3	8.3	13.2	10.3	5.7	23.0	100.0	31,149
Okavango	6.5	5.6	6.5	10.2	9.7	11.0	12.0	10.8	8.7	7.6	17.7	100.0	16,451
Omaheke	4.0	17.2	19.4	16.5	13.7	9.9	8.9	4.3	3.6	1.8	4.8	100.0	9,767
Omusati	6.8	2.2	3.8	8.9	12.7	12.2	11.7	10.4	9.9	9.2	19.0	100.0	23,293
Oshana	5.8	6.4	9.1	13.8	11.2	13.3	9.9	7.8	6.3	8.7	13.5	100.0	27,115
Oshikoto	5.7	9.0	9.1	12.7	9.3	9.3	13.7	10.0	8.2	6.5	12.2	100.0	20,042
Otjozondjupa	3.7	19.1	19.8	17.0	17.2	8.6	6.4	3.6	3.9	1.2	3.3	100.0	24,605
Urban	4.4	12.9	16.7	14.6	15.1	12.3	9.2	5.7	4.9	2.5	6.1	100.0	102,573
Rural	5.6	9.8	10.0	12.5	12.2	10.9	9.5	9.2	7.1	5.5	13.4	100.0	169,214
Namibia	**5.2**	**11.0**	**12.5**	**13.3**	**13.3**	**11.4**	**9.4**	**7.9**	**6.3**	**4.4**	**10.6**	**100.0**	**271,787**

Table 3.3: Age structure of the population by area and sex

Age group (years)	National						Urban						Rural					
	Total		Female		Male		Total		Female		Male		Total		Female		Male	
	(No.)	(%)	(No.)	(%)	(No.)	(%)	(No.)	(%)	(No.)	(%)	(No.)	(%)	(No.)	(%)	(No.)	(%)	(No.)	(%)
00 - 04	196,470	14.0	98,653	13.5	97,817	14.6	49,818	11.0	24,650	11.0	25,168	10.9	146,652	15.5	74,002	14.7	72,649	16.
05 - 09	202,854	14.5	102,951	14.1	99,904	14.9	52,135	11.5	26,717	11.9	25,418	11.1	150,719	15.9	76,234	15.1	74,485	16.
10 - 14	167,180	11.9	87,671	12.0	79,509	11.9	44,666	9.8	23,422	10.4	21,244	9.2	122,514	13.0	64,249	12.7	58,265	13.
15 - 19	153,790	11.0	76,171	10.4	77,619	11.6	42,907	9.4	22,219	9.9	20,687	9.0	110,883	11.7	53,952	10.7	56,931	12.
20 - 24	132,982	9.5	69,751	9.6	63,231	9.4	51,199	11.3	26,426	11.8	24,773	10.8	81,782	8.6	43,325	8.6	38,458	8.
25 - 29	112,520	8.0	60,311	8.3	52,209	7.8	50,906	11.2	24,684	11.0	26,222	11.4	61,614	6.5	35,627	7.1	25,988	5.
30 - 34	87,102	6.2	46,545	6.4	40,557	6.0	43,403	9.6	20,226	9.0	23,177	10.1	43,698	4.6	26,318	5.2	17,380	3.
35 - 39	74,225	5.3	40,217	5.5	34,008	5.1	35,554	7.8	17,022	7.6	18,531	8.1	38,671	4.1	23,195	4.6	15,476	3.
40 - 44	56,498	4.0	30,753	4.2	25,745	3.8	24,634	5.4	11,687	5.2	12,946	5.6	31,864	3.4	19,066	3.8	12,798	2.
45 - 49	48,813	3.5	25,894	3.6	22,919	3.4	19,369	4.3	8,267	3.7	11,102	4.8	29,444	3.1	17,628	3.5	11,817	2.
50 - 54	33,764	2.4	17,362	2.4	16,402	2.4	12,477	2.7	5,932	2.6	6,545	2.8	21,287	2.3	11,430	2.3	9,857	2.
55 - 59	31,959	2.3	17,361	2.4	14,598	2.2	9,887	2.2	4,135	1.8	5,753	2.5	22,072	2.3	13,227	2.6	8,845	2.
60 - 64	26,405	1.9	13,086	1.8	13,319	2.0	5,742	1.3	2,807	1.3	2,935	1.3	20,663	2.2	10,279	2.0	10,384	2.
65+	73,259	5.2	41,483	5.7	31,776	4.7	11,231	2.5	5,987	2.7	5,243	2.3	62,028	6.6	35,496	7.0	26,532	6.
Not reported	965	0.1	451	0.1	514	0.1	124	0.0	0.0	0.0	124	0.1	841	0.1	451	0.1	390	0.
Unknown age	1,306	0.1	659	0.1	647	0.1	168	0.0	19	0.0	149	0.1	1,139	0.1	641	0.1	498	0.
Total	**1,400,092**	**100.0**	**729,320**	**100.0**	**670,772**	**100.0**	**454,220**	**100.0**	**224,202**	**100.0**	**230,019**	**100.0**	**945,872**	**100.0**	**505,118**	**100.0**	**440,753**	**100.**

Table 3.4: Dependency ratios by area

Area	Population (No.)				Dependency ratio (%)		
	Child (0 - 14 years)	Aged (65+ years)	Non-working age (0 - 14 & 65+ years)	Working age (15 - 64 years)	Child	Aged	Overall
	(1)	(2)	(3)=(1)+(2)	(4)	(1)/(4)	(2)/(4)	(3)/(4)
Urban	146,619	11,231	157,850	296,078	49.5	3.8	53.3
Rural	419,885	62,028	481,912	461,980	90.9	13.4	104.3
Namibia	**566,504**	**73,259**	**639,763**	**758,058**	**74.7**	**9.7**	**84.4**

Table 3.5: Educational profile of the population aged 6 years or more by age, area and sex

Age group (years)/Area	Sex	Educational attainment (%)										Total	
		No Education	Primary Education	Junior Secondary	Senior Secondary	After Std 10 Certificate	Teachers Training	University	Post-Graduate	Not Reported	Don't Know	(%)	(No.)
00 - 04	B	100.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	100.0	196470
05 - 09	B	20.2	79.1	0.0	0.0	0.0	0.0	0.0	0.0	0.6	0.0	100.0	153,614
10 - 14	B	3.3	93.2	3.3	0.0	0.0	0.0	0.0	0.0	0.1	0.0	100.0	167,180
15 - 19	B	3.7	57.7	31.0	7.0	0.2	0.0	0.1	0.0	0.3	0.0	100.0	153,790
20 - 24	B	7.0	33.1	36.8	20.3	1.3	0.2	1.0	0.1	0.3	0.0	100.0	132,982
25 - 29	B	8.8	34.3	33.1	18.3	2.5	0.6	1.5	0.7	0.1	0.1	100.0	112,520
30 - 34	B	11.2	35.8	29.1	14.6	3.2	2.6	2.0	1.0	0.5	0.1	100.0	87,102
35 - 39	B	15.0	39.7	24.9	10.1	3.6	2.3	3.3	0.9	0.3	0.0	100.0	74,225
40 - 44	B	18.9	39.5	23.5	8.7	2.7	2.1	2.8	1.6	0.2	0.0	100.0	56,498
45 - 49	B	23.6	43.1	19.2	6.4	1.9	1.5	2.4	1.6	0.4	0.0	100.0	48,813
50 - 54	B	25.5	44.6	17.1	5.9	1.6	1.6	2.2	1.0	0.3	0.2	100.0	33,764
55 - 59	B	33.6	45.8	10.7	5.4	1.0	0.9	1.6	0.9	0.1	0.0	100.0	31,959
60 - 64	B	37.0	46.1	9.7	3.9	1.3	0.3	0.9	0.0	0.7	0.1	100.0	26,405
65 or more	B	54.0	34.3	7.0	2.8	0.4	0.1	0.4	0.1	0.8	0.1	100.0	73,259
Not reported	B	50.8	25.1	3.7	5.7	0.0	0.0	0.0	0.0	14.7	0.0	100.0	965
Unknown age	B	46.7	22.2	3.4	9.8	0.0	0.0	0.0	0.0	15.6	2.3	100.0	1,306
Urban	B	7.9	41.6	26.9	16.0	2.5	1.0	2.6	1.1	0.3	0.1	100.0	393,382
	F	7.2	40.6	29.3	15.9	2.2	1.1	2.8	0.7	0.2	0.0	100.0	194,033
	M	8.7	42.6	24.7	16.1	2.7	0.8	2.5	1.4	0.4	0.1	100.0	199,350
Rural	B	18.8	60.0	15.4	4.0	0.6	0.5	0.2	0.1	0.4	0.0	100.0	760,999
	F	19.4	57.6	17.0	4.1	0.6	0.6	0.2	0.1	0.4	0.0	100.0	411,309
	M	18.1	62.7	13.4	3.9	0.6	0.5	0.2	0.1	0.4	0.0	100.0	349,691
Namibia	B	15.1	53.7	19.3	8.1	1.2	0.7	1.0	0.4	0.4	0.0	100.0	1,154,382
	F	15.5	52.2	20.9	7.9	1.1	0.7	1.0	0.3	0.3	0.0	100.0	605,341
	M	14.7	55.4	17.5	8.3	1.4	0.6	1.0	0.6	0.4	0.0	100.0	549,040

Table 3.6: Distribution of households by type of housing unit, region and area

Region/Area	Type of housing unit (% of households)											Total	
	Detached house	Semi-detached/ townhouse	Apartment/ flat	Guest flat	Part commercial	Mobile house	Single quarter	Traditional dwelling	Improvised housing unit	Other	Not reported	(%)	(No.)
Caprivi	5.8	3.5	5.0	1.0	0.9	0.3	1.5	81.6	0.3	0.0	0.0	100.0	19,401
Erongo	55.0	5.7	8.9	0.1	0.2	0.1	9.2	11.7	8.9	0.0	0.3	100.0	19,454
Hardap	57.3	8.4	4.0	0.4	0.4	0.0	0.2	13.5	13.5	1.9	0.4	100.0	12,128
Karas	66.8	2.3	3.1	0.4	0.0	0.2	0.2	20.1	6.8	0.0	0.0	100.0	11,274
Khomas	64.0	11.0	5.2	0.9	0.3	0.0	4.4	1.0	12.8	0.0	0.5	100.0	44,367
Kunene	45.0	6.1	1.1	0.7	0.0	1.8	6.2	28.2	9.6	1.1	0.2	100.0	12,743
Ohangwena	0.0	0.5	0.0	0.0	0.3	0.3	0.3	96.7	1.5	0.0	0.3	100.0	31,149
Okavango	13.3	1.4	0.4	0.0	1.0	0.2	0.3	80.4	2.6	0.0	0.4	100.0	16,451
Omaheke	63.5	7.3	1.7	0.0	0.6	0.4	0.2	19.0	6.3	0.3	0.6	100.0	9,767
Omusati	0.5	0.0	0.0	0.0	0.0	0.0	0.0	99.2	0.0	0.0	0.3	100.0	23,293
Oshana	22.1	3.7	0.8	0.3	1.0	1.0	0.9	63.9	6.0	0.0	0.4	100.0	27,115
Oshikoto	16.5	3.6	1.4	0.0	0.0	1.5	0.2	72.2	4.5	0.0	0.0	100.0	20,042
Otjozondjupa	42.7	7.7	2.8	0.1	0.7	3.7	7.3	16.3	18.6	0.1	0.0	100.0	24,605
Urban	61.9	8.6	6.4	0.7	0.7	0.7	6.2	3.7	10.3	0.3	0.4	100.0	102,573
Rural	14.9	2.7	0.5	0.1	0.3	0.8	0.4	74.7	5.4	0.1	0.2	100.0	169,214
Namibia	**32.6**	**4.9**	**2.7**	**0.3**	**0.4**	**0.7**	**2.6**	**47.9**	**7.2**	**0.2**	**0.3**	**100.0**	**271,787**

Table 3.7: Distribution of households by type of housing tenure, region and area

Region/Area	Type of housing tenure (% of households)								Total	
	Rented, not tied to job	Owner occupied, with mortgage	Owner occupied, no mortgage	Rent free, not owner occupied	Provided by employer, govt.	Provided by employer, private	Other	Not reported	(%)	(No.)
Caprivi	0.7	1.9	90.3	4.7	1.9	0.3	0.0	0.2	100.0	19,401
Erongo	30.0	19.6	34.2	2.0	1.9	11.5	0.0	0.7	100.0	19,454
Hardap	4.9	17.4	49.8	6.6	4.5	16.7	0.2	0.0	100.0	12,128
Karas	11.7	23.2	38.0	1.4	4.5	21.0	0.0	0.1	100.0	11,274
Khomas	11.2	51.6	22.1	1.8	5.6	6.4	0.7	0.6	100.0	44,367
Kunene	9.5	9.8	37.8	3.0	7.5	31.6	0.9	0.0	100.0	12,743
Ohangwena	0.8	4.0	91.8	1.4	0.3	1.0	0.5	0.3	100.0	31,149
Okavango	2.0	7.7	86.3	1.0	2.0	0.5	0.3	0.2	100.0	16,451
Omaheke	3.8	12.0	38.4	8.0	9.9	27.5	0.4	0.0	100.0	9,767
Omusati	0.0	0.9	97.4	0.6	0.6	0.0	0.0	0.4	100.0	23,293
Oshana	2.8	5.5	82.2	2.5	5.4	1.1	0.0	0.6	100.0	27,115
Oshikoto	7.4	5.5	77.1	1.6	0.6	7.8	0.0	0.1	100.0	20,042
Otjozondjupa	5.6	7.9	35.1	12.0	6.4	32.3	0.4	0.3	100.0	24,605
Urban	17.2	35.8	32.6	4.0	6.0	3.7	0.4	0.4	100.0	102,573
Rural	0.6	2.8	77.5	2.8	2.3	13.4	0.2	0.3	100.0	169,214
Namibia	**6.9**	**15.3**	**60.6**	**3.3**	**3.7**	**9.7**	**0.3**	**0.3**	**100.0**	**271,787**

Table 3.8: Distribution of households by main source of income, region and area

Region/Area	Main source of income (% of households)									Total	
	Subsis-tence farming	Cash cropping	Animal rearing	Business activities	Wages and salaries	Pension	Cash remit-tances	Other	Not reported	(%)	(No.)
Caprivi	33.8	1.5	1.0	7.4	20.0	4.5	27.9	3.8	0.0	100.0	19,401
Erongo	1.9	0.0	2.0	4.9	71.7	11.4	6.4	1.2	0.5	100.0	19,454
Hardap	1.5	1.5	12.8	4.0	53.5	16.3	9.5	0.9	0.0	100.0	12,128
Karas	1.7	0.3	4.0	1.8	70.8	13.4	6.3	1.5	0.2	100.0	11,274
Khomas	0.3	0.1	0.1	8.4	81.9	2.9	4.2	1.4	0.6	100.0	44,367
Kunene	8.9	1.4	7.4	5.5	61.2	7.8	5.4	2.5	0.0	100.0	12,743
Ohangwena	72.2	1.2	0.4	2.9	8.2	9.3	4.5	1.4	0.0	100.0	31,149
Okavango	48.7	2.2	1.8	7.4	30.8	5.1	2.4	1.3	0.2	100.0	16,451
Omaheke	14.0	1.6	9.0	3.0	55.8	8.9	4.1	3.3	0.3	100.0	9,767
Omusati	57.3	9.0	0.2	2.1	8.7	12.9	8.7	0.4	0.7	100.0	23,293
Oshana	44.7	3.1	0.2	6.9	28.9	6.5	8.3	0.9	0.4	100.0	27,115
Oshikoto	41.9	6.5	0.3	3.7	33.5	10.7	3.0	0.4	0.0	100.0	20,042
Otjozondjupa	2.2	0.9	8.4	5.1	68.6	9.0	5.4	0.5	0.0	100.0	24,605
Urban	1.0	0.4	0.4	8.6	75.0	6.3	6.8	1.1	0.4	100.0	102,573
Rural	43.6	3.4	4.0	3.2	27.2	9.5	7.4	1.5	0.2	100.0	169,214
Namibia	**27.5**	**2.2**	**2.6**	**5.3**	**45.2**	**8.3**	**7.2**	**1.4**	**0.3**	**100.0**	**271,787**

Table 3.9: Distribution of households by main and secondary sources of income

Main source of income/Area	Secondary source of income (% of households)											Total	
	Subsis-tence farming	Cash cropping	Animal rearing	Business activities	Wages and salaries	Pension	Cash remit-tances	None	Other means	Not reported	Don't know	(%)	(No.)
Subsistence farming	2.7	1.3	1.4	4.9	7.9	20.4	12.9	47.6	0.7	0.0	0.0	100.0	74,851
Cash cropping	0.0	0.0	0.8	3.6	6.3	14.4	5.4	69.6	0.0	0.0	0.0	100.0	6,091
Animal rearing	1.8	1.2	3.0	4.2	3.8	16.4	4.5	62.9	1.8	0.4	0.0	100.0	7,150
Business activities	3.3	0.6	1.2	5.5	5.7	4.2	5.0	73.8	0.5	0.1	0.1	100.0	14,290
Wages and salaries	4.2	0.9	1.3	4.1	2.8	1.9	2.0	82.0	0.5	0.3	0.0	100.0	122,954
Pension	11.4	2.9	3.9	1.3	3.2	0.9	14.8	60.7	1.0	0.0	0.0	100.0	22,568
Cash remittances	5.7	0.2	0.6	1.4	1.0	2.7	3.0	84.4	0.7	0.5	0.0	100.0	19,484
Other means	4.2	0.0	0.0	0.6	1.2	0.0	0.9	89.9	2.4	0.7	0.0	100.0	3,676
Not reported	0.0	0.0	0.0	1.9	2.4	0.0	0.0	21.1	0.0	74.6	0.0	100.0	725
All main sources													
Urban	0.9	0.2	0.5	4.6	4.3	1.7	3.7	83.1	0.3	0.7	0.0	100.0	102,573
Rural	6.3	1.6	2.1	3.5	4.4	11.4	8.1	61.5	0.9	0.2	0.0	100.0	169,214
Namibia	**4.3**	**1.1**	**1.5**	**3.9**	**4.4**	**7.7**	**6.4**	**69.7**	**0.7**	**0.4**	**0.0**	**100.0**	**271,787**

Figure 3.1: Age pyramid for Namibia, 1997

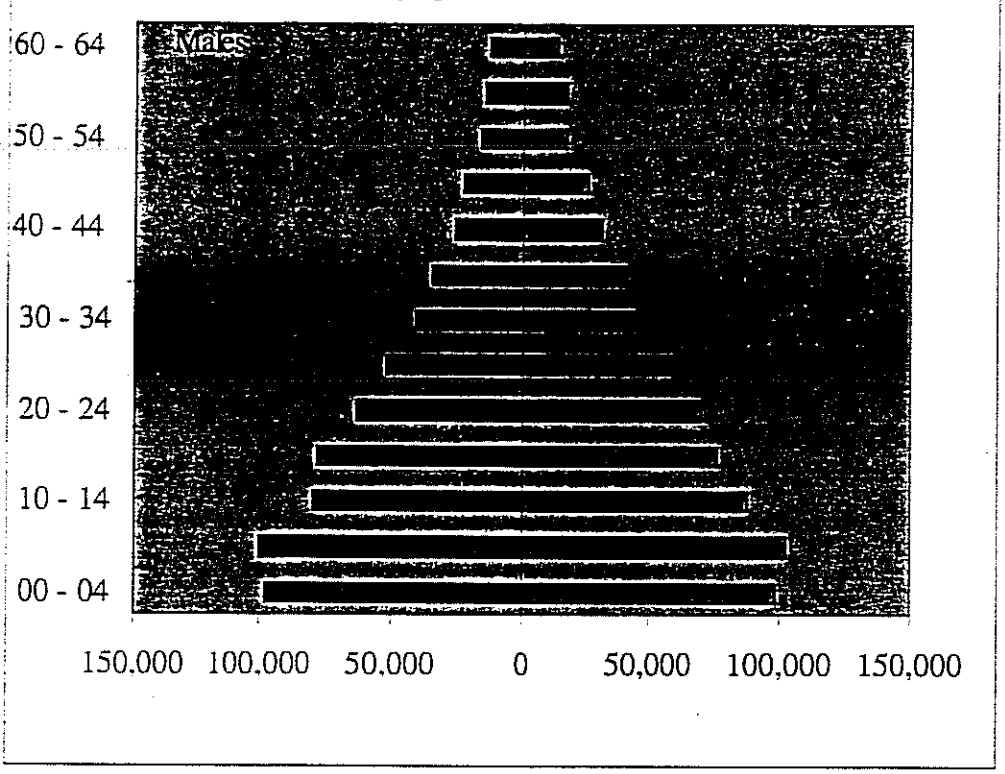
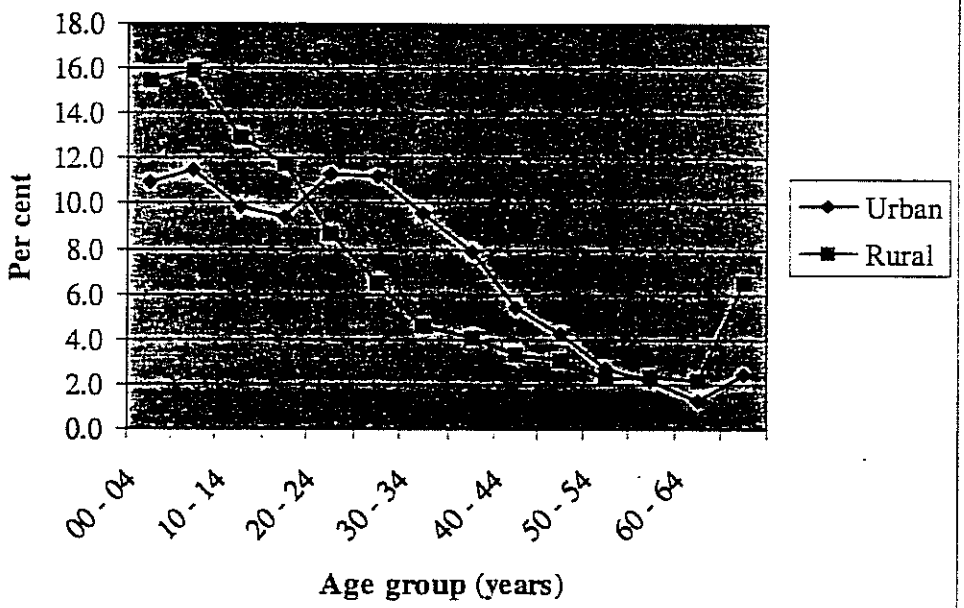


Figure 3.2: Age structure in urban and rural areas



CHAPTER 4

ECONOMIC ACTIVITY OF THE POPULATION

The labour force framework

4.1 The volume of available human resources can be measured in the *labour force framework*. The central concept in this framework is the *economically active population*, or the *labour force*, which gives a measure of the number of persons that constitute the supply of labour at a given moment in time. The economy-wide supply of labour determines the amount of labour available for the production of goods and services. To measure labour supply, the labour force framework classifies the population into mutually exclusive and exhaustive categories based on a specific set of rules (ILO, 1990, p. 36). These categories are the ***employed***, the ***unemployed***, together constituting the economically active population or the labour force, and those not in the labour force (the *economically inactive population*).

4.2 According to the priority rules of the labour force framework, employment has precedence over unemployment, and unemployment has precedence over inactivity. A person is employed when he or she has worked for pay, profit or family gain for at least one hour during the reference period of seven days preceding the interview (see Box 4.1 for the full definitions of various concepts). The application of the priority rules thus implies that a person who has been without work for most of the reference week, for example four days, is nevertheless regarded as employed if he or she has worked for at least one hour during that week. Within the labour force framework, unemployment is limited to a total lack of work (and further constrained by other conditions, see below), thus ensuring a straightforward link between employment, hours of work and income from employment (ILO, 1990, p. 40). By the same token, a student is considered to be economically inactive and outside the labour force. However, if a student is available for work, he or she is classified as unemployed. If a student has worked at least one-hour during the interview period, he or she is classified as employed.

Participation in the labour force

4.3 The (current) *labour force participation rate* (LFPR), or the (economic) *activity rate*, is the proportion of the working age population (those aged 15 years or more) which is economically active, i.e. either employed or unemployed. It depends on a host of factors of which age and sex are two of the most important. Table 4.1 provides the LFPRs for various groups broken down by age, sex and urban/rural area.

4.4 As may be seen, the labour force participation rate in Namibia is 66 per cent. This is a relatively high figure, explainable in large part by the massive participation of women in the labour force. Indeed, the participation rate of women is 62 per cent, not much below that of men which is 69 per cent. When these rates are combined with the fact that women in the working age population are 12 per cent more numerous than men, the result is that Namibia's labour force consists of more women than men, a highly unusual situation in any country. Earlier surveys in Namibia had reached the more common finding that the labour force consisted of more men than women. This peculiarity of the NLFS has much to do with the less restrictive definition of unemployment used. This issue will be discussed in more detail below (see in particular Box 4.2)

4.5 Labour force participation rates usually tend to increase with age up to a certain point as students leave school and enter the job market. After reaching their peaks they begin to decline as older workers gradually leave the labour force due to, inter alia, advanced age, growing family responsibilities, illness or disability, and retirement. Namibia is no exception. As can be seen in Table

4.1, the participation rate in Namibia rises rapidly from 23 per cent for the 15-19 age group to a peak of 90 per cent for those 30-34 before beginning to fall steadily to 35 per cent for those aged 65 and more. The same pattern obtains for both men and women, though the participation rate of men is generally higher than that of women (Figure 4.1). The gap in fact tends to widen with age (after the peak participation rates are reached at 30-34 age bracket) as women leave the labour market much more rapidly than men, in large part because of their growing responsibilities at the family level (child care, etc.).

4.6 As might be expected in the light of the difference between the age structures of the population in urban and rural areas (see Chapter 3), the urban participation rate is higher than the rural one, 76 and 60 per cent respectively. This is true for all age groups except those over 60 (Figure 4.2). Men tend to be economically more active, particularly in urban areas. Thus, while the LFPR of men in urban areas is 80 per cent compared to 71 per cent for women, the corresponding figures in rural areas are 62 and 58 per cent. It might also be noted that regional disparities in LFPRs are large, ranging from 47 per cent in Omusati to 80 per cent in Khomas (Table 4.2).

Employment and unemployment

4.7 The NLFS uses the "broad" or "expanded" definition of unemployment. This means that the unemployed are those persons aged 15 years and older who, during the seven-day period before the interview (the reference period), did not work and had no job or business to go back to, but who were available for work. This definition makes no distinction between persons looking or not looking for work, as both categories are regarded as unemployed. The "strict" definition of unemployment, by contrast, requires that those without a job and available for work, actively look for work as well.

4.8 Table 4.2 shows the distribution of the population aged 15 years or more by *current* economic activity and other classification criteria, along with the labour force participation rate and the rate of unemployment. It may be seen that of the total of 833,588 people aged 15 or more, 546,918 are economically active and the rest inactive. The economically active population or the labour force, in turn, is comprised of 356,849 who are employed and the rest, or 190,069, who are unemployed. For reasons explained in earlier chapters, these absolute figures underestimate the true volumes involved, just as the NLFS estimate of the population was argued to be too low. Inasmuch as possible, we shall avoid dwelling on such absolute figures in this Interim Report. The more plausible estimates that will result from the use of updated weights in the forthcoming Final Report are likely to be considerably higher and are more usefully examined then. The rates and percentages of this Interim Report, however, are unlikely to be much affected by the adjustment of the weighting scheme and we shall therefore be primarily focusing on them in this Report.

4.9 Given the broad definition of unemployment used in the NLFS, the rate of unemployment in Namibia is estimated to be 34.8 per cent. This is a very high rate, but it should not be directly compared to the much lower rates estimated for Namibia by earlier surveys. Indeed, this rate would fall considerably to 19.9 per cent if, as in previous surveys, the strict definition of unemployment is used, i.e. if those not looking for work are not included among the unemployed (see Box 4.2 for a discussion of these rates as compared to other recent data on unemployment). The rate of unemployment is higher for women than for men, 41 per cent compared to 29 per cent respectively. Similar differences between women and men can also be observed in urban and rural areas.

4.10 The rural rate of unemployment (36 per cent) is only slightly higher than the urban rate (33 per cent). Regional variations, however, are considerable. Caprivi and Omusati, both predominantly rural, have the highest unemployment rates of around 50 per cent, while Oshikoto, also predominantly a rural region, has the lowest rate of 25 per cent. The two predominantly urban regions, Erongo and Khomas, do somewhat better than the national average, with unemployment rates of around 30 per cent each.

Current and usual activity status

4.11 As mentioned earlier, the current labour supply is measured in the labour force framework by examining activities of the working age population (i.e., the population aged 15 years or more) during the reference week. The NLFS however also enquired about the *main* activity of the working age population during the past 12 months, defined as *usual* activity. The predominant reason for using both concepts (current and usual activity) when measuring employment and unemployment is the need to capture seasonal employment patterns. Another, more costly way of gaining insight into seasonal employment is to stagger the survey over the whole year and increase its frequency. Attention to this aspect of labour utilisation is clearly warranted in Namibia, as almost 30 per cent of the households derive much of their income from subsistence farming and cash cropping (Table 3.8), which are highly seasonal activities.

4.12 In contrast to the priority rules of the labour force framework, measurement of the usually active population starts with classifying individuals as either usually active or usually inactive. This classification depends on what a person has been doing for the longest period over the past 12 months. As shown in Table 4.3, according to this definition 338,171 persons are usually employed in Namibia, 183,583 are usually unemployed, and their sum, or 521,754, are classified as usually economically active. The usual LFPR is 63 per cent, somewhat lower than the current LFPR of 66 per cent. The rate of unemployment is, at 35.2 per cent, almost identical to that measured according to the current activity status.

4.13 A comparison of Tables 4.2 and 4.3 reveals that the number of those who are currently active exceeds that of the usually active by 25,164, or about 5 per cent of the labour force. This difference concerns essentially women, mostly rural women. These women appear to consider themselves homemaker for most of the year (their usual status), but happened to be engaged in some type of economic activity for at least one hour during the week preceding the NLFS (their current status).

4.14 The majority (57 per cent) of those who are usually unemployed have had no previous job experience and are seeking a job for the first time. Although the differences are by no means large, the lack of previous job experience is more common in rural as compared to urban areas, and among women as compared to men.

The inactive population

4.15 Over a third of the working age population in Namibia is economically inactive (Table 4.4). The main reasons for inactivity are education (55 per cent of the inactive population are students), family responsibilities (17 per cent are homemakers), and old age (17 per cent). The remaining 10 per cent or so are mostly ill, disabled, or retired. A noteworthy difference is the fact that the proportion of the students is considerable higher among males (67 per cent) than among females (45 per cent). The reverse is the case for homemakers (4 per cent of the inactive males and 27 per cent of the inactive females). This broad picture holds for the usual activity status as well (Table 4.5) except that the importance of homemaking as the reason for inactivity tends to rise for all categories, urban or rural, and women or men.

4.16 The difference in the percentage of students among all economically inactive between urban and rural areas is limited (55.5 per cent and 54.3 per cent in urban and rural areas, respectively). The same is however not true for differences between regions. The percentage of students among all economically inactive is very low in Kunene, Omaheke and Otjozondjupa (around 20-30 per cent). High percentages are registered for Khomas, Ohangwena, Oshana and Oshikoto (around 65 per cent).

Furthermore, an exceptionally large difference between the proportion of students among males and females can be noted in Caprivi and in Omaheke (30-35 per cent).

Box 4.1: Definitions

The labour force framework

1. (Currently) ***Employed persons*** are those aged 15 years or more who worked for pay, profit or family gain for at least one hour during a seven-day period before the interview or who did not work during that period but had a job or business to go back to.

2. (Currently) ***Unemployed persons*** are those aged 15 years or more, during the seven-day period before the interview, did not work and had no job or business to go back to, but who were available for work.

3. The ***labour force*** equals the number of employed plus the number of unemployed

4. The (current) ***labour force participation rate***, or ***economic activity rate***, is the percentage of persons that are (currently) economically active out of all persons aged 15 years and above (the working age population).

5. The ***unemployment rate*** is the percentage of unemployed persons in the labour force.

6. The ***usual activity status*** is determined by a person's main activity. The ***main activity*** refers to what a person has been doing for the longest period within the last twelve months. The ***usually active population*** equals the number of usually employed plus the number of usually unemployed.

7. The ***usually unemployed*** (first time job seekers and worked before) are persons aged 15 years or more, who, during most of the twelve months preceding the interview, were not in any paid employment or self employment and were actively looking for work and were available for work if they were offered jobs. In addition, persons who were not actively looking for work because they believe there are no jobs for them, but are available for work, are also classified as usually unemployed.

Box 4.2: The rate of unemployment: A comparative analysis

1. Unemployment can be measured according to the "broad" or the "strict" definition, depending on the inclusion or exclusion of those without a job who are available for work but are not actually seeking it. Both definitions are consistent with the principles of the labour force framework, but selecting one or the other tends to have a large impact on the rate of unemployment and may be quite controversial.

2. According to the international standards, the unemployed should in principle satisfy the three criteria of being without work, available for work, and seeking work. However, the standards adopted in 1982 introduced a provision allowing the "seeking work" criterion to be relaxed in situations where "the conventional means of seeking work are of limited relevance, where the labour market is largely unorganised or of limited scope, where labour absorption is at the time inadequate, or where the labour force is largely self-employed" (ILO, 1990, p. 105). The labour market conditions in Namibia clearly allow for a relaxation of the job search criterion, which is the approach adopted by the NLFS. It is however instructive to examine the implications of alternative definitions empirically, in particular in relation to changes in the rate of unemployment over time.

3. Table 4.6 provides comparable estimates of the rate of unemployment using the "broad" and "strict" definitions for two periods: 1993/94 based on the NHIES data (CSO, 1996a and b, and communication from the CBS), and 1997 based on the NLFS data. The results are also broken down by sex. As may be seen, the two definitions yield very different rates of unemployment. With the broad definition, the rate of unemployment in 1997 amounts to 34.8 per cent, resulting from 190,069 unemployed out of a total labour force of 546,918. If the strict definition is adopted, both the number of the unemployed and the size of the labour force diminish by the number of those not actively seeking work, mostly homemakers. The resulting unemployment rate is 19.9 per cent, or 88,739 out of a total labour force of 445,587 persons.

4. The Namibia Household Income and Expenditure Survey (NHIES) adopted the strict definition of unemployment, but the table makes appropriate adjustments to allow for the comparison of unemployment rates between the NLFS and NHIES using both definitions. It may be seen that under the broad definition, the rate of unemployment in 1993/94 was 32.9 per cent for the country as a whole. A comparison of this rate with the 34.8 per cent of the 1997 NLFS suggests a limited increase in the rate of unemployment in recent years. Analogously, the use of the strict definition of unemployment indicates only a marginal increase between the two periods (from 19.4 per cent in 1993/94 to 19.9 per cent in 1997). See Table 4.6 and Figure 4.3.

5. The disaggregated results in Table 4.6 suggest other observations of interest as well. For example, the urban rate of unemployment is somewhat higher than the rural rate in both periods if the broad definition is employed. With the use of the strict definition, however, the situation is completely reversed, with the urban rate considerably exceeding the rural one in both periods. Analogously, the change from a broad to a strict definition results in a considerable narrowing of the gap in the rates of unemployment between men and women, regardless of the period. These findings are both due mainly to the preponderance of jobless women who, while available for work, are not actually looking for it. Their inclusion or exclusion from the ranks of the unemployed and the labour force has a substantial impact not only on the rate of unemployment, but also on the various types of comparison made. A lot, therefore, hinges on the precise definition used. As always, one should be wary of comparing apples and oranges.

Table 4.1: Labour force participation rate (LFPR) by area, age and sex

Age group (years)	Total			Females			Males		
	Population 15 & more	Labour force	LFPR	Population 15 & more	Labour force	LFPR	Population 15 & more	Labour force	LFPR
	(No.)		(%)	(No.)		(%)	(No.)		(%)
National									
15 - 19	153,790	34,999	22.8	76,171	18,151	23.8	77619	16,848	21.7
20 - 24	132,982	90,520	68.1	69,751	49,045	70.3	63231	41,474	65.6
25 - 29	112,520	98,299	87.4	60,311	50,991	84.5	52209	47,308	90.6
30 - 34	87,102	78,502	90.1	46,545	39,920	85.8	40557	38,582	95.1
35 - 39	74,225	66,416	89.5	40,217	34,097	84.8	34008	32,320	95.0
40 - 44	56,498	48,428	85.7	30,753	24,307	79.0	25745	24,121	93.7
45 - 49	48,813	40,058	82.1	25,894	19,025	73.5	22919	21,033	91.8
50 - 54	33,764	26,180	77.5	17,362	11,335	65.3	16402	14,845	90.5
55 - 59	31,959	22,363	70.0	17,361	9,844	56.7	14598	12,519	85.8
60 - 64	26,405	15,001	56.8	13,086	5,655	43.2	13319	9,346	70.2
65 & more	73,259	25,287	34.5	41,483	11,290	27.2	31776	13,996	44.0
15 & more	**831,317**	**546,052**	**65.7**	**438,935**	**273,660**	**62.3**	**392,382**	**272,392**	**69.4**
Urban									
15 - 19	42,907	10,756	25.1	22,219	5,733	25.8	20,687	5,023	24.3
20 - 24	51,199	41,085	80.2	26,426	21,105	79.9	24,773	19,980	80.7
25 - 29	50,906	46,585	91.5	24,684	21,922	88.8	26,222	24,663	94.1
30 - 34	43,403	40,455	93.2	20,226	18,042	89.2	23,177	22,413	96.7
35 - 39	35,554	32,947	92.7	17,022	15,141	88.9	18,531	17,806	96.1
40 - 44	24,634	22,142	89.9	11,687	9,795	83.8	12,946	12,346	95.4
45 - 49	19,369	17,173	88.7	8,267	6,608	79.9	11,102	10,566	95.2
50 - 54	12,477	9,775	78.3	5,932	3,906	65.9	6,545	5,869	89.7
55 - 59	9,887	7,088	71.7	4,135	2,022	48.9	5,753	5,066	88.1
60 - 64	5,742	2,361	41.1	2,807	686	24.4	2,935	1,675	57.1
65 & more	11,231	2,137	19.0	5,987	511	8.5	5,243	1,626	31.0
15 & more	**307,309**	**232,504**	**75.7**	**149,394**	**105,472**	**70.6**	**157,916**	**127,032**	**80.4**
Rural									
15 - 19	110,883	24,243	21.9	53,952	12,418	23.0	56,931	11,825	20.8
20 - 24	81,782	49,435	60.4	43,325	27,940	64.5	38,458	21,495	55.9
25 - 29	61,614	51,714	83.9	35,627	29,069	81.6	25,988	22,645	87.1
30 - 34	43,698	38,047	87.1	26,318	21,878	83.1	17,380	16,169	93.0
35 - 39	38,671	33,469	86.5	23,195	18,956	81.7	15,476	14,513	93.8
40 - 44	31,864	26,286	82.5	19,066	14,511	76.1	12,798	11,775	92.0
45 - 49	29,444	22,885	77.7	17,628	12,417	70.4	11,317	10,468	88.6
50 - 54	21,287	16,405	77.1	11,430	7,429	65.0	9,857	8,976	91.1
55 - 59	22,072	15,276	69.2	13,227	7,822	59.1	8,845	7,453	84.3
60 - 64	20,663	12,640	61.2	10,279	4,969	48.3	10,384	7,671	73.9
65 & more	62,028	23,150	37.3	35,496	10,779	30.4	26,532	12,370	46.6
15 & more	**524,008**	**313,548**	**59.8**	**289,542**	**168,188**	**58.1**	**234,466**	**145,360**	**62.0**

Table 4.2: Economic activity of the population by region, area and sex (current activity)

Region/Area	Sex	Economically active population			Economically inactive population	Total population 15 & more	LFPR	Unemployment rate
		Employed	Unemployed	Total				
		(No.)					(%)	
Caprivi	B	17,602	18,538	36,140	22,620	59,706	60.5	51.3
	F	8,623	10,934	19,558	12,638	32,818	59.6	55.9
	M	8,979	7,603	16,582	9,983	26,888	61.7	45.9
Erongo	B	24,885	10,223	35,108	13,489	49,199	71.4	29.1
	F	8,271	6,036	14,307	8,398	22,980	62.3	42.2
	M	16,614	4,187	20,801	5,092	26,219	79.3	20.1
Hardap	B	14,206	8,432	22,639	12,848	35,685	63.4	37.2
	F	4,799	4,119	8,918	8,700	17,741	50.3	46.2
	M	9,407	4,313	13,720	4,148	17,945	76.5	31.4
Karas	B	15,081	6,168	21,248	8,915	30,521	69.6	29.0
	F	6,112	3,208	9,320	5,697	15,224	61.2	34.4
	M	8,969	2,960	11,929	3,219	15,297	78.0	24.8
Khomas	B	77,647	33,241	110,888	25,598	138,199	80.2	30.0
	F	30,926	17,256	48,182	15,471	64,438	74.8	35.8
	M	46,721	15,985	62,706	10,127	73,761	85.0	25.5
Kunene	B	15,468	7,480	22,949	7,050	30,379	75.5	32.6
	F	4,225	5,145	9,370	4,512	14,111	66.4	54.9
	M	11,243	2,335	13,578	2,538	16,268	83.5	17.2
Ohangwena	B	38,731	21,210	59,941	52,168	112,936	53.1	35.4
	F	25,058	12,453	37,511	27,822	65,650	57.1	33.2
	M	13,673	8,757	22,430	24,346	47,286	47.4	39.0
Okavango	B	21,823	14,783	36,607	20,933	58,018	63.1	40.4
	F	10,776	8,852	19,629	11,868	31,745	61.8	45.1
	M	11,047	5,931	16,978	9,064	26,274	64.6	34.9
Omaheke	B	13,705	5,690	19,395	4,625	24,272	79.9	29.3
	F	5,546	3,580	9,126	3,149	12,436	73.4	39.2
	M	8,158	2,111	10,269	1,476	11,837	86.8	20.6
Omusati	B	19,793	19,311	39,104	42,010	82,604	47.3	49.4
	F	12,768	11,766	24,535	24,438	49,747	49.3	48.0
	M	7,025	7,544	14,569	17,572	32,857	44.3	51.8
Oshana	B	33,959	21,610	55,569	31,982	88,915	62.5	38.9
	F	19,268	13,342	32,610	17,132	50,432	64.7	40.9
	M	14,691	8,268	22,959	14,851	38,483	59.7	36.0
Oshikoto	B	30,758	10,013	40,771	21,227	62,860	64.9	24.6
	F	16,743	5,961	22,705	12,120	35,286	64.3	26.3
	M	14,015	4,051	18,066	9,107	27,574	65.5	22.4
Otjozondjupa	B	33,190	13,370	46,560	13,211	60,294	77.2	28.7
	F	10,176	8,278	18,454	8,644	27,439	67.3	44.9
	M	23,014	5,092	28,106	4,567	32,855	85.5	18.1
Urban	B	157,097	75,554	232,651	71,305	307,601	75.6	32.5
	F	64,005	41,466	105,472	42,134	149,412	70.6	39.3
	M	93,092	34,088	127,179	29,171	158,189	80.4	26.8
Rural	B	199,752	114,515	314,266	205,371	525,987	59.7	36.4
	F	99,287	69,464	168,751	118,454	290,633	58.1	41.2
	M	100,465	45,051	145,515	86,918	235,354	61.8	31.0
Namibia	**B**	**356,849**	**190,069**	**546,918**	**276,676**	**833,588**	**65.6**	**34.8**
	F	**163,292**	**110,931**	**274,223**	**160,588**	**440,045**	**62.3**	**40.5**
	M	**193,556**	**79,138**	**272,695**	**116,088**	**393,543**	**69.3**	**29.0**

Note: Total population 15 & more includes "Don't know" and "Not reported".

Table 4.3: Economic activity of the population by region, area and sex (usual activity)

Region/Area	Sex	Economically active population			Economically inactive population	Total population 15 & more	(Usual) LFPR	(Usual) Unemployment rate	Usually unemployed		
		Employed	Unemployed	Total					Worked before	First-time job seeker	Total
		(No.)					(%)				
Caprivi	B	17,969	14,495	32,463	27,243	59,706	54.4	44.6	31.0	69.0	100.0
	F	8,517	8,271	16,788	16,030	32,818	51.2	49.3	28.0	72.0	100.0
	M	9,452	6,223	15,675	11,213	26,888	58.3	39.7	35.1	64.9	100.0
Erongo	B	25,031	11,443	36,474	12,725	49,199	74.1	31.4	56.0	44.0	100.0
	F	8,312	6,787	15,100	7,880	22,980	65.7	44.9	56.4	43.6	100.0
	M	16,719	4,656	21,374	4,845	26,219	81.5	21.8	55.5	44.5	100.0
Hardap	B	13,763	9,566	23,330	12,356	35,685	65.4	41.0	60.0	40.0	100.0
	F	4,568	4,604	9,172	8,568	17,741	51.7	50.2	57.0	43.0	100.0
	M	9,195	4,962	14,157	3,787	17,945	78.9	35.0	62.8	37.2	100.0
Karas	B	15,149	5,892	21,040	9,480	30,521	68.9	28.0	59.9	40.1	100.0
	F	6,274	2,586	8,860	6,364	15,224	58.2	29.2	55.5	44.5	100.0
	M	8,875	3,306	12,181	3,116	15,297	79.6	27.1	63.3	36.7	100.0
Khomas	B	77,527	32,212	109,739	28,459	138,199	79.4	29.4	44.9	55.1	100.0
	F	30,767	16,196	46,963	17,474	64,438	72.9	34.5	40.7	59.3	100.0
	M	46,760	16,015	62,776	10,985	73,761	85.1	25.5	49.1	50.9	100.0
Kunene	B	15,416	5,606	21,022	9,357	30,379	69.2	26.7	40.3	59.7	100.0
	F	4,299	3,563	7,862	6,249	14,111	55.7	45.3	38.5	61.5	100.0
	M	11,117	2,043	13,160	3,108	16,268	80.9	15.5	43.4	56.6	100.0
Ohangwena	B	32,278	21,503	53,782	59,154	112,936	47.6	40.0	37.2	62.8	100.0
	F	20,712	10,862	31,575	34,075	65,650	48.1	34.4	26.7	73.3	100.0
	M	11,566	10,641	22,207	25,079	47,286	47.0	47.9	48.0	52.0	100.0
Okavango	B	18,333	14,181	32,514	25,504	58,018	56.0	43.6	35.2	64.8	100.0
	F	8,733	7,088	15,821	15,924	31,745	49.8	44.8	24.1	75.9	100.0
	M	9,599	7,094	16,693	9,581	26,274	63.5	42.5	46.4	53.6	100.0
Omaheke	B	13,928	5,098	19,026	5,247	24,272	78.4	26.8	57.9	42.1	100.0
	F	5,606	3,028	8,635	3,801	12,436	69.4	35.1	62.9	37.1	100.0
	M	8,321	2,070	10,391	1,446	11,837	87.8	19.9	50.6	49.4	100.0
Omusati	B	16,300	18,066	34,367	48,238	82,604	41.6	52.6	32.3	67.7	100.0
	F	10,985	9,692	20,677	29,070	49,747	41.6	46.9	17.2	82.8	100.0
	M	5,316	8,375	13,690	19,167	32,857	41.7	61.2	49.7	50.3	100.0
Oshana	B	31,643	21,502	53,145	35,770	88,915	59.8	40.5	37.1	62.9	100.0
	F	17,977	11,973	29,950	20,483	50,432	59.4	40.0	25.2	74.8	100.0
	M	13,667	9,529	23,195	15,288	38,483	60.3	41.1	52.1	47.9	100.0
Oshikoto	B	28,238	10,507	38,745	24,115	62,860	61.6	27.1	50.2	49.8	100.0
	F	14,722	6,076	20,798	14,488	35,286	58.9	29.2	45.9	54.1	100.0
	M	13,516	4,431	17,947	9,627	27,574	65.1	24.7	56.1	43.9	100.0
Otjozondjupa	B	32,595	13,512	46,107	14,187	60,294	76.5	29.3	57.0	43.0	100.0
	F	10,108	8,085	18,193	9,246	27,439	66.3	44.4	57.2	42.8	100.0
	M	22,487	5,428	27,914	4,940	32,855	85.0	19.4	56.7	43.3	100.0
Urban	B	156,634	73,741	230,375	77,226	307,601	74.9	32.0	48.1	51.9	100.0
	F	63,599	38,521	102,120	47,292	149,412	68.3	37.7	43.5	56.5	100.0
	M	93,035	35,219	128,255	29,934	158,189	81.1	27.5	53.1	46.9	100.0
Rural	B	181,537	109,842	291,379	234,608	525,987	55.4	37.7	40.2	59.8	100.0
	F	87,983	60,290	148,273	142,360	290,633	51.0	40.7	33.2	66.8	100.0
	M	93,555	49,552	143,106	92,248	235,354	60.8	34.6	48.7	51.3	100.0
Namibia	B	338,171	183,583	521,754	311,834	833,588	62.6	35.2	43.4	56.6	100.0
	F	151,581	98,812	250,393	189,652	440,045	56.9	39.5	37.2	62.8	100.0
	M	186,590	84,771	271,361	122,182	393,543	69.0	31.2	50.6	49.4	100.0

Table 4.4: Economically inactive population by current status, region, sex and area

Region/Area	Sex	Current status of the economically inactive (%)							Total	
		Student	Home-maker	Income recipient	Retired	Old age	Illness, disabled	Others	(%)	(No.)
Caprivi	B	53.9	19.5	0.6	3.2	14.7	7.7	0.3	100.0	22,620
	F	38.5	31.3	1.1	2.1	20.1	6.8	0.0	100.0	12,638
	M	73.4	4.6	0.0	4.6	7.9	8.9	0.6	100.0	9,983
Erongo	B	37.3	26.3	0.0	6.2	21.8	8.2	0.2	100.0	13,489
	F	27.9	38.6	0.0	5.0	22.0	6.2	0.3	100.0	8,398
	M	52.9	6.1	0.0	8.0	21.4	11.6	0.0	100.0	5,092
Hardap	B	25.4	34.5	0.3	3.0	23.2	12.2	1.3	100.0	12,848
	F	18.6	49.4	0.2	0.8	21.5	8.0	1.5	100.0	8,700
	M	39.8	3.3	0.5	7.8	26.7	21.0	1.0	100.0	4,148
Karas	B	35.2	27.6	0.2	7.2	18.4	10.4	0.9	100.0	8,915
	F	27.5	42.1	0.3	3.9	20.0	5.7	0.5	100.0	5,697
	M	48.9	2.0	0.0	13.1	15.5	18.7	1.7	100.0	3,219
Khomas	B	65.9	13.9	1.3	3.1	10.5	4.5	0.8	100.0	25,598
	F	59.8	21.3	1.2	2.2	11.4	3.7	0.4	100.0	15,471
	M	75.2	2.5	1.6	4.6	9.2	5.6	1.3	100.0	10,127
Kunene	B	20.5	41.9	3.7	5.2	21.4	5.2	1.9	100.0	7,050
	F	14.7	55.3	1.7	5.2	19.1	2.9	1.1	100.0	4,512
	M	30.9	18.1	7.3	5.3	25.5	9.3	3.5	100.0	2,538
Ohangwena	B	65.9	9.2	0.1	2.2	15.1	7.2	0.3	100.0	52,168
	F	59.8	14.7	0.2	1.0	18.6	5.6	0.1	100.0	27,822
	M	72.8	3.0	0.1	3.5	11.1	9.1	0.5	100.0	24,346
Okavango	B	52.3	17.6	0.0	0.6	17.2	11.3	1.0	100.0	20,933
	F	39.0	28.9	0.0	0.1	22.3	9.1	0.5	100.0	11,868
	M	69.6	2.9	0.0	1.2	10.4	14.2	1.7	100.0	9,064
Omaheke	B	19.4	24.1	2.2	4.9	32.6	15.8	0.9	100.0	4,625
	F	12.8	31.0	1.3	4.9	34.2	15.1	0.7	100.0	3,149
	M	33.5	9.4	4.0	4.9	29.2	17.4	1.5	100.0	1,476
Omusati	B	59.3	13.5	0.2	0.2	21.2	5.2	0.4	100.0	42,010
	F	51.2	20.7	0.0	0.0	23.1	4.6	0.4	100.0	24,438
	M	70.6	3.5	0.5	0.4	18.6	6.0	0.3	100.0	17,572
Oshana	B	64.6	13.2	0.2	0.8	15.0	5.5	0.6	100.0	31,982
	F	56.0	19.5	0.2	0.6	19.1	4.3	0.3	100.0	17,132
	M	74.5	5.9	0.3	1.1	10.3	7.0	1.0	100.0	14,851
Oshikoto	B	63.5	13.1	0.0	1.0	15.0	6.9	0.4	100.0	21,227
	F	58.0	18.7	0.0	0.7	18.2	4.4	0.0	100.0	12,120
	M	70.7	5.7	0.0	1.5	10.8	10.3	1.0	100.0	9,107
Otjozondjupa	B	28.0	29.7	0.4	7.4	19.8	12.2	2.5	100.0	13,211
	F	18.0	42.2	0.7	5.2	19.8	12.3	1.7	100.0	8,644
	M	46.8	5.9	0.0	11.5	19.9	11.9	4.1	100.0	4,567
Urban	B	55.5	17.8	0.8	4.3	13.6	7.2	0.8	100.0	71,305
	F	48.0	27.3	0.8	3.1	14.8	5.3	0.6	100.0	42,134
	M	66.2	4.2	0.8	5.9	11.9	10.0	1.0	100.0	29,171
Rural	B	54.2	17.0	0.3	1.8	18.4	7.6	0.6	100.0	205,371
	F	44.3	26.2	0.2	1.1	21.5	6.3	0.4	100.0	118,454
	M	67.8	4.4	0.4	2.8	14.2	9.4	1.0	100.0	86,918
Namibia	**B**	**54.5**	**17.2**	**0.4**	**2.4**	**17.2**	**7.5**	**0.7**	**100.0**	**276,676**
	F	45.3	26.5	0.4	1.6	19.8	6.0	0.4	100.0	160,588
	M	67.4	4.4	0.5	3.6	13.6	9.6	1.0	100.0	116,088

Table 4.5: Economically inactive population by usual status, region, sex and area

Region/Area	Sex	Usual status of the economically inactive (%)									Total	
		Student	Home-maker	Income recipient	Retired	Old age	Disabled	Other	Not reported	Don't know	(%)	(No.)
Caprivi	B	46.8	33.2	0.9	2.5	10.7	4.2	1.0	0.6	0.0	100.0	27,243
	F	31.1	47.6	1.2	2.0	13.9	3.2	0.8	0.2	0.0	100.0	16,030
	M	69.3	12.7	0.4	3.2	6.2	5.6	1.3	1.2	0.0	100.0	11,213
Erongo	B	40.2	23.6	0.3	6.5	22.3	5.0	1.2	1.0	0.0	100.0	12,725
	F	30.1	35.9	0.4	5.0	22.0	5.0	1.0	0.6	0.0	100.0	7,880
	M	56.6	3.6	0.0	8.8	22.7	5.1	1.6	1.6	0.0	100.0	4,845
Hardap	B	26.1	40.1	0.3	2.7	22.6	7.3	0.0	0.8	0.0	100.0	12,356
	F	18.7	55.6	0.2	0.8	20.4	3.4	0.0	0.8	0.0	100.0	8,568
	M	42.9	5.0	0.6	7.0	27.5	16.2	0.0	0.9	0.0	100.0	3,787
Karas	B	33.1	32.2	0.4	7.9	15.8	9.1	0.9	0.4	0.2	100.0	9,480
	F	24.8	48.0	0.3	3.5	17.3	5.1	0.0	0.6	0.3	100.0	6,364
	M	50.0	0.0	0.5	16.8	12.7	17.2	2.8	0.0	0.0	100.0	3,116
Khomas	B	61.6	20.0	0.9	3.7	9.5	2.5	0.6	0.9	0.4	100.0	28,459
	F	54.8	29.7	0.9	2.9	9.5	1.6	0.5	0.1	0.0	100.0	17,474
	M	72.3	4.5	1.1	4.9	9.3	3.8	0.9	2.0	1.2	100.0	10,985
Kunene	B	15.7	56.4	4.3	3.1	16.4	2.8	1.3	0.0	0.0	100.0	9,357
	F	10.1	70.7	2.7	2.3	13.4	0.9	0.0	0.0	0.0	100.0	6,249
	M	27.0	27.6	7.6	4.8	22.3	6.7	4.0	0.0	0.0	100.0	3,108
Ohangwena	B	59.5	20.4	0.8	2.1	13.2	3.6	0.3	0.0	0.0	100.0	59,154
	F	49.9	30.8	0.9	0.2	15.4	2.6	0.2	0.0	0.0	100.0	34,075
	M	72.5	6.2	0.8	4.6	10.2	5.1	0.5	0.1	0.0	100.0	25,079
Okavango	B	47.3	31.5	0.0	0.7	16.2	2.5	1.6	0.2	0.0	100.0	25,504
	F	32.7	45.6	0.0	0.2	18.9	1.8	0.7	0.0	0.0	100.0	15,924
	M	71.7	8.1	0.1	1.6	11.5	3.6	3.0	0.4	0.0	100.0	9,581
Omaheke	B	15.9	40.8	2.5	3.4	26.3	8.1	1.4	1.6	0.0	100.0	5,247
	F	8.9	52.0	0.3	2.9	25.7	7.5	0.5	2.2	0.0	100.0	3,801
	M	34.2	11.4	8.2	5.0	27.9	9.7	3.6	0.0	0.0	100.0	1,446
Omusati	B	55.0	24.3	0.4	0.2	15.8	2.6	0.8	0.9	0.0	100.0	48,238
	F	45.8	32.9	0.2	0.0	16.7	2.0	1.3	1.2	0.0	100.0	29,070
	M	68.9	11.2	0.6	0.6	14.5	3.6	0.2	0.3	0.0	100.0	19,167
Oshana	B	61.0	20.6	0.7	0.5	12.1	3.7	0.5	0.7	0.1	100.0	35,770
	F	50.8	30.5	0.7	0.3	14.3	2.7	0.3	0.4	0.0	100.0	20,483
	M	74.7	7.3	0.6	0.8	9.3	5.1	0.8	1.2	0.2	100.0	15,288
Oshikoto	B	58.5	22.9	0.3	1.2	11.3	4.6	0.9	0.2	0.0	100.0	24,115
	F	49.6	32.5	0.2	0.4	13.9	3.4	0.0	0.0	0.0	100.0	14,488
	M	71.9	8.5	0.5	2.4	7.4	6.5	2.3	0.5	0.0	100.0	9,627
Otjozondjupa	B	27.8	39.9	1.2	6.2	17.7	5.5	0.0	1.8	0.0	100.0	14,187
	F	18.6	53.5	0.6	4.8	18.1	4.0	0.0	0.3	0.0	100.0	9,246
	M	44.8	14.6	2.2	8.6	17.0	8.2	0.0	4.5	0.0	100.0	4,940
Urban	B	53.8	23.7	1.0	4.2	11.9	3.8	0.5	0.9	0.2	100.0	77,226
	F	45.1	35.2	0.9	3.1	12.5	2.4	0.3	0.4	0.0	100.0	47,292
	M	67.6	5.4	1.1	6.0	11.0	6.0	0.7	1.7	0.5	100.0	29,934
Rural	B	49.5	27.8	0.7	1.6	15.2	4.0	0.8	0.5	0.0	100.0	234,608
	F	38.4	39.6	0.5	0.7	16.9	2.9	0.6	0.4	0.0	100.0	142,360
	M	66.7	9.6	0.9	3.0	12.4	5.6	1.3	0.6	0.0	100.0	92,248
Namibia	**B**	**50.6**	**26.8**	**0.7**	**2.2**	**14.4**	**3.9**	**0.7**	**0.6**	**0.1**	**100.0**	**311,834**
	F	**40.0**	**38.5**	**0.6**	**1.3**	**15.8**	**2.8**	**0.5**	**0.4**	**0.0**	**100.0**	**189,652**
	M	**66.9**	**8.6**	**0.9**	**3.7**	**12.1**	**5.7**	**1.1**	**0.9**	**0.1**	**100.0**	**122,182**

Table 4.6: Comparison of unemployment rates by definition and over time

Definition of unemploy-ment	Survey/Area	Total				Females				Males			
		Employed	Unemp.	Labour force	Unemp. rate	Employed	Unemp.	Labour force	Unemp. rate	Employed	Unemp.	Labour force	Unemp. rate
		(No.)			(%)	(No.)			(%)	(No.)			(%)
Broad	*NHIES 1993/94*												
	Urban	134,407	62,124	196,531	31.6	56,001	37,087	93,088	39.8	78,406	25,037	103,443	24.2
	Rural	215,873	109,417	325,290	33.6	107,546	68,812	176,358	39.0	108,327	40,605	148,932	27.3
	National	350,280	171,541	521,821	32.9	163,547	105,899	269,446	39.3	186,733	65,642	252,375	26.0
	NLFS 1997												
	Urban	157,097	75,554	232,651	32.5	64,005	41,466	105,472	39.3	93,092	34,088	127,179	26.8
	Rural	199,752	114,515	314,266	36.4	99,287	69,464	168,751	41.2	100,465	45,051	145,515	31.0
	National	356,849	190,069	546,918	34.8	163,292	110,931	274,223	40.5	193,556	79,138	272,695	29.0
Strict	*NHIES 1993/94*												
	Urban	134,407	44,247	178,654	24.8	56,001	22,968	78,969	29.1	78,406	21,279	99,685	21.3
	Rural	215,873	40,151	256,024	15.7	107,546	20,784	128,330	16.2	108,327	19,367	127,694	15.2
	National	350,280	84,398	434,678	19.4	163,547	43,752	207,299	21.1	186,733	40,646	227,379	17.9
	NLFS 1997												
	Urban	157,097	50,027	207,125	24.2	64,005	23,138	87,143	26.6	93,092	26,224	119,316	22.0
	Rural	199,752	38,711	238,463	16.2	99,287	20,182	119,469	16.9	100,465	17,596	118,061	14.9
	National	356,849	88,739	445,587	19.9	163,292	43,319	206,612	21.0	193,556	43,821	237,377	18.5

Figure 4.1: Labour force participation rate by age and sex

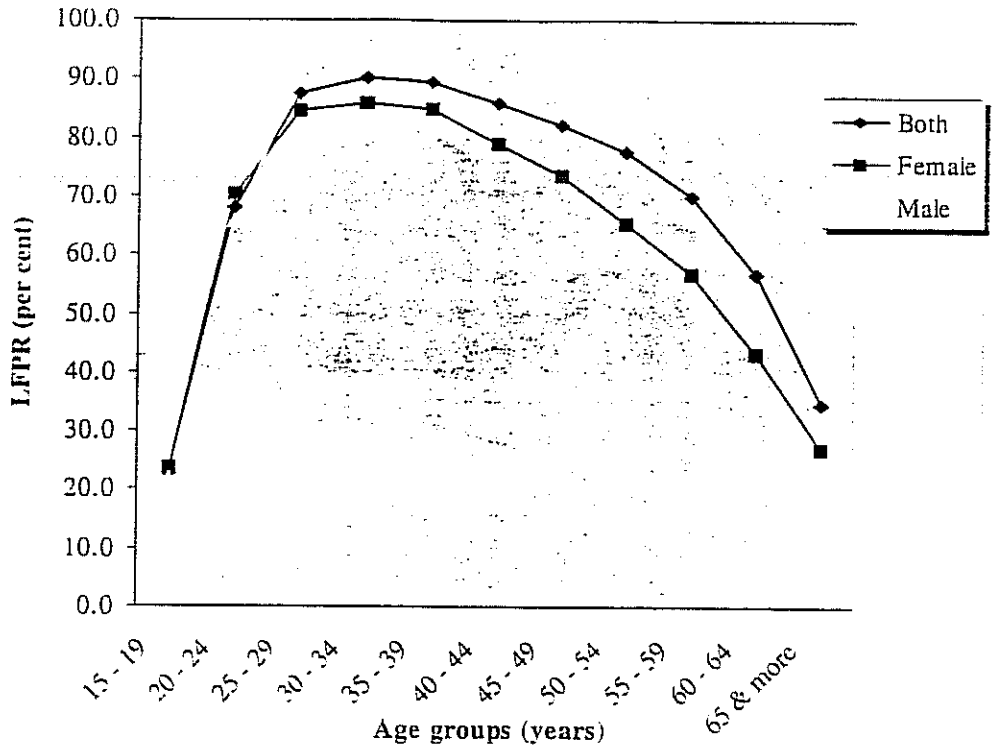


Figure 4.2: Labour force participation rate by age and area

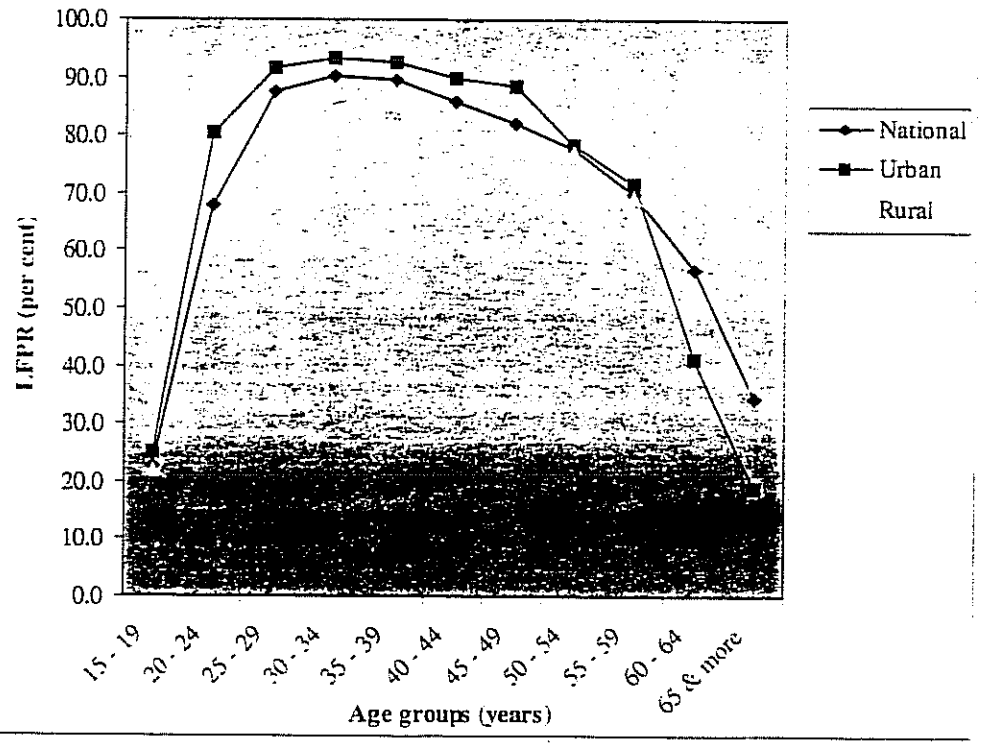
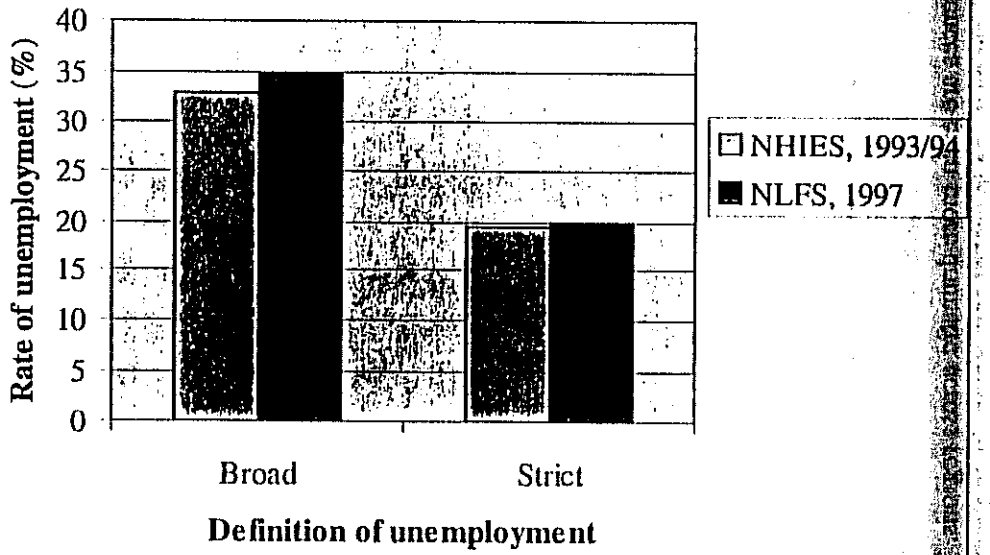


Figure 4.3: Comparing rates of unemployment



CHAPTER 5

CHARACTERISTICS OF THE EMPLOYED

5.1 This Chapter examines the characteristics of the employed population in Namibia. It be r with a consideration of employment concentration by area and region before turning to the structur c employment by sector, employment status and occupation. The educational attainment of the workin population is examined next. The last two sections assess the extent and pattern of unionisation of t workforce and registration with social security.

Employment concentration

5.2 Where in Namibia is employment most concentrated? Or, to put the question in more preci terms, where are people mostly employed in the country?

5.3 In Chapter 4 we considered the evidence on the labour force participation rate and th unemployment rate. These are two key indicators of the conditions in the labour market that are wide known and used. They tend however to be rather sensitive to short term changes in the economy. s c the labour force may expand or contract in response to changes in the pace of economic activity (th labour force is the numerator in the calculation of the labour force participation rate and th denominator in the calculation of the unemployment rate). Another indicator that is becor r increasingly popular is the *employment to population ratio* that tends to be more stable and, as such probably a better indicator of longer term conditions in the labour market. It is a measure employment as a percentage of the working age population, i.e. those aged 15 years or mor measures the extent to which the working age population enters the labour force (the labour for participation rate) *and* finds employment (the complement of the unemployment rate). Its great stability derives from the fact its denominator, the working age population, tends to be less subje short-term variation than the labour force. When disaggregated by area or region, it may als t interpreted, in some sense, as an indicator of the extent of employment concentration in various parts the country: the higher the ratio, the greater the concentration of employment relative to the size of th working age population. As a sign of its growing recognition as a useful indicator for internati n comparisons, this measure has been selected as one of the two labour market indicators in the Unit Nations Minimum National Social Data Set.

5.4 Table 5.1 shows the employment to population ratio by region, area of residence and sex. may be observed that in Namibia as a whole, 43 per cent of the working age population were employ at the time of the NLFS. The ratio is much higher in urban areas than in rural areas (51 versus 3 p cent), a reflection of the fact that, as seen in Chapter 4, the urban participation rate is higher *and* th urban unemployment rate is lower than in rural areas. The ratio is also considerably higher for men th for women.

5.5 The differences are even more dramatic across regions. The employment to population ratio Omusati is only 24 per cent, the lowest of any region. In contrast the highest employment to popul n ratio (56 per cent) was recorded in Omaheke which is a largely rural region. The ratio in Khomas is al 56 per cent. Indeed, there appears to be two distinct groups of regions: the seven regions with employment to population ratio of around 50-56 per cent (Erongo, Karas, Khomas, Kunene, Omah s Oshikoto and Otjozondjupa), which is well above the national average of 43 per cent, and the rema in

six with a ratio of 40 per cent or less, which is below the national average (see Figure 5.1). It thus appears that employment in Namibia is, in relation to their working age populations, concentrated in about half of the country's regions.

5.6 The regional differences are accentuated when the results are broken down by sex. As may be seen in Table 5.1, employment to population ratio for women varies at the regional level from 26 per cent in Caprivi and Omusati, to 48 per cent in Khomas and Oshikoto. The range is even more strikingly wide in the case of men, from 21 per cent in Omusati to 70 per cent in Otjozondjupa! Further investigation is clearly warranted in an effort to explain such huge differences. This will be attempted in the Final Report.

Employment structure

5.7 Tables 5.2 to 5.4 provide the breakdown of the employed population in the country by industry, employment status and occupation. Agriculture is the sector that provides by far the most number of jobs, 37 per cent of the total in the country as a whole (Table 5.2). Almost all of these jobs are of course in rural areas and they account for 63 per cent of rural employment. The next largest provider of employment is the Wholesale and Retail Trade sector, including Repair of motor vehicles (8 per cent). Manufacturing, often regarded as a key sector in economic development, accounts for only 6 per cent of the employed, and Construction for only 5 per cent.

5.8 The importance of agriculture as a provider of employment is further underlined by the distribution of the employed labour force by status in employment. Subsistence/communal farmers (with and without paid employees), together with Unpaid family workers in subsistence/communal farming, account for almost a quarter of the employed (Table 5.3). The most common employment status is however Employee, which concurs with the fact that wages and salaries are the predominant source of household income in Namibia (Chapter 3). Employees account for 63 per cent of the employed workforce, most of them in the private sector. In the urban areas this proportion is as high as 87 per cent, an unusual phenomenon in sub-Saharan Africa that is explainable by the tiny size of the informal sector in the country. In most sub-Saharan countries the proportion of informal sector in urban employment is one half or more. Government is the largest employer in such sectors as Public Administration, Education and Health.

5.9 Skilled agricultural & fishery workers are also the most common occupation in Namibia, accounting for 30 per cent of the total (Table 5.4). It is followed by Elementary occupations (22 per cent) and Craft & Trade workers (13 per cent). The first two occupations, Skilled agricultural & fishery workers and Elementary occupations, account for most of the employed labour force with the lowest educational qualifications. Less than a quarter of those working as Skilled agricultural & fishery worker have educational qualifications beyond primary school and more than two-thirds of those in Elementary occupations have only reached primary level, if they have any formal education at all. It should also be pointed out that the estimate of employment in the Armed forces is much too low. The reason is that the NLFS covered only private households and not the institutional population to which many members of the armed forces belong (those living in barracks, etc.).

5.10 The cross tabulations in Tables 5.5 and 5.6 give a more detailed breakdown of the employed population by industry and employment status on the one hand, and by industry and occupation on the other. The estimates consist of the absolute numbers of the employed in each category and, as such, provide a basis for comparison with available estimates for earlier periods in an effort to assess the extent to which employment may have risen or fallen in various sectors and categories. Extreme caution is, however, called for in making such comparisons at this stage because of the likely underestimation of absolute numbers in this Interim Report. They can nevertheless be instructive in that they would provide clues as to where the NLFS employment estimates may be wide of the mark. As one might

suspect, the extent of underestimation is not necessarily the same for all sectors and types of employment.

5.11 Consider the agricultural sector first. Its estimated total employment of 130,688 falls far short of the total of 207,000 projected by the National Planning Commission (NPC) for 1997 in the First National Development Plan (National Planning Commission, 1995, Vol. 1, Table 5.3, p. 87). This projected total is the sum of 164,000 working in subsistence agriculture, 39,000 commercial farm workers and 4,000 commercial farmers. Note that the NLFS estimate of 35,666 private employees in agriculture corresponds rather closely with the NPC-projected figure of 39,000 for commercial farm workers. The estimated number of Other employers (with paid employees), too, is roughly in line with the number of commercial farmers in the country. The main underestimation is thus likely to be in the number of those working in subsistence agriculture. Whether or not such a clue would be corroborated and lead to the identification of reasons for underestimation remains to seen but similar comparisons in the earlier stages identified some coding errors that were subsequently corrected.

5.12 Another sector where the NLFS estimate of employment may be too low is mining and quarying. By contrast, those for several other important sectors are roughly comparable with the projected figures of the NPC in the First National development Plan. It should be stressed that there is no presumption that the projections of the NPC are necessarily correct. The discrepancies however have the potential of providing leads that might help identify possible sources of error, either in the NPC projections, or in the NLFS estimates of employment in this Interim Report.

Educational profile of the employed

5.13 As discussed in Chapter 3, the legacy of educational deprivation is clearly reflected in the low educational attainment of the population as a whole. Our focus here is on the employed population. Table 5.7 shows that some 17 per cent of the employed population have had no formal education at all and more than one half did not go beyond primary school. Only 9 per cent of the employed reached higher institutions of learning beyond the secondary level. The proportion with advanced qualifications such as teacher training, university and post-graduate qualifications is extremely low, at 1.9 per cent, 2.6 per cent and 1.2 per cent, respectively. What is remarkable however, as noted in Chapter 3, is the relative equality that prevails in levels of educational attainment between the sexes. As a matter of fact, the educational attainment of female workers tends to be somewhat higher than that of their male counterparts. The proportion of employed women with secondary schooling exceeds that of men by about 6 percentage points, while the reverse is the case with respect to those with no (formal) education (4 percentage points in favour of women).

5.14 The educational attainment of rural workers, however, is substantially lower than that of urban workers at virtually all levels beyond the primary school. Thus, while in rural areas a quarter of the employed has no education at all, this share is about 7 per cent in urban areas. Similarly, the proportion of the employed with educational qualifications beyond the secondary level is barely 5 per cent in the former while it is three times higher in the latter. The notable exception is the relative number of teachers, as 1.8 per cent of the employed in rural areas have a teacher training certificate, as compared with 2.1 per cent in urban areas. As was seen in Table 5.2, a majority of those employed in the Education sector work in rural areas, though urban areas are still favoured in relative terms if the employment data are set against population figures.

Unionisation

5.15 Nearly 20 per cent of Namibia's *labour force* (107,214 out of 546,918) are "unionised," i.e. belong to trade/workers unions, farmers unions, or employers unions or associations (Table 5.8). The *rate of unionisation* (or *trade union density*) is higher, about 26 per cent, among the *employed* labour

force but some 8 per cent of the *unemployed* are also members of one or another type of union. The vast majority of union members (84 per cent) belong, of course, to trade/workers unions; farmers unions account for 7 per cent and employers unions for the remaining 9 per cent.

5.16 Table 5.8 also provides disaggregated figures by urban/rural area and sex. It may be seen that the rate of unionisation (of the labour force, of the employed and of the unemployed) is roughly twice as high in urban areas as compared to rural areas. Thus while 37 per cent of the urban employed belong to various types of union, the corresponding rate in rural areas is 17 per cent. The breakdown by sex, too, suggests a considerable difference: the rate of unionisation of men is about one-and-a-half times that of women, regardless of whether they are employed or not. In view of these results and considering all three dimensions together (area, employed/unemployed, and sex), it is perhaps not surprising that the highest rate of unionisation is that of employed men in urban areas (40 per cent), while the lowest is that of unemployed women in rural areas (6 per cent).

5.17 The pattern and extent of unionisation also differ sharply across different regions. As may be seen in Table 5.9, employers unions account for anywhere from virtually none (in Caprivi) to as much as a third (Ohangwena) of the employed workforce belonging to unions. Similarly, the share of farmers unions in various regions ranges from 2 per cent (Ohangwena) to more than 30 per cent (Omaheke). The differences in the pattern of unionisation (shares of trade/workers, farmer and employer unions) do not appear to have much to do with the urban/rural character of the region as such (regional-level coefficients of correlation between the share of the employed in various types of unions and the share of rural population are around 0.3-0.4); the more plausible explanation probably lies in differences in economic and employment structures and in the level of organisation of various types of unions in different regions. The extent of unionisation, as measured by union density is, however, highly associated with the share of urban population in the region (correlation coefficient of over 0.8). The more urbanised a region is, the more its workers are unionised.

5.18 Table 5.10 provides evidence on the extent of unionisation in various industries or sectors. The most unionised sectors are Education, Health and social work, Fishing, and Mining and quarrying, with about one half of their workers belonging to some type of a union, mostly trade/workers unions. Next come utilities (Electricity, Gas and Water), Transport, Storage and Communication, and Public Administration, Defence and Social Security, with around 40 per cent unionised workers. At the bottom of the ladder is Agriculture with only 11 per cent.

5.19 As shown in Table 5.11, most of the union members are employees. Contrary to the common pattern in Southern Africa, however, union density among private employees in Namibia is much lower than among employees working for the Government or Parastatals. The level of unionisation in the public sector in Southern Africa is generally the same as that in the private sector (Kalula and Madhuku, 1997, p. 4). In Namibia however, 52 per cent of the employees in Government or Parastatals are organised, as opposed to 26 per cent of those in the private sector.

Social security

5.20 Tables 5.13-16 portray social security registration by a variety of characteristics such as region, employment status, industry, occupation, area of residence and sex. These tables are significant in that they provide the first quantitative assessment of social security coverage in Namibia. According to the 1994 Social Security Act, registration is required of all workers employed for at least two days a week who are between the ages of 15 and 65. While the Social Security Commission has recently initiated nation-wide enforcement efforts to ensure that required registrations take place, it has been working without any independent verification of the success of this effort. These data thus provide useful feedback, pointing both to the successes achieved and to regions and types of work where additional compliance activities are indicated.

5.21 As Table 5.13 shows, 50 per cent of the employed Namibians, 18 per cent of the unemployed and 39 per cent of the labour force are registered with Social Security. Urban workers have a much higher rate of registration than rural workers (65 per cent versus 37 per cent), but there is little difference in this respect among the unemployed. The rate of registration tends to be higher for men than for women but the difference is generally rather small. Regional variation, however, is considerable. Among the employed population the proportion of workers registered varies from 25 per cent in Ohangwena to over 70 per cent in Khomas. The same is true of the unemployed as well, from 6 per cent in Oshana to over 30 per cent in Omaheke. Enforcement efforts clearly call for greater emphasis on compliance in rural areas and several (mostly rural) regions with relatively low registration.

5.22 Variations are also considerable among different industries and by employment status. They tend to suggest that, where formal employment contracts exist, compliance with registration requirements is likely to be higher. For example, among the major sectors of the economy, Agriculture has the lowest rate of registration at 33 per cent of the employed (Table 5.14). As Table 5.15 shows however, within agriculture itself, the rate of registration is much higher for Subsistence/communal farmers with paid employees than those without paid employees, 52 per cent as against 22 per cent. Similarly, the rate of registration for Unpaid family workers in subsistence/communal farms is also very low, only 24 per cent. For Other unpaid family workers, the rate is still lower. By contrast, in sectors where formal employment contracts are the norm, social security registration tends to be high, around 80 per cent or more in Financial intermediation, Public Administration, Defence and Social Security, Education, and Health and Social Work. Compliance also differs importantly between the public and private sectors. Thus while Government and Parastatal employees have a nearly 80 per cent registration rate, in the private sector little more than half of the employees are registered (Table 5.15). The breakdown by occupation reinforces these conclusions. Those occupations that tend to be more formal and require greater skill, particularly when in urban areas, have higher rates of registration than those that relate to agricultural workers, albeit skilled, and elementary occupations (Table 5.16)

5.23 To summarise, social security registration in general tends to be higher in urban areas as compared with rural areas, among male workers as compared to women workers, in sectors where formal employment contracts are more common, and in the public sector as against the private sector. Part of these variations may be explainable by legal exclusions from the registration requirement. However, intuition suggests that the exclusions alone are unlikely to explain such marked variation. Rather, it seems more likely that this variation arises from a combination of differences in employment and in the extent of worker and employer compliance with the Social Security Act.

Table 5.1: Employment to population ratio by region, area and sex

Region/Area	Both sexes			Female			Male		
	Employment	Total population 15 & more	Employment/ population ratio (%)	Employment	Total population 15 & more	Employment/ population ratio (%)	Employment	Total population 15 & more	Employment/ population ratio (%)
Caprivi	17,602	59,706	29.5	8,623	32,818	26.3	8,979	26,888	33.4
Erongo	24,885	49,199	50.6	8,271	22,980	36.0	16,614	26,219	63.4
Hardap	14,206	35,685	39.8	4,799	17,741	27.1	9,407	17,945	52.4
Karas	15,081	30,521	49.4	6,112	15,224	40.1	8,969	15,297	58.6
Khomas	77,647	138,199	56.2	30,926	64,438	48.0	46,721	73,761	63.3
Kunene	15,468	30,379	50.9	4,225	14,111	29.9	11,243	16,268	69.1
Ohangwena	38,731	112,936	34.3	25,058	65,650	38.2	13,673	47,286	28.9
Okavango	21,823	58,018	37.6	10,776	31,745	33.9	11,047	26,274	42.0
Omaheke	13,705	24,272	56.5	5,546	12,436	44.6	8,158	11,837	68.9
Omusati	19,793	82,604	24.0	12,768	49,747	25.7	7,025	32,857	21.4
Oshana	33,959	88,915	38.2	19,268	50,432	38.2	14,691	38,483	38.2
Oshikoto	30,758	62,860	48.9	16,743	35,286	47.5	14,015	27,574	50.8
Otjozondjupa	33,190	60,294	55.0	10,176	27,439	37.1	23,014	32,855	70.0
Urban	157,097	307,601	51.1	64,005	149,412	42.8	93,092	158,189	58.8
Rural	199,752	525,987	38.0	99,287	290,633	34.2	100,465	235,354	42.7
Namibia	**356,849**	**833,588**	**42.8**	**163,292**	**440,045**	**37.1**	**193,556**	**393,543**	**49.2**

Note: Total population 15 & more includes "Don't know" and "Not reported".

Box 5.1: Definitions

1. ***Employment to population ratio*** is employment as a percentage of the working age population, i.e. those aged 15 years or more.

2. ***Trade union density*** refers to the proportion of the labour force that is unionised. Trade union density is often calculated as a proportion of the non-agricultural labour force, as a proportion of all wage and salary earners, or as a proportion of formal sector wage earners. In this Interim Report, trade union density (or the rate of unionisation) is calculated as the proportion of unionised workers in a particular group of workers.

Table 5.2: Employment by industry, area and sex

Industrial classification	Namibia			Urban			Rural		
	B	F	M	B	F	M	B	F	M
(Number)									
Agriculture	130.688	62.752	67.936	4.625	1.154	3.471	126.063	61.598	64.465
Fishing	5.756	1.807	3.949	5.115	1.732	3.383	641	75	566
Mining and Quarrying	5.504	433	5.071	3.525	284	3.241	1.979	149	1.830
Manufacturing	22.840	10.411	12.429	15.854	6.514	9.340	6.986	3.898	3.088
Electricity, Gas & Water Supply	4.061	396	3.665	2.962	227	2.735	1.099	169	930
Construction	17.720	1.408	16.313	11.464	793	10.672	6.256	615	5.641
Wholesaleand Retail Trade, Repair of motor vehicles	30.072	13.562	16.510	22.025	8.160	13.864	8.048	5.401	2.646
Hotels and Restaurants	2.539	1.367	1.172	2.035	1.143	892	505	225	280
Transport, Storage and Communication	11.928	1.475	10.453	9.253	1.332	7.921	2.675	143	2.532
Financial Intermediation	6.923	3.124	3.799	6.034	2.676	3.358	889	448	442
Real Estate, Renting and Business Activities	18.571	9.891	8.680	11.916	5.852	6.063	6.656	4.038	2.617
Public Administration, Defence & Social Security	20.033	5.891	14.142	16.855	5.098	11.757	3.178	794	2.385
Education	21.628	13.536	8.092	9.570	5.952	3.618	12.057	7.584	4.473
Health and Social Work	9.690	6.868	2.823	7.957	5.693	2.265	1.733	1.175	558
Other Community, Social & Personal Services	22.098	10.593	11.505	12.899	6.033	6.866	9.199	4.560	4.639
Private households with employed persons	24.817	18.708	6.109	14.370	11.024	3.346	10.447	7.683	2.764
Extra-Territorial Organisations & Bodies	212	127	85	126	70	56	87	57	30
Not Reported	1.707	944	764	454	268	186	1.253	675	578
Discrepancy	59	0	59	59	0	59	0	0	0
Total	356.849	163.292	193.556	157.097	64.005	93.092	199.752	99.287	100.465
(Per cent)									
Agriculture	36.6	38.4	35.1	2.9	1.8	3.7	63.1	62.0	64.2
Fishing	1.6	1.1	2.0	3.3	2.7	3.6	0.3	0.1	0.6
Mining and Quarrying	1.5	0.3	2.6	2.2	0.4	3.5	1.0	0.1	1.8
Manufacturing	6.4	6.4	6.4	10.1	10.2	10.0	3.5	3.9	3.1
Electricity, Gas & Water Supply	1.1	0.2	1.9	1.9	0.4	2.9	0.6	0.2	0.9
Construction	5.0	0.9	8.4	7.3	1.2	11.5	3.1	0.6	5.6
Wholesaleand Retail Trade, Repair of motor vehicles	8.4	8.3	8.5	14.0	12.7	14.9	4.0	5.4	2.6
Hotels and Restaurants	0.7	0.8	0.6	1.3	1.8	1.0	0.3	0.2	0.3
Transport, Storage and Communication	3.3	0.9	5.4	5.9	2.1	8.5	1.3	0.1	2.5
Financial Intermediation	1.9	1.9	2.0	3.8	4.2	3.6	0.4	0.5	0.4
Real Estate, Renting and Business Activities	5.2	6.1	4.5	7.6	9.1	6.5	3.3	4.1	2.6
Public Administration, Defence & Social Security	5.6	3.6	7.3	10.7	8.0	12.6	1.6	0.8	2.4
Education	6.1	8.3	4.2	6.1	9.3	3.9	6.0	7.6	4.5
Health and Social Work	2.7	4.2	1.5	5.1	8.9	2.4	0.9	1.2	0.6
Other Community, Social & Personal Services	6.2	6.5	5.9	8.2	9.4	7.4	4.6	4.6	4.6
Private households with employed persons	7.0	11.5	3.2	9.1	17.2	3.6	5.2	7.7	2.8
Extra-Territorial Organisations & Bodies	0.1	0.1	0.0	0.1	0.1	0.1	0.0	0.1	0.0
Not Reported	0.5	0.6	0.4	0.3	0.4	0.2	0.6	0.7	0.6
Discrepancy	0.0	0.0	0.0	0.0	0.0	0.1	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table 5.3: Employment by status, area and sex

Employment status	Namibia			Urban			Rural		
	B	F	M	B	F	M	B	F	M
(Number)									
Subsistence/communal farmer (with paid employees)	5,491	2,070	3,421	187	15	171	5,304	2,055	3,249
Subsistence/communal farmer (without paid employees)	45,078	26,887	18,190	637	337	300	44,440	26,551	17,890
Other employer (with paid employees)	12,388	4,147	8,241	6,136	2,177	3,959	6,252	1,970	4,282
Other own-account worker (without paid employees)	19,954	12,145	7,809	9,518	5,352	4,165	10,436	6,792	3,644
Employee (government or parastatal)	72,286	29,260	43,026	47,740	18,615	29,124	24,546	10,644	13,902
Employee (private)	152,818	55,460	97,358	89,369	35,751	53,617	63,450	19,708	43,741
Unpaid family worker (subsistence/communal)	35,089	25,529	9,560	32	15	17	35,057	25,514	9,544
Other unpaid family worker	8,071	5,225	2,847	1,330	886	444	6,742	4,339	2,403
Others	1,027	266	761	291	77	214	735	189	547
Not reported	4,648	2,304	2,343	1,859	778	1,080	2,789	1,526	1,263
Total	356,849	163,292	193,556	157,097	64,005	93,092	199,752	99,287	100,465
(Per cent)									
Subsistence/communal farmer (with paid employees)	1.5	1.3	1.8	0.1	0.0	0.2	2.7	2.1	3.2
Subsistence/communal farmer (without paid employees)	12.6	16.5	9.4	0.4	0.5	0.3	22.2	26.7	17.8
Other employer (with paid employees)	3.5	2.5	4.3	3.9	3.4	4.3	3.1	2.0	4.3
Other own-account worker (without paid employees)	5.6	7.4	4.0	6.1	8.4	4.5	5.2	6.8	3.6
Employee (government or parastatal)	20.3	17.9	22.2	30.4	29.1	31.3	12.3	10.7	13.8
Employee (private)	42.8	34.0	50.3	56.9	55.9	57.6	31.8	19.9	43.5
Unpaid family worker (subsistence/communal)	9.8	15.6	4.9	0.0	0.0	0.0	17.6	25.7	9.5
Other unpaid family worker	2.3	3.2	1.5	0.8	1.4	0.5	3.4	4.4	2.4
Others	0.3	0.2	0.4	0.2	0.1	0.2	0.4	0.2	0.5
Not reported	1.3	1.4	1.2	1.2	1.2	1.2	1.4	1.5	1.3
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table 5.4: Employment by occupation, area and sex

Occupation	Namibia			Urban			Rural		
	B	F	M	B	F	M	B	F	M
(Number)									
Armed forces	2,377	142	2,235	1,780	142	1,637	597	0	597
Legislators, senior officials & managers	9,104	2,009	7,095	7,763	1,762	6,001	1,340	246	1,094
Professionals	23,199	12,375	10,824	12,696	6,339	6,357	10,503	6,036	4,467
Technicians & Associate professionals	15,925	8,335	7,591	12,500	6,297	6,203	3,425	2,038	1,388
Clerks	20,624	13,705	6,919	17,824	11,959	5,866	2,799	1,746	1,053
Services, Shops & Market sales workers	37,791	19,250	18,541	25,001	11,561	13,439	12,790	7,689	5,101
Skilled agricultural & fishery workers	105,593	56,614	48,979	5,093	1,165	3,928	100,500	55,449	45,051
Craft &Trade workers	47,146	9,818	37,328	29,350	4,003	25,348	17,796	5,815	11,980
Plant & machine operators & assemblers	14,832	603	14,229	10,407	345	10,063	4,425	259	4,166
Elementary occupations	76,666	38,695	37,971	33,012	19,648	13,365	43,654	19,047	24,606
Not reported	1,990	1,044	945	695	299	396	1,295	746	549
Discrepancy	1,603	702	901	975	486	489	627	216	412
Total	356,849	163,292	193,556	157,097	64,005	93,092	199,752	99,287	100,465
(Per cent)									
Armed forces	0.7	0.1	1.2	1.1	0.2	1.8	0.3	0.0	0.6
Legislators, senior officials & managers	2.6	1.2	3.7	4.9	2.8	6.4	0.7	0.2	1.1
Professionals	6.5	7.6	5.6	8.1	9.9	6.8	5.3	6.1	4.4
Technicians & Associate professionals	4.5	5.1	3.9	8.0	9.8	6.7	1.7	2.1	1.4
Clerks	5.8	8.4	3.6	11.3	18.7	6.3	1.4	1.8	1.0
Services, Shops & Market sales workers	10.6	11.8	9.6	15.9	18.1	14.4	6.4	7.7	5.1
Skilled agricultural & fishery workers	29.6	34.7	25.3	3.2	1.8	4.2	50.3	55.8	44.8
Craft &Trade workers	13.2	6.0	19.3	18.7	6.3	27.2	8.9	5.9	11.9
Plant & machine operators & assemblers	4.2	0.4	7.4	6.6	0.5	10.8	2.2	0.3	4.1
Elementary occupations	21.5	23.7	19.6	21.0	30.7	14.4	21.9	19.2	24.5
Not reported	0.6	0.6	0.5	0.4	0.5	0.4	0.6	0.8	0.5
Discrepancy	0.4	0.4	0.5	0.6	0.8	0.5	0.3	0.2	0.4
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table 5.5: Distribution of employed persons by industry and employment status

Industrial classification	Employment status										Total
	Subsistence/ communal farmer (with paid employees)	Subsistence/ communal farmer (without paid employees)	Other employer (with paid employees)	Other own-account worker (without paid employees)	Employee (govt. or parastatal)	Employee (private)	Unpaid family worker (subsistence/ communal)	Other unpaid family worker	Others	Not reported	
Agriculture	5,491	45,078	3,131	1,635	2,724	35,666	35,089	1,301	253	321	130,688
Fishing	0	0	96	158	377	5,003	0	0	0	122	5,756
Mining and Quarrying	0	0	61	0	506	4,904	0	0	0	34	5,504
Manufacturing	0	0	1,027	3,615	3,592	12,794	0	1,381	26	405	22,840
Electricity, Gas & Water Supply	0	0	132	54	1,981	1,744	0	70	79	0	4,061
Construction	0	0	1,127	1,273	2,355	11,734	0	1,083	66	82	17,720
Wholesaleand Retail Trade, Repair of motor vehicles	0	0	2,042	5,436	2,469	19,126	0	746	56	199	30,072
Hotels and Restaurants	0	0	27	14	308	2,164	0	0	0	26	2,539
Transport, Storage and Communication	0	0	374	487	4,460	6,559	0	0	24	24	11,928
Financial intermediation	0	0	302	130	1,361	4,787	0	0	0	343	6,923
Real Estate, Renting and Business Activities	0	0	1,223	4,397	1,812	10,483	0	559	15	82	18,571
Public Administration & Defence & Social Security	0	0	202	158	16,353	3,098	0	31	0	191	20,033
Education	0	0	333	84	18,592	2,151	0	0	33	435	21,628
Health and Social Work	0	0	134	176	7,352	1,843	0	50	0	135	9,690
Other Community, Social & Personal Services	0	0	1,105	1,201	6,297	12,360	0	1,038	211	1,593	23,805
Private households with employed persons	0	0	1,070	1,107	1,712	18,197	0	1,811	263	656	24,817
Extra-Territorial Organisations & Bodies	0	0	0	29	37	146	0	0	0	0	212
Total	**5,491**	**45,078**	**12,388**	**19,954**	**72,286**	**152,818**	**35,089**	**8,071**	**1,027**	**4,648**	**356,849**

Table 5.6: Distribution of employed persons by industry and occupation

Industrial classification	Occupation										
	Armed forces	Legislators, senior officials & managers	Professionals	Technicians & Associate professionals	Clerks	Services, Shops & Market sales workers	Skilled agricultural & fishery workers	Craft & Trade workers	Plant & machine operators & assemblers	Elementary occupations	Not reported
Agriculture	0	566	149	220	308	1,153	99,786	1,228	1,366	25,666	54
Fishing	0	178	140	178	180	155	2,395	237	302	1,919	27
Mining and Quarrying	0	175	210	184	296	213	303	2,187	1,305	422	134
Manufacturing	0	795	1,075	1,182	2,869	3,155	975	8,710	1,544	2,351	37
Electricity, Gas & Water Supply	0	70	264	99	362	73	22	1,942	550	606	73
Construction	0	206	116	251	323	211	42	14,137	563	1,810	0
Wholesaleand Retail Trade, Repair of motor vehicles	0	1,610	513	611	2,758	11,337	86	8,442	901	3,680	0
Hotels and Restaurant	0	242	14	34	328	1,434	0	211	0	168	14
Transport, Storage and Communication	0	371	137	837	1,210	460	40	1,395	6,293	1,101	21
Financial Intermediation	0	1,088	489	1,777	2,216	706	0	233	0	269	0
Real Estate, Renting and Business Activities	0	1,606	766	1,194	2,338	4,846	233	3,712	412	3,399	18
Public Administration & Defence & Social Security	2,377	1,159	1,618	1,835	3,613	7,056	74	512	382	1,282	16
Education	0	612	14,869	2,381	942	1,057	19	130	137	1,448	14
Health and Social Work	0	13	1,860	3,966	566	1,523	42	17	257	1,215	0
Other Community, Social & Personal Services	0	369	979	1,071	2,214	2,939	871	2,711	666	10,091	32
Private households with employed persons	0	43	0	106	74	1,443	676	1,299	124	20,969	0
Extra-Territorial Organisations & Bodies	0	0	0	0	0	0	30	29	0	154	0
Not Reported	0	0	0	0	27	0	0	0	0	115	1,550
Don't Know	0	0	0	0	0	0	0	15	0	0	0
Total	**2,377**	**9,104**	**23,199**	**15,925**	**20,624**	**37,791**	**105,593**	**47,146**	**14,832**	**76,666**	**1,990**

Table 5.7: Educational profile of the employed by area and sex

Area	Sex	Educational attainment										Total
		No Education	Primary Education	Junior Secondary	Senior Secondary	After Std 10 Certificate	Teachers Training	University	Post Graduate	Not Reported	Don't Know	
						(Number)						
Urban	B	10,264	40,634	47,898	35,653	7,064	3,328	8,126	3,764	318	48	157,097
	F	2,653	13,755	22,331	15,532	2,917	1,873	3,755	1,068	121	0	64,005
	M	7,611	26,879	25,567	20,121	4,147	1,455	4,372	2,696	197	48	93,092
Rural	B	49,340	90,921	35,686	13,536	3,765	3,624	1,242	693	832	112	199,752
	F	21,061	44,777	20,734	7,093	1,914	2,154	562	297	598	96	99,287
	M	28,279	46,145	14,952	6,442	1,851	1,470	680	395	233	16	100,465
Namibia	**B**	**59,604**	**131,555**	**83,584**	**49,189**	**10,829**	**6,953**	**9,368**	**4,457**	**1,150**	**160**	**356,849**
	F	**23,715**	**58,531**	**43,065**	**22,625**	**4,832**	**4,027**	**4,316**	**1,365**	**720**	**96**	**163,292**
	M	**35,890**	**73,024**	**40,519**	**26,563**	**5,997**	**2,926**	**5,052**	**3,091**	**430**	**65**	**193,556**
						(Per cent)						
Urban	B	6.5	25.9	30.5	22.7	4.5	2.1	5.2	2.4	0.2	0.0	100.0
	F	4.1	21.5	34.9	24.3	4.6	2.9	5.9	1.7	0.2	0.0	100.0
	M	8.2	28.9	27.5	21.6	4.5	1.6	4.7	2.9	0.2	0.1	100.0
Rural	B	24.7	45.5	17.9	6.8	1.9	1.8	0.6	0.3	0.4	0.1	100.0
	F	21.2	45.1	20.9	7.1	1.9	2.2	0.6	0.3	0.6	0.1	100.0
	M	28.1	45.9	14.9	6.4	1.8	1.5	0.7	0.4	0.2	0.0	100.0
Namibia	**B**	**16.7**	**36.9**	**23.4**	**13.8**	**3.0**	**1.9**	**2.6**	**1.2**	**0.3**	**0.0**	**100.0**
	F	**14.5**	**35.8**	**26.4**	**13.9**	**3.0**	**2.5**	**2.6**	**0.8**	**0.4**	**0.1**	**100.0**
	M	**18.5**	**37.7**	**20.9**	**13.7**	**3.1**	**1.5**	**2.6**	**1.6**	**0.2**	**0.0**	**100.0**

Table 5.8: Union membership and union density by type of union, area and sex

Region/Area	Sex	Type of union				Type of union					
		Trade/ workers union	Farmers union	Employers union	Total unionised	Trade/ workers union	Farmers union	Employers union	Total unionised	Total	Union density
		(No.)				(%)				(No.)	(%)
Labour force											
Urban	B	58,637	1,474	5,775	65,885	89.0	2.2	8.8	100.0	232,651	28.3
	F	21,382	471	2,233	24,086	88.8	2.0	9.3	100.0	105,472	22.8
	M	37,255	1,003	3,542	41,799	89.1	2.4	8.5	100.0	127,179	32.9
Rural	B	31,717	5,546	4,065	41,329	76.7	13.4	9.8	100.0	314,266	13.2
	F	13,952	1,471	1,917	17,340	80.5	8.5	11.1	100.0	168,751	10.3
	M	17,765	4,075	2,148	23,988	74.1	17.0	9.0	100.0	145,515	16.5
Namibia	**B**	**90,354**	**7,020**	**9,840**	**107,214**	**84.3**	**6.5**	**9.2**	**100.0**	**546,918**	**19.6**
	F	**35,334**	**1,942**	**4,150**	**41,427**	**85.3**	**4.7**	**10.0**	**100.0**	**274,223**	**15.1**
	M	**55,020**	**5,078**	**5,690**	**65,787**	**83.6**	**7.7**	**8.6**	**100.0**	**272,695**	**24.1**
Employed											
Urban	B	51,418	1,033	5,309	57,759	89.0	1.8	9.2	100.0	157,097	36.8
	F	17,871	306	2,063	20,240	88.3	1.5	10.2	100.0	64,005	31.6
	M	33,547	726	3,246	37,519	89.4	1.9	8.7	100.0	93,092	40.3
Rural	B	25,667	4,649	3,348	33,664	76.2	13.8	9.9	100.0	199,752	16.9
	F	10,636	1,178	1,546	13,360	79.6	8.8	11.6	100.0	99,287	13.5
	M	15,031	3,471	1,802	20,304	74.0	17.1	8.9	100.0	100,465	20.2
Namibia	**B**	**77,085**	**5,682**	**8,656**	**91,423**	**84.3**	**6.2**	**9.5**	**100.0**	**356,849**	**25.6**
	F	**28,507**	**1,484**	**3,609**	**33,600**	**84.8**	**4.4**	**10.7**	**100.0**	**163,292**	**20.6**
	M	**48,577**	**4,197**	**5,048**	**57,823**	**84.0**	**7.3**	**8.7**	**100.0**	**193,556**	**29.9**
Unemployed											
Urban	B	7,219	441	466	8,127	88.8	5.4	5.7	100.0	75,554	10.8
	F	3,511	165	171	3,846	91.3	4.3	4.4	100.0	41,466	9.3
	M	3,708	277	296	4,280	86.6	6.5	6.9	100.0	34,088	12.6
Rural	B	6,051	897	717	7,665	78.9	11.7	9.4	100.0	114,515	6.7
	F	3,316	293	371	3,980	83.3	7.4	9.3	100.0	69,464	5.7
	M	2,734	604	346	3,684	74.2	16.4	9.4	100.0	45,051	8.2
Namibia	**B**	**13,270**	**1,338**	**1,183**	**15,791**	**84.0**	**8.5**	**7.5**	**100.0**	**190,069**	**8.3**
	F	**6,827**	**458**	**542**	**7,826**	**87.2**	**5.9**	**6.9**	**100.0**	**110,931**	**7.1**
	M	**6,443**	**881**	**642**	**7,965**	**80.9**	**11.1**	**8.1**	**100.0**	**79,138**	**10.1**

Note: Figures for union density differ slightly from those in following tables due to ....

Table 5.9: Unionisation (of the employed) by type of union and region

Region/Area	Type of union			Total unionised	Type of union			Total unionised	Total	Union density
	Trade/ workers union	Farmers union	Employers union		Trade/ workers union	Farmers union	Employers union			
	(No.)				(%)				(No.)	(%)
Caprivi	3,825	148	14	3,986	95.9	3.7	0.4	100.0	17,602	22.6
Erongo	10,018	283	466	10,767	93.0	2.6	4.3	100.0	24,885	43.3
Hardap	2,380	646	345	3,371	70.6	19.2	10.2	100.0	14,206	23.7
Karas	4,270	161	308	4,739	90.1	3.4	6.5	100.0	15,081	31.4
Khomas	24,068	536	2,401	27,005	89.1	2.0	8.9	100.0	77,647	34.8
Kunene	1,771	828	425	3,024	58.6	27.4	14.0	100.0	15,468	19.5
Ohangwena	2,209	58	1,143	3,410	64.8	1.7	33.5	100.0	38,731	8.8
Okavango	5,026	190	267	5,484	91.7	3.5	4.9	100.0	21,823	25.1
Omaheke	1,615	739	36	2,389	67.6	30.9	1.5	100.0	13,705	17.4
Omusati	1,414	199	232	1,845	76.7	10.8	12.6	100.0	19,793	9.3
Oshana	4,926	554	1,849	7,329	67.2	7.6	25.2	100.0	33,959	21.6
Oshikoto	8,439	354	596	9,388	89.9	3.8	6.3	100.0	30,758	30.5
Otjozondjupa	7,124	987	574	8,685	82.0	11.4	6.6	100.0	33,190	26.2
Namibia	**77,085**	**5,682**	**8,656**	**91,423**	**84.3**	**6.2**	**9.5**	**100.0**	**356,849**	**25.6**

Table 5.10: Unionisation (of the employed) by industry, area and sex

Industrial classification	Namibia			Urban			Rural		
	B	F	M	B	F	M	B	F	M
No. of union members									
Agriculture	14,832	4,452	10,380	1,311	195	1,116	13,521	4,257	9,264
Fishing	2,836	887	1,949	2,590	868	1,721	246	19	228
Mining and Quarrying	2,696	151	2,545	2,099	50	2,049	597	101	496
Manufacturing	7,783	2,564	5,219	6,124	2,127	3,997	1,660	438	1,222
Electricity, Gas & Water Supply	1,755	114	1,641	1,322	0	1,322	433	114	319
Construction	4,428	219	4,209	3,620	138	3,483	807	81	726
Wholesaleand Retail Trade, Repair of motor vehicles	7,433	2,003	5,430	6,699	1,705	4,993	734	298	437
Hotels and Restaurants	866	408	458	866	408	458	0	0	0
Transport, Storage and Communication	5,291	549	4,742	4,224	549	3,675	1,067	0	1,067
Financial Intermediation	1,792	758	1,034	1,688	691	998	104	67	37
Real Estate, Renting and Business Activities	4,200	1,838	2,362	3,250	1,373	1,877	951	466	485
Public Administration, Defence & Social Security	8,001	2,266	5,735	6,725	2,018	4,707	1,276	248	1,028
Education	12,078	7,074	5,004	4,954	2,876	2,078	7,125	4,198	2,926
Health and Social Work	4,918	3,792	1,126	3,867	2,948	919	1,051	844	207
Other Community, Social & Personal Services	6,921	3,051	3,870	4,679	1,889	2,790	2,241	1,161	1,080
Private households with employed persons	4,504	3,131	1,373	3,283	2,209	1,074	1,221	922	299
Extra-Territorial Organisations & Bodies	30	0	30	0	0	0	30	0	30
Not Reported	117	0	117	42	0	42	75	0	75
Total	90,481	33,257	57,225	57,342	20,042	37,300	33,140	13,215	19,925
No. of employed persons									
Agriculture	130,688	62,752	67,936	4,625	1,154	3,471	126,063	61,598	64,465
Fishing	5,756	1,807	3,949	5,115	1,732	3,383	641	75	566
Mining and Quarrying	5,504	433	5,071	3,525	284	3,241	1,979	149	1,830
Manufacturing	22,840	10,411	12,429	15,854	6,514	9,340	6,986	3,898	3,088
Electricity, Gas & Water Supply	4,061	396	3,665	2,962	227	2,735	1,099	169	930
Construction	17,720	1,408	16,313	11,464	793	10,672	6,256	615	5,641
Wholesaleand Retail Trade, Repair of motor vehicles	30,072	13,562	16,510	22,025	8,160	13,864	8,048	5,401	2,646
Hotels and Restaurants	2,539	1,367	1,172	2,035	1,143	892	505	225	280
Transport, Storage and Communication	11,928	1,475	10,453	9,253	1,332	7,921	2,675	143	2,532
Financial Intermediation	6,923	3,124	3,799	6,034	2,676	3,358	889	448	442
Real Estate, Renting and Business Activities	18,571	9,891	8,680	11,916	5,852	6,063	6,656	4,038	2,617
Public Administration, Defence & Social Security	20,033	5,891	14,142	16,855	5,098	11,757	3,178	794	2,385
Education	21,628	13,536	8,092	9,570	5,952	3,618	12,057	7,584	4,473
Health and Social Work	9,690	6,868	2,823	7,957	5,693	2,265	1,733	1,175	558
Other Community, Social & Personal Services	22,098	10,593	11,505	12,899	6,033	6,866	9,199	4,560	4,639
Private households with employed persons	24,817	18,708	6,109	14,370	11,024	3,346	10,447	7,683	2,764
Extra-Territorial Organisations & Bodies	212	127	85	126	70	56	87	57	30
Not Reported	1,707	944	764	454	268	186	1,253	675	578
Total	356,849	163,292	193,556	157,097	64,005	93,092	199,752	99,287	100,465
Rate of unionisation (%)									
Agriculture	11.3	7.1	15.3	28.3	16.9	32.2	10.7	6.9	14.4
Fishing	49.3	49.1	49.4	50.6	50.1	50.9	38.5	25.3	40.2
Mining and Quarrying	49.0	34.9	50.2	59.5	17.5	63.2	30.2	67.9	27.1
Manufacturing	34.1	24.6	42.0	38.6	32.7	42.8	23.8	11.2	39.6
Electricity, Gas & Water Supply	43.2	28.7	44.8	44.6	0.0	48.4	39.4	67.2	34.3
Construction	25.0	15.5	25.8	31.6	17.4	32.6	12.9	13.2	12.9
Wholesaleand Retail Trade, Repair of motor vehicles	24.7	14.8	32.9	30.4	20.9	36.0	9.1	5.5	16.5
Hotels and Restaurants	34.1	29.8	39.0	42.5	35.7	51.3	0.0	0.0	0.0
Transport, Storage and Communication	44.4	37.2	45.4	45.6	41.2	46.4	39.9	0.0	42.1
Financial Intermediation	25.9	24.3	27.2	28.0	25.8	29.7	11.7	15.1	8.3
Real Estate, Renting and Business Activities	22.6	18.6	27.2	27.3	23.5	31.0	14.3	11.5	18.5
Public Administration, Defence & Social Security	39.9	38.5	40.6	39.9	39.6	40.0	40.2	31.3	43.1
Education	55.8	52.3	61.8	51.8	48.3	57.4	59.1	55.4	65.4
Health and Social Work	50.8	55.2	39.9	48.6	51.8	40.6	60.6	71.9	37.0
Other Community, Social & Personal Services	31.3	28.8	33.6	36.3	31.3	40.6	24.4	25.5	23.3
Private households with employed persons	18.2	16.7	22.5	22.8	20.0	32.1	11.7	12.0	10.8
Extra-Territorial Organisations & Bodies	14.0	0.0	34.8	0.0	0.0	0.0	34.2	0.0	100.0
Not Reported	6.9	0.0	15.3	9.2	0.0	22.6	6.0	0.0	13.0
Total	25.4	20.4	29.6	36.5	31.3	40.1	16.6	13.3	19.8

Table 5.11: Union membership (of the employed) by employment status, area and sex

Employment status	National			Urban			Rural		
	B	F	M	B	F	M	B	F	M
No. of union members									
Subsistence/communal farmer (with paid employees)	1,305	361	944	14	0	14	1,292	361	931
Subsistence/communal farmer (without paid employees)	3,856	1,337	2,519	63	25	38	3,793	1,312	2,481
Other employer (with paid employees)	2,494	553	1,941	1,228	290	938	1,266	263	1,003
Other own-account worker (without paid employees)	1,884	1,041	843	1,203	561	642	681	479	202
Employee (government or parastatal)	37,842	15,724	22,118	24,505	9,884	14,621	13,336	5,839	7,497
Employee (private)	39,121	11,634	27,487	29,474	8,881	20,594	9,647	2,754	6,893
Unpaid family worker (subsistence/communal)	1,538	1,322	216	0	0	0	1,538	1,322	216
Other unpaid family worker	1,265	830	435	290	267	23	976	564	412
Others	170	79	91	58	0	58	112	79	33
Not reported	1,006	377	629	507	134	372	500	243	257
Total	**90,481**	**33,257**	**57,225**	**57,342**	**20,042**	**37,300**	**33,140**	**13,215**	**19,925**
No. of employed persons									
Subsistence/communal farmer (with paid employees)	5,491	2,070	3,421	187	15	171	5,304	2,055	3,249
Subsistence/communal farmer (without paid employees)	45,078	26,887	18,190	637	337	300	44,440	26,551	17,890
Other employer (with paid employees)	12,388	4,147	8,241	6,136	2,177	3,959	6,252	1,970	4,282
Other own-account worker (without paid employees)	19,954	12,145	7,809	9,518	5,352	4,165	10,436	6,792	3,644
Employee (government or parastatal)	72,286	29,260	43,026	47,740	18,615	29,124	24,546	10,644	13,902
Employee (private)	152,818	55,460	97,358	89,369	35,751	53,617	63,450	19,708	43,741
Unpaid family worker (subsistence/communal)	35,089	25,529	9,560	32	15	17	35,057	25,514	9,544
Other unpaid family worker	8,071	5,225	2,847	1,330	886	444	6,742	4,339	2,403
Others	1,027	266	761	291	77	214	735	189	547
Not reported	4,648	2,304	2,343	1,859	778	1,080	2,789	1,526	1,263
Total	**356,849**	**163,292**	**193,556**	**157,097**	**64,005**	**93,092**	**199,752**	**99,287**	**100,465**
Rate of unionisation (%)									
Subsistence/communal farmer (with paid employees)	23.8	17.4	27.6	7.2	0.0	7.9	24.4	17.6	28.6
Subsistence/communal farmer (without paid employees)	8.6	5.0	13.9	9.9	7.4	12.7	8.5	4.9	13.9
Other employer (with paid employees)	20.1	13.3	23.6	20.0	13.3	23.7	20.2	13.4	23.4
Other own-account worker (without paid employees)	9.4	8.6	10.8	12.6	10.5	15.4	6.5	7.1	5.5
Employee (government or parastatal)	52.4	53.7	51.4	51.3	53.1	50.2	54.3	54.9	53.9
Employee (private)	25.6	21.0	28.2	33.0	24.8	38.4	15.2	14.0	15.8
Unpaid family worker (subsistence/communal)	4.4	5.2	2.3	0.0	0.0	0.0	4.4	5.2	2.3
Other unpaid family worker	15.7	15.9	15.3	21.8	30.1	5.1	14.5	13.0	17.2
Others	16.6	29.6	12.0	20.0	0.0	27.2	15.2	41.7	6.0
Not reported	21.7	16.4	26.9	27.3	17.3	34.5	17.9	15.9	20.4
Total	**25.4**	**20.4**	**29.6**	**36.5**	**31.3**	**40.1**	**16.6**	**13.3**	**19.8**

Table 5.12: Unionisation (of the employed) by occupation and sex

Occupation	Namibia		
	B	F	M
No. of union members			
Armed forces	805	--	805
Legislators, senior officials & managers	1.856	447	1.409
Professionals	12.090	6.528	5.561
Technicians & Associate professionals	6.404	3.542	2.861
Clerks	6.953	3.914	3.039
Services, Shops & Market sales workers	10.819	4.296	6.523
Skilled agricultural & fishery workers	11.673	3.876	7.797
Craft &Trade workers	14.029	1.573	12.456
Plant & machine operators & assemblers	7.428	390	7.038
Elementary occupations	17.641	8.321	9.320
Not reported	241	70	171
Total	**90.481**	**33.257**	**57.225**
No. of employed persons			
Armed forces	2.377	142	2.235
Legislators, senior officials & managers	9.104	2.009	7.095
Professionals	23.199	12.375	10.824
Technicians & Associate professionals	15.925	8.335	7.591
Clerks	20.624	13.705	6.919
Services, Shops & Market sales workers	37.791	19.250	18.541
Skilled agricultural & fishery workers	105.593	56.614	48.979
Craft &Trade workers	47.146	9.818	37.328
Plant & machine operators & assemblers	14.832	603	14.229
Elementary occupations	76.666	38.695	37.971
Not reported	1.990	1.044	945
Total	**356.849**	**163.292**	**193.556**
Rate of unionisation (%)			
Armed forces	33.9	--	36.0
Legislators, senior officials & managers	20.4	22.3	19.9
Professionals	52.1	52.8	51.4
Technicians & Associate professionals	40.2	42.5	37.7
Clerks	33.7	28.6	43.9
Services, Shops & Market sales workers	28.6	22.3	35.2
Skilled agricultural & fishery workers	11.1	6.8	15.9
Craft &Trade workers	29.8	16.0	33.4
Plant & machine operators & assemblers	50.1	64.7	49.5
Elementary occupations	23.0	21.5	24.5
Not reported	12.1	6.7	18.1
Total	**25.4**	**20.4**	**29.6**

Table 5.13: Social security registration by region, area and sex

Region/Area	Sex	Employed			Unemployed			Labour force		
		Total	No. registered	% registered	Total	No. registered	% registered	Total	No. registered	% registered
Caprivi	B	17,602	6,144	34.9	18,538	3,914	21.1	36,140	10,058	27.8
Erongo	B	24,885	15,051	60.5	10,223	863	8.4	35,108	15,914	45.3
Hardap	B	14,206	7,080	49.8	8,432	1,915	22.7	22,639	8,995	39.7
Karas	B	15,081	9,383	62.2	6,168	1,008	16.3	21,248	10,392	48.9
Khomas	B	77,647	55,213	71.1	33,241	4,221	12.7	110,888	59,434	53.6
Kunene	B	15,468	8,081	52.2	7,480	1,479	19.8	22,949	9,560	41.7
Ohangwena	B	38,731	9,697	25.0	21,210	5,407	25.5	59,941	15,104	25.2
Okavango	B	21,823	9,470	43.4	14,783	2,798	18.9	36,607	12,268	33.5
Omaheke	B	13,705	6,388	46.6	5,690	1,775	31.2	19,395	8,163	42.1
Omusati	B	19,793	7,642	38.6	19,311	2,627	13.6	39,104	10,269	26.3
Oshana	B	33,959	10,011	29.5	21,610	1,317	6.1	55,569	11,328	20.4
Oshikoto	B	30,758	11,832	38.5	10,013	2,544	25.4	40,771	14,376	35.3
Otjozondjupa	B	33,190	21,023	63.3	13,370	3,432	25.7	46,560	24,455	52.5
Urban	B	157,097	102,514	65.3	75,554	12,939	17.1	232,651	115,453	49.6
	F	64,005	40,189	62.8	41,466	6,460	15.6	105,472	46,649	44.2
	M	93,092	62,325	66.9	34,088	6,479	19.0	127,179	68,804	54.1
Rural	B	199,752	74,502	37.3	114,515	20,361	17.8	314,266	94,863	30.2
	F	99,287	29,877	30.1	69,464	12,357	17.8	168,751	42,234	25.0
	M	100,465	44,625	44.4	45,051	8,004	17.8	145,515	52,629	36.2
National	B	356,849	177,016	49.6	190,069	33,300	17.5	546,918	210,316	38.5
	F	163,292	70,066	42.9	110,931	18,817	17.0	274,223	88,883	32.4
	M	193,556	106,950	55.3	79,138	14,483	18.3	272,695	121,433	44.5

Table 5.14: Social security registration (of the employed) by industry, area and sex

Industrial classification	Namibia			Urban			Rural		
	B	F	M	B	F	M	B	F	M
No. of employed persons registered									
Agriculture	43,459	15,312	28,147	2,329	531	1,799	41,130	14,782	26,348
Fishing	3,560	954	2,606	3,327	935	2,392	233	19	214
Mining and Quarrying	3,907	246	3,661	2,578	159	2,419	1,329	87	1,242
Manufacturing	13,248	5,418	7,830	10,484	4,136	6,349	2,764	1,283	1,481
Electricity, Gas & Water Supply	2,759	238	2,521	2,273	147	2,126	486	91	396
Construction	8,585	734	7,850	6,112	411	5,701	2,473	323	2,150
Wholesaleand Retail Trade, Repair of motor vehicles	14,673	4,968	9,705	12,577	3,882	8,695	2,096	1,086	1,010
Hotels and Restaurants	1,546	866	679	1,366	796	569	180	70	110
Transport, Storage and Communication	7,948	1,086	6,862	6,475	1,086	5,389	1,472	0	1,472
Financial Intermediation	5,906	2,550	3,356	5,142	2,227	2,914	764	322	442
Real Estate, Renting and Business Activities	8,340	3,808	4,531	6,467	2,811	3,656	1,872	997	875
Public Administration, Defence & Social Security	15,467	4,767	10,700	13,636	4,470	9,166	1,831	296	1,534
Education	16,797	9,909	6,888	8,289	5,109	3,181	8,507	4,800	3,708
Health and Social Work	7,845	5,841	2,005	6,522	4,840	1,682	1,324	1,001	323
Other Community, Social & Personal Services	11,707	5,389	6,319	8,120	3,471	4,649	3,587	1,917	1,670
Private households with employed persons	10,824	7,789	3,035	6,664	5,110	1,554	4,160	2,679	1,481
Extra-Territorial Organisations & Bodies	53	24	30	24	24	0	30	0	30
Not Reported	333	168	165	70	44	25	263	124	139
Total	177,016	70,066	106,950	102,514	40,189	62,325	74,502	29,877	44,625
No. of employed persons									
Agriculture	130,688	62,752	67,936	4,625	1,154	3,471	126,063	61,598	64,465
Fishing	5,756	1,807	3,949	5,115	1,732	3,383	641	75	566
Mining and Quarrying	5,504	433	5,071	3,525	284	3,241	1,979	149	1,830
Manufacturing	22,840	10,411	12,429	15,854	6,514	9,340	6,986	3,898	3,088
Electricity, Gas & Water Supply	4,061	396	3,665	2,962	227	2,735	1,099	169	930
Construction	17,720	1,408	16,313	11,464	793	10,672	6,256	615	5,641
Wholesaleand Retail Trade, Repair of motor vehicles	30,072	13,562	16,510	22,025	8,160	13,864	8,048	5,401	2,646
Hotels and Restaurants	2,539	1,367	1,172	2,035	1,143	892	505	225	280
Transport, Storage and Communication	11,928	1,475	10,453	9,253	1,332	7,921	2,675	143	2,532
Financial Intermediation	6,923	3,124	3,799	6,034	2,676	3,358	889	448	442
Real Estate, Renting and Business Activities	18,571	9,891	8,680	11,916	5,852	6,063	6,656	4,038	2,617
Public Administration, Defence & Social Security	20,033	5,891	14,142	16,855	5,098	11,757	3,178	794	2,385
Education	21,628	13,536	8,092	9,570	5,952	3,618	12,057	7,584	4,473
Health and Social Work	9,690	6,868	2,823	7,957	5,693	2,265	1,733	1,175	558
Other Community, Social & Personal Services	22,098	10,593	11,505	12,899	6,033	6,866	9,199	4,560	4,639
Private households with employed persons	24,817	18,708	6,109	14,370	11,024	3,346	10,447	7,683	2,764
Extra-Territorial Organisations & Bodies	212	127	85	126	70	56	87	57	30
Not Reported	1,707	944	764	454	268	186	1,253	675	578
Total	356,849	163,292	193,556	157,097	64,005	93,092	199,752	99,287	100,465
Percentage of employed persons registered									
Agriculture	33.3	24.4	41.4	50.4	46.0	51.8	32.6	24.0	40.9
Fishing	61.9	52.8	66.0	65.0	54.0	70.7	36.4	25.3	37.9
Mining and Quarrying	71.0	57.0	72.2	73.2	56.2	74.6	67.1	58.4	67.9
Manufacturing	58.0	52.0	63.0	66.1	63.5	68.0	39.6	32.9	48.0
Electricity, Gas & Water Supply	67.9	60.0	68.8	76.7	64.7	77.7	44.3	53.6	42.6
Construction	48.4	52.2	48.1	53.3	51.8	53.4	39.5	52.6	38.1
Wholesaleand Retail Trade, Repair of motor vehicles	48.8	36.6	58.8	57.1	47.6	62.7	26.0	20.1	38.2
Hotels and Restaurants	60.9	63.4	57.9	67.1	69.7	63.8	35.6	31.1	39.3
Transport, Storage and Communication	66.6	73.6	65.6	70.0	81.5	68.0	55.0	0.0	58.2
Financial Intermediation	85.3	81.6	88.3	85.2	83.2	86.8	85.9	72.0	100.0
Real Estate, Renting and Business Activities	44.9	38.5	52.2	54.3	48.0	60.3	28.1	24.7	33.4
Public Administration, Defence & Social Security	77.2	80.9	75.7	80.9	87.7	78.0	57.6	37.3	64.3
Education	77.7	73.2	85.1	86.6	85.8	87.9	70.6	63.3	82.9
Health and Social Work	81.0	85.0	71.0	82.0	85.0	74.3	76.4	85.2	57.8
Other Community, Social & Personal Services	53.0	50.9	54.9	63.0	57.5	67.7	39.0	42.0	36.0
Private households with employed persons	43.6	41.6	49.7	46.4	46.4	46.4	39.8	34.9	53.6
Extra-Territorial Organisations & Bodies	25.1	18.7	34.8	18.9	33.8	0.0	34.2	0.0	100.0
Not Reported	19.5	17.8	21.6	15.3	16.4	13.7	21.0	18.4	24.1
Total	49.6	42.9	55.3	65.3	62.8	66.9	37.3	30.1	44.4

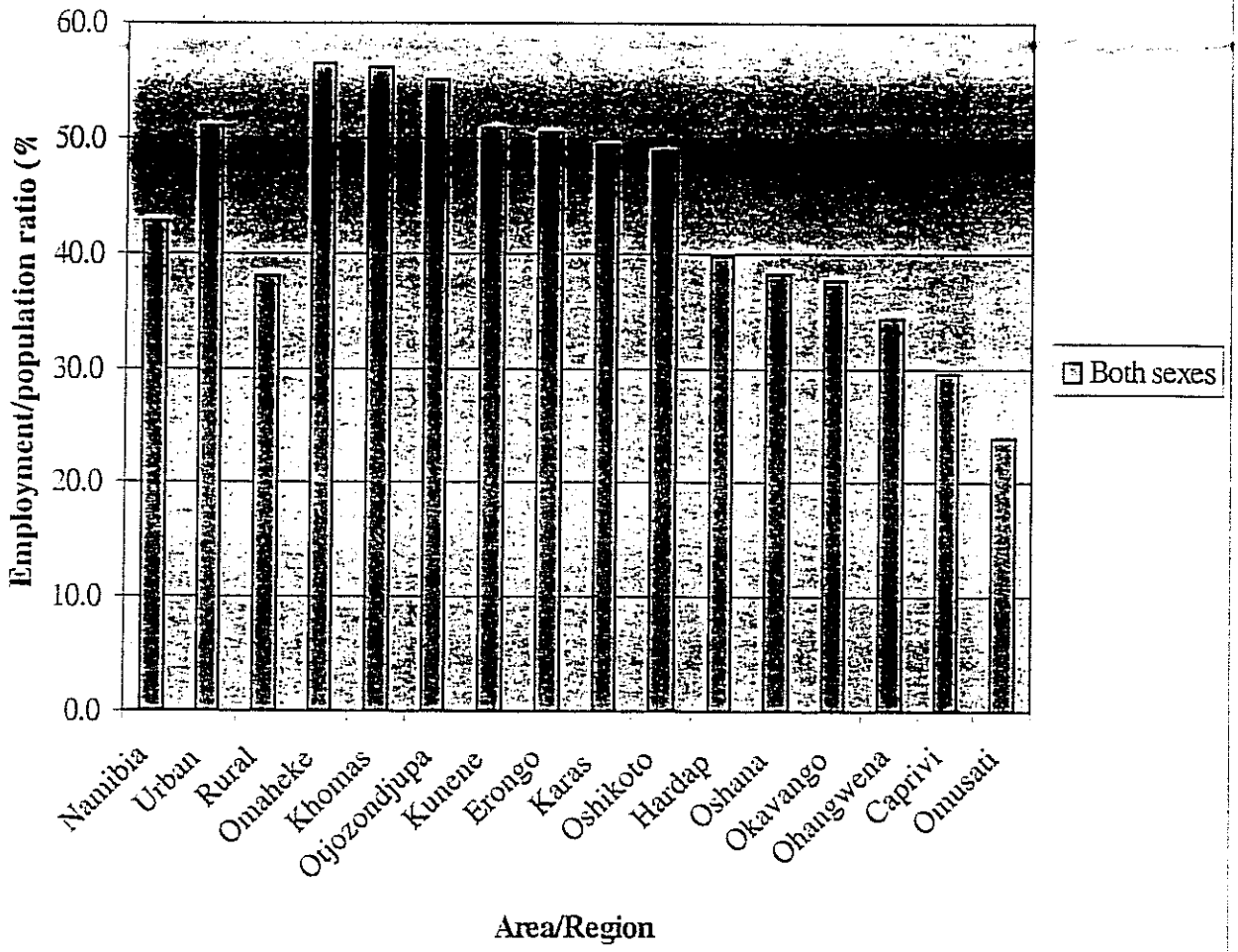
Table 5.15: Social security registration (of the employed) by employment status, area and sex

Employment status	National			Urban			Rural		
	B	F	M	B	F	M	B	F	M
No. of employed registered									
Subsistence/communal farmer (with paid employees)	2,839	1,145	1,694	17	0	17	2,822	1,145	1,677
Subsistence/communal farmer (without paid employees)	9,675	5,021	4,654	66	31	35	9,609	4,990	4,619
Other employer (with paid employees)	6,127	1,769	4,358	3,400	1,128	2,272	2,727	641	2,086
Other own-account worker (without paid employees)	5,559	3,039	2,520	2,511	1,280	1,232	3,047	1,759	1,288
Employee (government or parastatal)	56,944	23,444	33,500	40,056	16,387	23,669	16,887	7,057	9,831
Employee (private)	83,453	28,088	55,365	54,955	20,739	34,216	28,498	7,348	21,150
Unpaid family worker (subsistence/communal)	8,516	5,749	2,767	0	0	0	8,516	5,749	2,767
Other unpaid family worker	1,437	771	666	355	234	121	1,082	538	544
Others	78	15	63	60	15	45	18	0	18
Not reported	2,388	1,025	1,363	1,093	375	718	1,295	650	645
Total	**177,016**	**70,066**	**106,950**	**102,514**	**40,189**	**62,325**	**74,502**	**29,877**	**44,625**
No. of employed persons									
Subsistence/communal farmer (with paid employees)	5,491	2,070	3,421	187	15	171	5,304	2,055	3,249
Subsistence/communal farmer (without paid employees)	45,078	26,887	18,190	637	337	300	44,440	26,551	17,890
Other employer (with paid employees)	12,388	4,147	8,241	6,136	2,177	3,959	6,252	1,970	4,282
Other own-account worker (without paid employees)	19,954	12,145	7,809	9,518	5,352	4,165	10,436	6,792	3,644
Employee (government or parastatal)	72,286	29,260	43,026	47,740	18,615	29,124	24,546	10,644	13,902
Employee (private)	152,818	55,460	97,358	89,369	35,751	53,617	63,450	19,708	43,741
Unpaid family worker (subsistence/communal)	35,089	25,529	9,560	32	15	17	35,057	25,514	9,544
Other unpaid family worker	8,071	5,225	2,847	1,330	886	444	6,742	4,339	2,403
Others	1,027	266	761	291	77	214	735	189	547
Not reported	4,648	2,304	2,343	1,859	778	1,080	2,789	1,526	1,263
Total	**356,849**	**163,292**	**193,556**	**157,097**	**64,005**	**93,092**	**199,752**	**99,287**	**100,465**
Percentage of employed persons registered									
Subsistence/communal farmer (with paid employees)	51.7	55.3	49.5	8.9	0.0	9.7	53.2	55.7	51.6
Subsistence/communal farmer (without paid employees)	21.5	18.7	25.6	10.4	9.2	11.7	21.6	18.8	25.8
Other employer (with paid employees)	49.5	42.7	52.9	55.4	51.8	57.4	43.6	32.5	48.7
Other own-account worker (without paid employees)	27.9	25.0	32.3	26.4	23.9	29.6	29.2	25.9	35.4
Employee (government or parastatal)	78.8	80.1	77.9	83.9	88.0	81.3	68.8	66.3	70.7
Employee (private)	54.6	50.6	56.9	61.5	58.0	63.8	44.9	37.3	48.4
Unpaid family worker (subsistence/communal)	24.3	22.5	28.9	0.0	0.0	0.0	24.3	22.5	29.0
Other unpaid family worker	17.8	14.8	23.4	26.7	26.4	27.4	16.0	12.4	22.7
Others	7.6	5.6	8.3	20.6	19.4	21.0	2.5	0.0	3.4
Not reported	51.4	44.5	58.2	58.8	48.2	66.5	46.4	42.6	51.0
Total	**49.6**	**42.9**	**55.3**	**65.3**	**62.8**	**66.9**	**37.3**	**30.1**	**44.4**

Table 5.16: Social security registration (of the employed) by occupation and sex

Occupation	Namibia		
	B	F	M
No. of employed persons registered			
Armed forces	1.609	114	1.495
Legislators, senior officials & managers	7.631	1.735	5.896
Professionals	18.080	9.523	8.557
Technicians & Associate professinals	12.515	6.306	6.210
Clerks	15.604	10.462	5.142
Services, Shops & Market sales workers	19.658	8.360	11.297
Skilled agricultural & fishery workers	31.381	12.839	18.542
Craft &Trade workers	22.174	2.803	19.370
Plant & machine operators & assemblers	9.740	340	9.400
Elementary occupations	37.053	16.888	20.165
Not reported	521	263	257
Total	**177.016**	**70.066**	**106.950**
No. of employed persons			
Armed forces	2.377	142	2.235
Legislators, senior officials & managers	9.104	2.009	7.095
Professionals	23.199	12.375	10.824
Technicians & Associate professinals	15.925	8.335	7.591
Clerks	20.624	13.705	6.919
Services, Shops & Market sales workers	37.791	19.250	18.541
Skilled agricultural & fishery workers	105.593	56.614	48.979
Craft &Trade workers	47.146	9.818	37.328
Plant & machine operators & assemblers	14.832	603	14.229
Elementary occupations	76.666	38.695	37.971
Not reported	1.990	1.044	945
Total	**356.849**	**163.292**	**193.556**
Percentage of employed persons registered			
Armed forces	67.7	80.0	66.9
Legislators, senior officials & managers	83.8	86.4	83.1
Professionals	77.9	77.0	79.1
Technicians & Associate professinals	78.6	75.7	81.8
Clerks	75.7	76.3	74.3
Services, Shops & Market sales workers	52.0	43.4	60.9
Skilled agricultural & fishery workers	29.7	22.7	37.9
Craft &Trade workers	47.0	28.6	51.9
Plant & machine operators & assemblers	65.7	56.4	66.1
Elementary occupations	48.3	43.6	53.1
Not reported	26.2	25.2	27.2
Total	**49.6**	**42.9**	**55.3**

Figure 5.1: Employment to population ratio by area and region



CHAPTER 6

CHARACTERISTICS OF THE UNEMPLOYED

6.1 We saw in Chapter 4 that, by the broad definition of unemployment, 35 per cent of Namibia's labour force are unemployed. This rate would drop to 20 per cent if the strict definition of unemployment were adopted. The rate of (broad) unemployment is higher for women (41 per cent) than for men (29 per cent). The difference between urban and rural areas, however, is not great, the rates of unemployment in these areas being 33 and 36 per cent respectively.

6.2 This Chapter elaborates further on the characteristics of the unemployed. The focus is mainly on their educational profile, age, duration of unemployment and methods of job search or reasons for not actively looking for work. Possible gender discrimination in Namibia's labour markets will also be briefly discussed.

Educational profile of the unemployed

6.3 The educational profile of the unemployed in Namibia is characterised by (a) a relatively low proportion of those with no formal education at all, 13 per cent as compared to the 17 per cent of the employed (Table 6.1; see also the corresponding Table 5.7 for the employed); (b) a large proportion (44 per cent) with primary education; (c) an equally large proportion (42 per cent) with secondary education; and (d) a tiny proportion (less than 1 per cent) with any level of post-secondary education (After standard 10, Teacher training, University or Post-Graduate). The urban unemployed enjoy better levels of educational attainment than their rural counterparts but differences by gender are relatively minor and not necessarily to the disadvantage of women. Women, employed or not, are about as well educated as men.

6.4 Do higher levels of educational attainment provide a shield against unemployment? Table 6.2 provides the answer by showing rates of unemployment for those in the labour force with different levels of educational attainment. The most conspicuous difference relates to the unemployment rates of those with and without higher education. Unemployment rates for those with educational qualifications beyond secondary education are very low, almost an order of magnitude lower than for those with less formal education or no formal education at all. The unemployment rate for teachers, for example, is 4 per cent, and not more than 2 per cent in rural areas. Such unemployment is essentially frictional as the job market for the more educated and skilled labour appears to be tight and supply driven. Namibia's labour markets clearly have a hunger for people with more advanced education.

6.5 The picture is somewhat more complicated for those without higher education, i.e. the overwhelming majority of the unemployed. The unemployment rate for persons without any formal education is lower in rural areas than in urban areas. Indeed, they seem to be doing better that their rural colleagues with primary or secondary education. A possible explanation may be their greater willingness to accept the more "menial" (elementary) jobs that their educated counterparts tend to shun. Another factor could have to do with the differences in the nature of demand for labour. In rural areas jobs requiring no particular education or skill are likely to be more plentiful than in urban areas where the demand for skilled labour is probably stronger than that for unskilled labour. This may well be a factor in accounting for the fact that the rate of unemployment for those in urban areas with Senior secondary education is considerably lower than for those with less education.

6.6 Table 6.2 shows further that the rate of unemployment is higher for women than for men. This is true at virtually all levels of education. The only exception is the unemployment rate for female teachers, which is lower than for male teachers in both rural and urban areas.

6.7 The educational profile of the unemployed by region and sex is given in Table 6.3. As may be seen, national averages hide considerable differences at the regional level, for instance in the proportion of the unemployed with no formal education which range from as low as 2 per cent in Karas to over 30 per cent in Kunene.

Unemployment and age: Youth unemployment

6.8 As in most other countries, unemployment in Namibia does not affect all age groups to the same extent. As Table 6.4 and Figure 6.1 show, the rate of unemployment in the country tends to fall almost consistently with age. For the youngest age bracket (15-19), it stands at the exceedingly high rate of 62 per cent, declining somewhat to 55 per cent for the next age bracket (20-24). By contrast, for those above 50, the rate of unemployment hovers around 20 per cent or less. This pattern broadly holds in both urban and rural areas and for men and women alike.

6.9 A substantial portion of the unemployed in Namibia (37 per cent) is aged between 15 and 24 years, often referred to as the *unemployed youth*. This group merits special attention for several reasons, the most obvious of which is that the youth unemployment rate exceeds the overall unemployment rate in most countries, both developed and developing (O'Higgins, 1997). Another reason is that the acquisition of skills and experience of the present generation of youth is an important factor in explaining future social and economic development. Youth unemployment, especially if it is persistent, excludes an important part of the labour force from participation in the economy and thus limits the capacity for growth.

6.10 The youth experience high unemployment in part because many of them tend to drop out of school or leave school too soon, especially in rural areas. They do so in some cases to find work, a hope that is usually frustrated due to their lack of skills and experience required by the job market. Youth unemployment is also exacerbated by the re-admission and age limits imposed for junior and senior secondary education in Namibia. Students over the age of 17 who fail Grade 10 are not allowed to repeat this level in the formal educational system, but should look for alternative educational institutions which are often too expensive for their parents to afford. Thus, many youths tend to drop out of school at this level and join the ranks of the unemployed.

6.11 The high unemployment of younger groups in the labour market is a cause for concern from the standpoint of their relatively low educational qualifications and lack of job experience. Most of them are in fact first-time job seekers. Under these circumstances, the acquisition of skills through programmes involving vocational and on-the-job training assumes greater importance in improving their prospects for more durable employment.

Duration of unemployment

6.12 Unemployment in Namibia tends to be of a long-term nature. Some 55 per cent of the unemployed have been without work for more than a year and 40 per cent for more than two years (Table 6.5). Less than 20 per cent of the unemployed have been without a job for less than 3 months. The duration of unemployment does not differ much between men and women, but the pattern of the duration is somewhat different between rural and urban areas. The proportion of the unemployed that have been without work for less than one month and more than two years is lower in urban areas. In

contrast, the proportion of the unemployed that have been without work for 3 months to two years is higher in urban than in rural areas.

6.13 At the regional level, the percentage of the unemployed that have been without work for more than two years is exceptionally high in Caprivi and Erongo (50 and 52 per cent, respectively), while in Omusati and Otjozondjupa relatively high proportions of the unemployed have been without work for less than one month (25 and 19 per cent). Thus, as the unemployment rate in Caprivi is also exceptionally high, the overall unemployment situation in this region clearly shows extreme proportions.

Job search

6.14 We saw above that the duration of unemployment in Namibia tends to be long, with the majority of the unemployed having been without a job for over a year. It is therefore not surprising that most of the unemployed are so discouraged as to have given up actively looking for work altogether. Of all those without work and available for work (190,069 persons), only 46 per cent were actively looking for work (Table 6.6). This proportion is much higher in urban than rural areas (66 per cent compared to 33 per cent) suggesting that the phenomenon of discouragement is more pervasive in rural areas than in urban areas, although the rates of unemployment in these areas do not differ much. Similarly, unemployed women tend to be less optimistic as to the prospects of finding employment: only 39 per cent of them actively look for work, whereas the corresponding proportion for men is 56 per cent. Another pattern worthy of note in this context is that the propensity to look for work tends to fall with age (Table 6.7).

6.15 The predominant means of looking for work are checking at work sites and similar places (39 per cent), direct application to employers (21 per cent) and seeking assistance from friends, relatives, etc. (20 per cent) (Table 6.8; note that the total in this table exceeds the number of the unemployed in earlier tables as job seekers could cite more than one means of looking for work). The relatively abundant opportunities to check work sites or to directly apply to employers in urban areas explain the higher efforts of urban as compared to rural job seekers. Few job seekers seem to consider registration at employment agencies (whether or not belonging to the Ministry of Labour) as particularly helpful: less than 10 per cent of them make use of this facility, which is certainly a cause for concern. It is of course possible that the infrequent use of this facility merely reflects a lack of access due to their unavailability to most of the unemployed rather than the inability of employment services to be of much help. This is however unlikely to be the main reason. Such facilities are presumably more readily accessible in urban areas as compared to rural areas. The proportion of the unemployed using them, however, does not seem to be that different in these two areas (Table 6.8).

6.16 The perception that vacancies are limited is probably an important reason why job seekers do not register at employment services. It is also an important reason why many persons available for work are not looking for work at all. As shown in Table 6.9, more than two thirds of the persons not looking for work cite as their main reason their belief that no work is available. This reason is equally important for male and female discouraged job seekers alike.

Box 6.1: Definitions

1. According to the *broad* or *expanded* definition of ***unemployment***, the unemployed are those persons aged 15 years or more who, during the seven-day period before the interview, did not work and had no job or business to go back to, but were available for work. The *strict* or *narrow* definition requires further that these persons actively look for work to be considered unemployed.

2. ***Youth unemployment*** refers to the unemployment of those aged between 15 and 24 years.

3. ***Labour market discrimination*** exists when a particular category of workers (women, an ethnic group, etc.) with the same abilities, education, training, and experience as workers in other categories is accorded inferior treatment with respect to hiring, occupational access, promotion, the wage rate or other conditions of work.

Box 6.2: Is there gender discrimination in Namibia's labour markets?

1. We saw in Chapter 4 that the rate of unemployment among women is higher than among men, 41 per cent against 29 per cent in the country as a whole. This disparity suggests that *employment discrimination* may be an important dimension of *labour market discrimination* in Namibia. This Box dwells a bit further on this issue.

2. Labour market discrimination is a complex phenomenon (see Box 6.1 for definition). It is difficult to control for all *economic factors* that affect hiring, promotion or wage decisions of labour market actors, such as ability, education, training and experience, in order to isolate discrimination arising from "rational" economic behaviour. Even if these factors could be accounted for empirically, it might well be that non-economic factors play an important role in the explanation of labour market discrimination (and may indeed appear "irrational" from an economic point of view). A comprehensive study of labour market discrimination may thus require an interdisciplinary approach, which is beyond the scope of this Report. Nevertheless, one may examine statistical evidence from the NLFS that suggests possible existence of certain types of labour market discrimination in Namibia.

3. The evidence in Chapter 4 showed that the proportion of students in the inactive population is much lower among females than among males, 45 against 67 per cent respectively. Unequal access to formal education is one type of labour market discrimination, sometimes called *human capital discrimination*, which actually precedes entry into the labour market but clearly affects future labour market outcomes. Inequality in access to education shows strong variations among regions in Namibia. But our evidence so far does not support the proposition that, from an educational standpoint, women are worse off than men.

4. As noted earlier, female workers often tend to be rather better educated than their male colleagues, for example in the Armed forces, in Legislators, senior officials & managers, and, to a lesser extent, in Professionals and Technicians & Associate professionals. One reason for this may be that women tend to occupy positions requiring higher levels of education and skills (Table 5.4). However, unlike in other occupations requiring higher skills and education (for example, Professionals), the proportion of females working as Legislators, senior officials & managers is much lower than among males. This may signify that, notwithstanding their comparable educational levels, women may have a harder time than men in reaching positions of power and influence.

5. One possible way of interpreting the above evidence is that *occupational* or *job discrimination* may be important, which in this case would refer to the possibility that women are required to have better qualifications to do the same job. Such evidence for job discrimination, however, is not as clear-cut as it may seem. The occupational classification in Table 5.4 is very broad, as the employed labour force is classified into only ten occupations. For example, the lower qualifications of men in the Armed Forces may reflect the higher proportion of men among all privates, and actual job descriptions may indeed require higher qualifications on the part of those holding such posts, many of whom happen to be women. Research based on more refined occupational classifications as well as other information concerning training, experience and abilities would be needed to firmly establish the prevalence of gender discrimination in the job market in Namibia.

Table 6.1: Educational profile of the unemployed by area and sex

Region/Area	Sex	Educational attainment										Total
		No Education	Primary Education	Junior Secondary	Senior Secondary	After Std 10 Certificate	Teachers Training	University	Post Graduate	Not Reported	Don't Know	
						(Number)						
Urban	B	5,985	26,871	27,791	13,419	632	206	329	125	116	79	75,554
	F	2,591	14,016	16,918	7,212	369	67	196	41	21	35	41,466
	M	3,394	12,856	10,873	6,207	264	139	133	83	95	44	34,088
Rural	B	17,727	57,228	29,349	9,200	112	74	0	48	778	0	114,515
	F	11,072	32,665	19,523	5,729	79	38	0	48	311	0	69,464
	M	6,655	24,562	9,826	3,471	33	36	0	0	467	0	45,051
Namibia	**B**	**23,712**	**84,099**	**57,140**	**22,619**	**744**	**280**	**329**	**172**	**894**	**79**	**190,069**
	F	**13,663**	**46,681**	**36,442**	**12,941**	**447**	**105**	**196**	**89**	**332**	**35**	**110,931**
	M	**10,049**	**37,418**	**20,699**	**9,678**	**297**	**175**	**133**	**83**	**562**	**44**	**79,138**
						(Per cent)						
Urban	B	7.9	35.6	36.8	17.8	0.8	0.3	0.4	0.2	0.2	0.1	100.0
	F	6.2	33.8	40.8	17.4	0.9	0.2	0.5	0.1	0.1	0.1	100.0
	M	10.0	37.7	31.9	18.2	0.8	0.4	0.4	0.2	0.3	0.1	100.0
Rural	B	15.5	50.0	25.6	8.0	0.1	0.1	0.0	0.0	0.7	0.0	100.0
	F	15.9	47.0	28.1	8.2	0.1	0.1	0.0	0.1	0.4	0.0	100.0
	M	14.8	54.5	21.8	7.7	0.1	0.1	0.0	0.0	1.0	0.0	100.0
Namibia	**B**	**12.5**	**44.2**	**30.1**	**11.9**	**0.4**	**0.1**	**0.2**	**0.1**	**0.5**	**0.0**	**100.0**
	F	**12.3**	**42.1**	**32.9**	**11.7**	**0.4**	**0.1**	**0.2**	**0.1**	**0.3**	**0.0**	**100.0**
	M	**12.7**	**47.3**	**26.2**	**12.2**	**0.4**	**0.2**	**0.2**	**0.1**	**0.7**	**0.1**	**100.0**

Table 6.2: Unemployment rate by educational attainment, area and sex

Educational attainment	Both sexes			Females			Males		
	Labour force	Unemp.	Unemp. rate	Labour force	Unemp.	Unemp. rate	Labour force	Unemp.	Unemp. rate
	(No.)		(%)	(No.)		(%)	(No.)		(%)
National									
No Education	83,317	23,712	28.5	37,378	13,663	36.6	45,939	10,049	21.9
Primary Education	215,654	84,099	39.0	105,212	46,681	44.4	110,442	37,418	33.9
Junior Secondary	140,724	57,140	40.6	79,507	36,442	45.8	61,217	20,699	33.8
Senior Secondary	71,808	22,619	31.5	35,566	12,941	36.4	36,242	9,678	26.7
After Std 10 Certificate	11,573	744	6.4	5,279	447	8.5	6,294	297	4.7
Teachers Training	7,233	280	3.9	4,132	105	2.5	3,101	175	5.6
University	9,697	329	3.4	4,512	196	4.3	5,185	133	2.6
Post Graduate	4,629	172	3.7	1,454	89	6.1	3,175	83	2.6
Not Reported	2,044	894	43.8	1,051	332	31.6	992	562	56.7
Don't Know	239	79	33.1	131	35	26.7	109	44	40.6
Total	**546,918**	**190,069**	**34.8**	**274,223**	**110,931**	**40.5**	**272,695**	**79,138**	**29.0**
Urban									
No Education	16,249	5,985	36.8	5,245	2,591	49.4	11,004	3,394	30.8
Primary Education	67,505	26,871	39.8	27,770	14,016	50.5	39,735	12,856	32.4
Junior Secondary	75,689	27,791	36.7	39,250	16,918	43.1	36,439	10,873	29.8
Senior Secondary	49,072	13,419	27.3	22,744	7,212	31.7	26,328	6,207	23.6
After Std 10 Certificate	7,696	632	8.2	3,286	369	11.2	4,410	264	6.0
Teachers Training	3,534	206	5.8	1,940	67	3.4	1,594	139	8.7
University	8,455	329	3.9	3,951	196	5.0	4,504	133	2.9
Post Graduate	3,888	125	3.2	1,109	41	3.7	2,779	83	3.0
Not Reported	434	116	26.8	142	21	14.8	292	95	32.7
Don't Know	127	79	62.2	35	35	100.0	92	44	47.9
Total	**232,651**	**75,554**	**32.5**	**105,472**	**41,466**	**39.3**	**127,179**	**34,088**	**26.8**
Rural									
No Education	67,068	17,727	26.4	32,133	11,072	34.5	34,934	6,655	19.1
Primary Education	148,149	57,228	38.6	77,442	32,665	42.2	70,707	24,562	34.7
Junior Secondary	65,035	29,349	45.1	40,257	19,523	48.5	24,778	9,826	39.7
Senior Secondary	22,736	9,200	40.5	12,822	5,729	44.7	9,913	3,471	35.0
After Std 10 Certificate	3,877	112	2.9	1,993	79	3.9	1,884	33	1.8
Teachers Training	3,698	74	2.0	2,192	38	1.7	1,506	36	2.4
University	1,242	0	0.0	562	0	0.0	680	0	0.0
Post Graduate	740	48	6.4	345	48	13.8	395		0.0
Not Reported	1,610	778	48.3	909	311	34.2	701	467	66.7
Don't Know	112	0	0.0	96	0	0.0	16	0	0.0
Total	**314,266**	**114,515**	**36.4**	**168,751**	**69,464**	**41.2**	**145,515**	**45,051**	**31.0**

Table 6.3: Educational profile of the unemployed by region and sex

Region/Area	Sex	Educational attainment										Total
		No Education	Primary Education	Junior Secondary	Senior Secondary	After Std 10 Certificate	Teachers Training	University	Post Graduate	Not Reported	Don't Know	
Caprivi	B	13.5	39.5	32.4	13.9	0.0	0.2	0.0	0.0	0.6	0.0	100.0
	F	15.2	39.0	32.0	13.7	0.0	0.0	0.0	0.0	0.0	0.0	100.0
	M	11.0	40.1	32.9	14.2	0.0	0.5	0.0	0.0	1.3	0.0	100.0
Erongo	B	9.6	40.1	35.7	13.5	0.5	0.6	0.0	0.0	0.0	0.0	100.0
	F	9.5	37.5	40.0	11.8	0.5	0.7	0.0	0.0	0.0	0.0	100.0
	M	9.8	43.8	29.7	15.9	0.5	0.3	0.0	0.0	0.0	0.0	100.0
Hardap	B	6.0	48.9	34.4	9.8	0.3	0.2	0.3	0.0	0.2	0.0	100.0
	F	5.4	50.5	33.2	9.9	0.0	0.0	0.5	0.0	0.5	0.0	100.0
	M	6.6	47.3	35.5	9.6	0.5	0.4	0.0	0.0	0.0	0.0	100.0
Karas	B	2.1	40.3	42.0	14.7	0.0	0.3	0.0	0.0	0.0	0.6	100.0
	F	2.5	32.0	53.2	10.7	0.0	0.5	0.0	0.0	0.0	1.1	100.0
	M	1.7	49.4	29.8	19.1	0.0	0.0	0.0	0.0	0.0	0.0	100.0
Khomas	B	9.1	32.3	35.2	20.1	1.4	0.2	0.8	0.3	0.3	0.1	100.0
	F	8.4	28.5	40.2	20.3	1.5	0.1	0.8	0.2	0.0	0.0	100.0
	M	10.0	36.5	29.8	19.9	1.4	0.3	0.8	0.4	0.6	0.3	100.0
Kunene	B	32.6	40.8	21.5	4.3	0.4	0.0	0.2	0.2	0.0	0.0	100.0
	F	35.5	40.9	19.8	3.6	0.0	0.0	0.2	0.0	0.0	0.0	100.0
	M	26.2	40.8	25.0	5.8	1.4	0.0	0.0	0.8	0.0	0.0	100.0
Ohangwena	B	11.2	56.8	22.3	8.7	0.0	0.0	0.0	0.0	1.0	0.0	100.0
	F	8.1	50.1	28.0	12.9	0.0	0.0	0.0	0.0	0.8	0.0	100.0
	M	15.5	66.4	14.2	2.8	0.0	0.0	0.0	0.0	1.1	0.0	100.0
Okavango	B	15.3	61.5	18.7	4.1	0.0	0.1	0.0	0.0	0.4	0.0	100.0
	F	14.6	62.0	19.9	3.0	0.0	0.0	0.0	0.0	0.5	0.0	100.0
	M	16.4	60.6	16.9	5.6	0.0	0.3	0.0	0.0	0.2	0.0	100.0
Omaheke	B	30.2	37.1	25.5	6.8	0.0	0.4	0.0	0.0	0.0	0.0	100.0
	F	36.5	33.7	23.9	5.3	0.0	0.6	0.0	0.0	0.0	0.0	100.0
	M	19.6	42.9	28.2	9.2	0.0	0.0	0.0	0.0	0.0	0.0	100.0
Omusati	B	9.2	49.2	29.8	11.0	0.0	0.0	0.0	0.0	0.8	0.0	100.0
	F	6.6	47.2	35.7	9.9	0.0	0.0	0.0	0.0	0.6	0.0	100.0
	M	13.2	52.4	20.5	12.8	0.0	0.0	0.0	0.0	1.1	0.0	100.0
Oshana	B	7.9	42.9	35.2	13.1	0.6	0.1	0.1	0.1	0.0	0.0	100.0
	F	5.6	39.6	39.9	13.7	1.0	0.0	0.1	0.1	0.0	0.0	100.0
	M	11.7	48.1	27.7	12.2	0.0	0.3	0.0	0.0	0.0	0.0	100.0
Oshikoto	B	8.9	47.2	28.2	12.9	0.0	0.0	0.0	0.5	2.3	0.0	100.0
	F	6.4	46.9	31.0	13.3	0.0	0.0	0.0	0.8	1.6	0.0	100.0
	M	12.6	47.7	24.1	12.4	0.0	0.0	0.0	0.0	3.3	0.0	100.0
Otjozondjupa	B	25.3	41.3	26.5	6.2	0.2	0.1	0.0	0.0	0.3	0.0	100.0
	F	28.1	41.8	24.4	5.3	0.4	0.0	0.0	0.0	0.0	0.0	100.0
	M	20.8	40.4	30.0	7.8	0.0	0.2	0.0	0.0	0.7	0.0	100.0
Namibia	B	12.5	44.2	30.1	11.9	0.4	0.1	0.2	0.1	0.5	0.0	100.0

Table 6.4: Unemployment rate by age, area and sex

Age group (years)	Both sexes			Females			Males		
	Labour force	Unemp.	Unemp. rate	Labour force	Unemp.	Unemp. rate	Labour force	Unemp.	Unemp. rate
	(No.)		(%)	(No.)		(%)	(No.)		(%)
National									
15 - 19	34.999	21.600	61.7	18.151	11.986	66.0	16.848	9.613	57.1
20 - 24	90.520	49.546	54.7	49.045	30.118	61.4	41.474	19.428	46.8
25 - 29	98.299	40.463	41.2	50.991	23.563	46.2	47.308	16.900	35.7
30 - 34	78.502	24.437	31.1	39.920	15.053	37.7	38.582	9.384	24.3
35 - 39	66.416	17.895	26.9	34.097	11.302	33.1	32.320	6.593	20.4
40 - 44	48.428	10.954	22.6	24.307	6.978	28.7	24.121	3.975	16.5
45 - 49	40.058	7.948	19.8	19.025	4.705	24.7	21.033	3.243	15.4
50 - 54	26.180	5.825	22.3	11.335	2.978	26.3	14.845	2.847	19.2
55 - 59	22.363	4.890	21.9	9.844	2.387	24.2	12.519	2.504	20.0
60 - 64	15.001	2.831	18.9	5.655	811	14.3	9.346	2.019	21.6
65 +	25.287	3.418	13.5	11.290	859	7.6	13.996	2.559	18.3
Not reported	433	126	29.1	297	99	33.3	137	27	20.1
Unknown age	432	137	31.6	267	92	34.4	166	45	27.2
Total	**546.918**	**190.069**	**34.8**	**274.223**	**110.931**	**40.5**	**272.695**	**79.138**	**29.0**
Urban									
15 - 19	10.756	7.732	71.9	5.733	4.245	74.0	5.023	3.486	69.4
20 - 24	41.085	22.144	53.9	21.105	12.358	58.6	19.980	9.786	49.0
25 - 29	46.585	18.139	38.9	21.922	10.070	45.9	24.663	8.068	32.7
30 - 34	40.455	10.843	26.8	18.042	6.269	34.7	22.413	4.574	20.4
35 - 39	32.947	6.584	20.0	15.141	3.752	24.8	17.806	2.832	15.9
40 - 44	22.142	3.709	16.8	9.795	1.928	19.7	12.346	1.781	14.4
45 - 49	17.173	2.534	14.8	6.608	1.223	18.5	10.566	1.311	12.4
50 - 54	9.775	1.541	15.8	3.906	665	17.0	5.869	876	14.9
55 - 59	7.088	1.188	16.8	2.022	492	24.3	5.066	696	13.7
60 - 64	2.361	646	27.3	686	284	41.5	1.675	361	21.6
65 +	2.137	449	21.0	511	180	35.1	1.626	270	16.6
Not reported	46	0	0.0	--	--	--	46	0	0.0
Unknown age	101	45	44.6	--	--	--	101	45	44.6
Total	**232.651**	**75.554**	**32.5**	**105.472**	**41.466**	**39.3**	**127.179**	**34.088**	**26.8**
Rural									
15 - 19	24.243	13.868	57.2	12.418	7.741	62.3	11.825	6.127	51.8
20 - 24	49.435	27.403	55.4	27.940	17.760	63.6	21.495	9.642	44.9
25 - 29	51.714	22.324	43.2	29.069	13.493	46.4	22.645	8.831	39.0
30 - 34	38.047	13.594	35.7	21.878	8.784	40.1	16.169	4.810	29.7
35 - 39	33.469	11.311	33.8	18.956	7.550	39.8	14.513	3.761	25.9
40 - 44	26.286	7.245	27.6	14.511	5.050	34.8	11.775	2.195	18.6
45 - 49	22.885	5.414	23.7	12.417	3.482	28.0	10.468	1.932	18.5
50 - 54	16.405	4.284	26.1	7.429	2.313	31.1	8.976	1.971	22.0
55 - 59	15.276	3.703	24.2	7.822	1.895	24.2	7.453	1.808	24.3
60 - 64	12.640	2.185	17.3	4.969	527	10.6	7.671	1.658	21.6
65 +	23.150	2.968	12.8	10.779	679	6.3	12.370	2.289	18.5
Not reported	387	126	32.6	297	99	33.3	91	27	30.3
Unknown age	331	92	27.6	267	92	34.4	65	0	0.0
Total	**314.266**	**114.515**	**36.4**	**168.751**	**69.464**	**41.2**	**145.515**	**45.051**	**31.0**

Table 6.5: Distribution of the unemployed by duration of unemployment, region, area and sex

Region/Area	Sex	Duration of unemployment (months)								Total	
		Less than 1	1 but under 3	3 but under 6	6 but under 12	12 but under 24	24 or more	Not stated	Don't know	(%)	(No.)
Caprivi	B	14.9	7.9	3.5	5.9	11.8	49.8	6.1	0.0	100.0	18,538
Erongo	B	8.8	5.0	4.9	8.2	15.2	52.3	5.6	0.0	100.0	10,223
Hardap	B	12.6	9.1	11.9	15.7	15.5	28.2	7.0	0.0	100.0	8,432
Karas	B	12.2	3.8	6.0	11.7	18.1	39.5	8.6	0.0	100.0	6,168
Khomas	B	7.9	5.2	6.9	11.6	16.8	42.3	9.2	0.0	100.0	33,241
Kunene	B	13.1	5.9	5.8	11.8	12.2	42.0	9.2	0.0	100.0	7,480
Ohangwena	B	5.6	6.6	8.1	12.6	17.5	40.1	9.5	0.0	100.0	21,210
Kavango	B	16.9	12.9	8.5	8.2	10.2	34.1	9.1	0.1	100.0	14,783
Omaheke	B	14.7	12.3	8.2	14.0	11.8	30.2	8.7	0.0	100.0	5,690
Omusati	B	24.8	3.2	3.3	7.9	10.7	40.0	10.1	0.0	100.0	19,311
Oshana	B	6.3	8.7	8.3	12.7	14.5	41.3	8.2	0.0	100.0	21,610
Oshikoto	B	5.5	4.5	7.7	12.9	21.7	29.5	18.3	0.0	100.0	10,013
Otjozondjupa	B	18.5	5.5	5.5	12.0	18.7	37.0	2.7	0.0	100.0	13,370
Urban	B	8.9	5.1	7.4	13.8	17.5	38.3	8.9	0.0	100.0	75,554
	F	9.2	5.1	6.6	14.1	17.0	38.2	9.8	0.0	100.0	41,466
	M	8.5	5.1	8.4	13.5	18.1	38.4	7.8	0.1	100.0	34,088
Rural	B	14.0	7.8	6.2	8.9	13.3	41.4	8.4	0.0	100.0	114,515
	F	14.6	7.5	5.7	8.7	13.3	41.8	8.4	0.0	100.0	69,464
	M	13.0	8.4	6.8	9.2	13.3	40.8	8.4	0.0	100.0	45,051
Namibia	**B**	**12.0**	**6.7**	**6.7**	**10.8**	**15.0**	**40.2**	**8.6**	**0.0**	**100.0**	**190,069**
	F	**12.6**	**6.6**	**6.0**	**10.7**	**14.7**	**40.5**	**8.9**	**0.0**	**100.0**	**110,931**
	M	**11.1**	**7.0**	**7.5**	**11.1**	**15.4**	**39.8**	**8.1**	**0.0**	**100.0**	**79,138**

Table 6.6: Unemployed persons looking/not looking for work by region, area and sex

Region/Area	Unemployed persons looking/not looking for work (%)								
	Both			Females			Males		
	Looking	Not looking	Total	Looking	Not looking	Total	Looking	Not looking	Total
Caprivi	58.7	41.3	100.0	57.2	42.8	100.0	60.7	39.3	100.0
Erongo	56.2	43.8	100.0	46.7	53.3	100.0	69.9	30.1	100.0
Hardap	49.0	51.0	100.0	40.7	59.3	100.0	57.1	42.9	100.0
Karas	59.3	40.7	100.0	50.7	49.3	100.0	68.5	31.5	100.0
Khomas	68.7	31.3	100.0	57.1	42.9	100.0	81.3	18.7	100.0
Kunene	39.9	60.1	100.0	36.4	63.6	100.0	47.4	52.6	100.0
Ohangwena	26.3	73.7	100.0	24.0	76.0	100.0	29.5	70.5	100.0
Okavango	39.6	60.4	100.0	34.9	65.1	100.0	46.6	53.4	100.0
Omaheke	44.9	55.1	100.0	38.1	61.9	100.0	56.4	43.6	100.0
Omusati	23.4	76.6	100.0	17.4	82.6	100.0	32.6	67.4	100.0
Oshana	37.9	62.1	100.0	32.4	67.6	100.0	46.8	53.2	100.0
Oshikoto	32.9	67.1	100.0	30.8	69.2	100.0	36.0	64.0	100.0
Otjozondjupa	57.3	42.7	100.0	47.3	52.7	100.0	73.5	26.5	100.0
Urban	65.9	34.1	100.0	56.3	43.7	100.0	77.6	22.4	100.0
Rural	33.3	66.7	100.0	29.3	70.7	100.0	39.4	60.6	100.0
Namibia	**46.2**	**53.8**	**100.0**	**39.4**	**60.6**	**100.0**	**55.8**	**44.2**	**100.0**

Table 6.7: Unemployed persons looking/not looking for work by age, area and sex

Age group (years)/Area	Unemployed persons looking/not looking for work (%)								
	Both			Females			Males		
	Looking	Not looking	Total	Looking	Not looking	Total	Looking	Not looking	Total
15 - 19	35.1	64.9	100.0	36.1	63.9	100.0	33.8	66.2	100.0
20 - 24	50.8	49.2	100.0	44.7	55.3	100.0	60.4	39.6	100.0
25 - 29	52.9	47.1	100.0	44.0	56.0	100.0	65.4	34.6	100.0
30 - 34	52.8	47.2	100.0	45.9	54.1	100.0	63.8	36.2	100.0
35 - 39	46.6	53.4	100.0	34.5	65.5	100.0	67.0	33.0	100.0
40 - 44	40.5	59.5	100.0	31.8	68.2	100.0	55.3	44.7	100.0
45 - 49	41.0	59.0	100.0	30.9	69.1	100.0	55.3	44.7	100.0
50 - 54	38.0	62.0	100.0	20.4	79.6	100.0	56.5	43.5	100.0
55 - 59	21.7	78.3	100.0	5.5	94.5	100.0	37.2	62.8	100.0
60 - 64	32.0	68.0	100.0	22.5	77.5	100.0	35.9	64.1	100.0
65 +	15.5	84.5	100.0	9.7	90.3	100.0	17.4	82.6	100.0
Not reported	26.6	73.4	100.0	34.0	66.0	100.0	0.0	100.0	100.0
Unknown age	32.9	67.1	100.0	0.0	100.0	100.0	100.0	0.0	100.0
Urban	65.9	34.1	100.0	56.3	43.7	100.0	77.6	22.4	100.0
Rural	33.3	66.7	100.0	29.3	70.7	100.0	39.4	60.6	100.0
Namibia	**46.2**	**53.8**	**100.0**	**39.4**	**60.6**	**100.0**	**55.8**	**44.2**	**100.0**

Table 6.8: Distribution of the unemployed by means of looking for work, region and area

Region/Area	Means of looking for work by the unemployed								Total	
	Registration at Ministry of Labour	Registration at other employment agencies	Direct application to employers	Checking at work sites, farms, factory gates, market and other assembly places	Placed or answered media advert-isements	Seeking assistance of friends, relatives, colleagues, unions, etc.	Take action to start business/ subsistence farming	Other	(%)	(No.)
Caprivi	3.8	12.7	25.1	39.6	7.0	10.4	1.4	0.0	100.0	12,676
Erongo	0.6	12.0	13.4	44.8	5.8	22.2	1.0	0.2	100.0	6,943
Hardap	2.3	1.5	23.5	43.0	2.8	24.6	0.6	1.7	100.0	4,357
Karas	2.9	4.6	22.9	46.2	8.1	14.2	0.6	0.4	100.0	4,701
Khomas	1.8	8.8	26.2	34.0	4.3	21.0	2.8	1.0	100.0	29,901
Kunene	1.3	2.5	24.8	24.5	5.8	39.1	2.0	0.0	100.0	4,639
Ohangwena	5.4	4.1	12.5	48.0	5.5	20.1	3.5	0.9	100.0	7,449
Okavango	0.4	8.5	12.5	43.3	7.2	25.4	2.6	0.0	100.0	7,389
Omaheke	3.4	0.0	15.4	40.2	1.9	26.4	9.0	3.8	100.0	3,250
Omusati	5.0	6.7	15.6	33.5	7.4	21.9	7.7	2.2	100.0	5,282
Oshana	2.6	2.7	21.2	49.5	6.2	11.8	4.3	1.8	100.0	10,046
Oshikoto	14.9	3.0	17.4	31.0	4.0	14.6	12.1	3.0	100.0	4,224
Otjozondjupa	3.9	3.1	14.8	39.9	3.4	27.9	7.1	0.0	100.0	9,318
Urban	2.7	7.5	23.1	39.8	4.7	19.2	2.3	0.7	100.0	63,588
Rural	3.6	5.7	17.0	38.6	6.2	22.1	5.5	1.3	100.0	46,587
Namibia	**3.1**	**6.8**	**20.5**	**39.3**	**5.3**	**20.4**	**3.6**	**0.9**	**100.0**	**110,174**

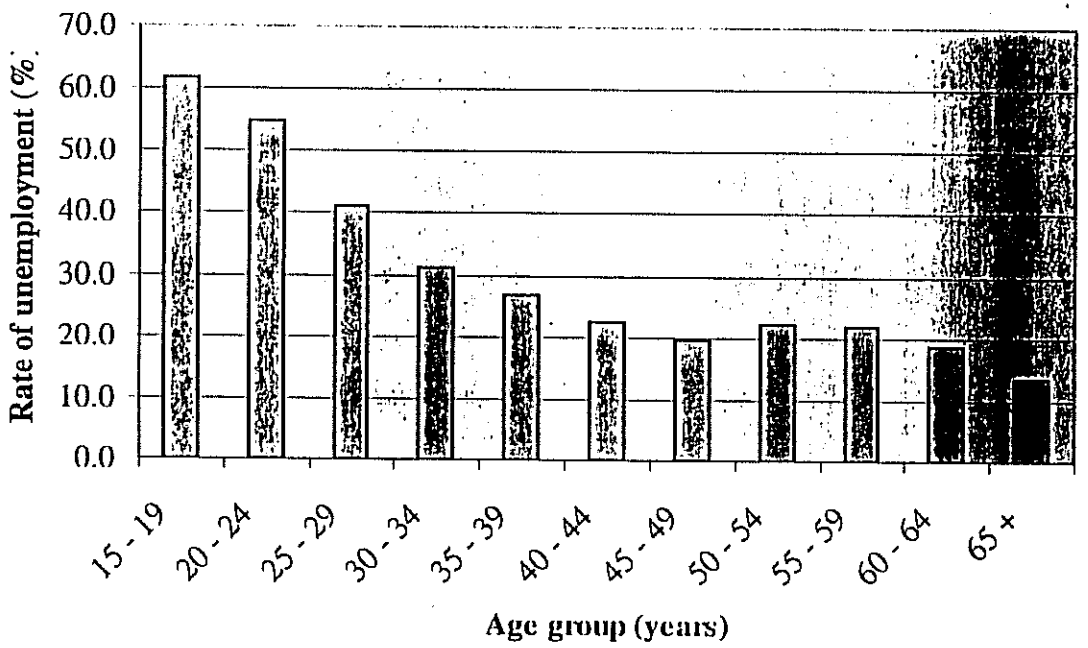
Table 6.9: Distribution of the unemployed by reasons for not looking for work, region, area and sex

Region/Area	Sex	Reasons for not actively looking for work									Total
		Thought no work available	Awaiting replies from employers	Temporarily sick, but have looked otherwise	Already found work to start within one month	Awaiting busy season	Lack of resources to start business/ subsistence farming	Studying	Others	Not reported	
Caprivi	B	75.0	2.7	3.6	0.3	0.3	2.3	2.7	2.5	10.7	100.0
	F	80.1	0.9	4.5	0.0	0.2	0.0	0.0	2.0	12.3	100.0
	M	67.1	5.5	2.1	0.8	0.4	5.8	6.9	3.3	8.1	100.0
Erongo	B	62.4	6.9	10.7	0.9	4.8	0.9	1.1	3.7	8.7	100.0
	F	63.3	7.1	11.6	0.6	4.0	0.6	1.1	3.5	8.2	100.0
	M	60.0	6.4	8.4	1.6	6.7	1.7	1.1	4.1	10.0	100.0
Hardap	B	66.1	9.9	6.5	0.4	3.7	2.5	2.3	4.2	4.5	100.0
	F	66.7	8.4	7.2	0.0	3.7	3.3	1.0	5.1	4.5	100.0
	M	65.2	11.9	5.4	1.0	3.6	1.4	4.0	3.0	4.4	100.0
Karas	B	48.1	9.5	14.3	0.0	3.2	2.5	1.1	10.3	11.0	100.0
	F	55.1	7.0	14.1	0.0	4.2	2.9	0.0	10.1	6.5	100.0
	M	36.2	13.6	14.7	0.0	1.5	1.8	3.1	10.6	18.5	100.0
Khomas	B	50.8	8.5	9.9	0.6	1.3	2.3	3.8	13.7	9.1	100.0
	F	54.4	7.7	10.6	0.0	1.1	1.5	1.6	16.3	6.9	100.0
	M	41.8	10.5	8.2	2.1	1.8	4.2	9.2	7.5	14.7	100.0
Kunene	B	76.5	2.5	7.0	0.8	3.4	2.2	0.6	1.8	5.2	100.0
	F	71.4	2.0	8.7	1.0	4.3	2.5	0.8	2.5	6.7	100.0
	M	89.9	3.7	2.7	0.0	1.2	1.2	0.0	0.0	1.2	100.0
Ohangwena	B	70.1	2.7	4.9	0.6	8.0	1.3	4.5	0.0	7.9	100.0
	F	67.4	2.8	7.1	0.0	9.9	0.3	3.8	0.0	8.7	100.0
	M	74.4	2.4	1.7	1.4	5.1	2.9	5.5	0.0	6.6	100.0
Okavango	B	74.6	2.0	5.2	0.1	2.8	1.6	10.4	1.2	2.2	100.0
	F	76.0	0.5	6.0	0.0	2.2	2.0	9.6	1.5	2.2	100.0
	M	72.1	4.7	3.7	0.3	3.7	1.0	11.9	0.6	2.2	100.0
Omaheke	B	71.3	6.0	6.5	0.7	1.8	0.5	0.7	5.3	7.3	100.0
	F	67.9	5.0	9.1	0.9	2.5	0.7	1.0	5.1	7.7	100.0
	M	79.3	8.3	0.0	0.0	0.0	0.0	0.0	5.9	6.5	100.0
Omusati	B	75.7	3.8	6.4	0.0	5.9	1.1	2.7	2.3	2.2	100.0
	F	76.5	3.5	6.8	0.0	6.8	0.0	1.4	2.5	2.4	100.0
	M	74.1	4.4	5.5	0.0	4.1	3.3	5.1	1.8	1.6	100.0
Oshana	B	72.0	4.4	3.2	0.9	7.8	0.8	4.0	3.4	3.5	100.0
	F	71.6	4.4	3.2	0.6	7.8	1.1	4.0	3.1	4.2	100.0
	M	72.6	4.3	3.4	1.5	7.9	0.0	4.0	4.2	2.1	100.0
Oshikoto	B	68.9	2.7	4.9	0.7	7.3	1.0	4.1	1.7	8.7	100.0
	F	64.3	3.2	5.8	1.2	9.3	1.2	3.0	2.8	9.3	100.0
	M	76.2	1.9	3.4	0.0	4.1	0.7	6.0	0.0	7.7	100.0
Otjozondjupa	B	74.4	0.5	8.7	0.5	3.6	1.8	0.0	5.4	4.9	100.0
	F	73.2	0.4	8.7	0.4	3.5	2.3	0.0	7.1	4.4	100.0
	M	78.5	1.0	8.8	1.0	4.0	0.0	0.0	0.0	6.6	100.0
Urban	B	53.6	8.3	10.3	1.1	3.3	2.4	4.8	6.5	9.8	100.0
	F	55.7	7.3	10.9	0.5	3.8	2.3	3.4	7.4	8.7	100.0
	M	48.6	10.5	8.9	2.4	2.3	2.6	8.0	4.2	12.5	100.0
Rural	B	74.7	2.9	4.9	0.3	5.3	1.2	3.2	2.8	4.7	100.0
	F	74.4	2.4	5.8	0.2	5.8	0.7	2.3	3.2	5.1	100.0
	M	75.3	3.6	3.2	0.4	4.5	2.1	4.7	2.0	4.1	100.0
Namibia	B	69.4	4.2	6.2	0.5	4.8	1.5	3.6	3.7	6.0	100.0
	F	69.4	3.7	7.2	0.3	5.2	1.1	2.6	4.4	6.1	100.0
	M	69.5	5.1	4.4	0.9	4.0	2.2	5.4	2.5	5.9	100.0

Table 6.10: Distribution of first-time job seekers by educational attainment, age and sex

Age group (years)	Sex	Educational attainment of first-time job seekers (%)										Total
		No Education	Primary Education	Junior Secondary	Senior Secondary	After Std 10 Certificate	Teachers Training	University	Post Graduate	Not Reported	Don't Know	
15 - 19	B	6.0	57.6	23.4	12.6	0.0	0.0	0.0	0.0	0.4	0.0	100.0
	F	7.1	53.0	25.5	13.7	0.0	0.0	0.0	0.0	0.7	0.0	100.0
	M	4.7	63.0	20.9	11.3	0.0	0.0	0.0	0.0	0.1	0.0	100.0
20 - 24	B	4.9	34.1	36.7	23.3	0.4	0.0	0.0	0.1	0.5	0.0	100.0
	F	4.1	30.6	41.9	21.9	0.4	0.0	0.1	0.1	0.8	0.0	100.0
	M	6.0	39.9	28.2	25.6	0.2	0.0	0.0	0.0	0.0	0.0	100.0
25 - 29	B	7.0	38.0	37.4	17.0	0.5	0.1	0.0	0.0	0.0	0.0	100.0
	F	7.8	36.8	38.6	16.3	0.5	0.0	0.0	0.0	0.0	0.0	100.0
	M	5.8	39.7	35.6	18.2	0.5	0.2	0.0	0.0	0.0	0.0	100.0
30 - 34	B	11.1	45.5	32.5	9.7	0.4	0.1	0.0	0.1	0.2	0.3	100.0
	F	10.6	44.8	34.2	9.5	0.0	0.0	0.0	0.2	0.2	0.5	100.0
	M	12.5	47.2	28.2	10.1	1.6	0.4	0.0	0.0	0.0	0.0	100.0
35 - 39	B	14.9	56.0	24.8	2.5	0.3	0.0	0.0	0.0	1.4	0.0	100.0
	F	12.7	57.1	26.5	3.2	0.4	0.0	0.0	0.0	0.0	0.0	100.0
	M	22.8	51.8	18.7	0.0	0.0	0.0	0.0	0.0	6.7	0.0	100.0
40 - 44	B	26.3	54.1	17.1	0.8	0.0	0.0	1.0	0.0	0.7	0.0	100.0
	F	28.6	58.0	12.3	1.1	0.0	0.0	0.0	0.0	0.0	0.0	100.0
	M	19.9	43.4	30.4	0.0	0.0	0.0	3.9	0.0	2.4	0.0	100.0
45 - 49	B	31.0	56.7	12.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	100.0
	F	28.0	62.0	10.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	100.0
	M	41.9	37.5	20.6	0.0	0.0	0.0	0.0	0.0	0.0	0.0	100.0
50 - 54	B	23.1	61.4	14.8	0.0	0.0	0.0	0.0	0.0	0.7	0.0	100.0
	F	23.5	64.4	11.3	0.0	0.0	0.0	0.0	0.0	0.8	0.0	100.0
	M	20.8	43.3	35.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0	100.0
55 - 59	B	39.6	56.5	3.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0	100.0
	F	35.7	61.0	3.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	100.0
	M	69.8	21.7	8.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	100.0
60 - 64	B	30.1	53.9	10.0	6.1	0.0	0.0	0.0	0.0	0.0	0.0	100.0
	F	16.1	69.3	14.6	0.0	0.0	0.0	0.0	0.0	0.0	0.0	100.0
	M	49.1	32.8	3.6	14.5	0.0	0.0	0.0	0.0	0.0	0.0	100.0
65 +	B	39.3	30.5	0.0	4.8	0.0	0.0	0.0	0.0	25.4	0.0	100.0
	F	58.7	17.7	0.0	7.2	0.0	0.0	0.0	0.0	16.5	0.0	100.0
	M	0.0	56.5	0.0	0.0	0.0	0.0	0.0	0.0	43.5	0.0	100.0
Not reported	B	0.0	57.8	0.0	42.2	0.0	0.0	0.0	0.0	0.0	0.0	100.0
	F	0.0	57.8	0.0	42.2	0.0	0.0	0.0	0.0	0.0	0.0	100.0
	M	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	--
Unknown age	B	0.0	34.8	0.0	51.2	0.0	0.0	0.0	0.0	0.0	14.1	100.0
	F	0.0	40.5	0.0	59.5	0.0	0.0	0.0	0.0	0.0	0.0	100.0
	M	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	100.0	100.0
Namibia	B	9.8	43.8	30.6	14.8	0.3	0.0	0.1	0.0	0.6	0.1	100.0
	F	10.3	42.7	32.3	13.7	0.3	0.0	0.0	0.1	0.5	0.1	100.0
	M	8.7	45.6	27.7	16.7	0.3	0.1	0.1	0.0	0.7	0.0	100.0

Figure 6.1: Rate of unemployment by age



CHAPTER 7

UNDEREMPLOYMENT

7.1. Unemployment in the labour force framework is limited to a total lack of work; a person is regarded as employed if he or she worked for as little as one hour during the reference period. This fact implies that only a part of those considered to be employed is fully or satisfactorily employed, which gives rise to the various notions of "underemployment". This Chapter examines the question of underemployment and provides a preliminary assessment of its extent.

Measuring underemployment

7.2 Current international standards distinguish between two approaches to the measurement of underemployment. The first approach focuses on *visible underemployment*, which refers to insufficiency in the volume of employment. It is measured mainly in relation to some specified norm as regards the "normal" duration of work. At the core of the second approach is the concept of *inadequate employment*, which reflects a misallocation of labour resources or a fundamental imbalance between labour and other factors of production. It is measured mainly in relation to alternative employment possibilities. Characteristic symptoms of inadequate employment are inadequate hours of work, inadequate income from employment, and misallocation of occupational skills.

7.3 Most labour force surveys have focused on the measurement of visible underemployment. The concept of *invisible underemployment*, the predecessor of the concept of inadequate employment, has proven to be difficult to measure in practice. As a result, proposals under discussion in competent international fora include a number of alternative approaches to measuring inadequate employment (ILO, 1997, p. 23). These proposals, however, have not yet been adopted. In part for this reason, but also because of the fact that the NLFS did not collect the necessary information for a comprehensive measurement of inadequate employment (for example on qualifications and training relative to occupational requirements), this Report makes no attempt to quantify inadequate employment in Namibia. The NLFS data, however, do allow for the measurement of some aspects of inadequate employment, as well as for a more comprehensive analysis of visible underemployment. These two measures of underemployment are not mutually exclusive.

Quantifying underemployment in Namibia

7.4 There is widespread perception in Namibia that underemployment in the country is pervasive. The statistical basis for this perception derives from earlier surveys that attempted to quantify the extent of underemployment. The latest such survey is the 1993/1994 Namibia Household Income and Expenditure Survey (NHIES) which defined an underemployed person as one who had some employment (i.e. worked at least one hour during the reference week) but was available for more work. By this definition about half of the employed population was found to be underemployed in the country (Central Statistics Office, 1996a, p. 53). As we shall see below, however, this method of quantifying underemployment is not in accord with any current interpretation of the existing international statistical standards which require the underemployed to be working fewer hours than a certain cut-off point representing the "normal duration of work".

Indirect evidence

7.5 A first step towards an assessment of the extent of underemployment in Namibia may be taken by considering responses to one of the questions in the NLFS Questionnaire (see Appendix 2) which enquired whether the respondents worked full time or part time in their main job. The answer to this question was not expected to rely on any concrete measure of the number of hours actually worked, but depended solely on the knowledge or assessment of the respondent as to the full-time or part-time nature of his/her main job. As shown in Table 7.1, 78 per cent of working Namibians were employed full time, or considered themselves to be employed full time, in their main job. The proportions are highest among the employees: 93 per cent of Government or Parastatal employees and 88 per cent of private sector employees regard their employment as full time. They were lowest for Subsistence/communal farmers without paid employees (58 per cent) and for Unpaid family workers on subsistence and communal farms (50 per cent), or elsewhere (63 per cent). Other own-account workers without paid employees were also on the low side, with 66 per cent of them considering themselves to be employed full time. It can further be seen that the proportion of women who are employed full time is generally slightly lower than that of men, irrespective of their employment status.

7.6 It is likely that some of those who regarded themselves as working part time were not available for additional employment at all. Such persons, according to international standards, cannot be considered underemployed. Furthermore, depending on the definition of underemployment adopted, those persons working part time and available for more work may be further required to show evidence of *willingness* to work more, for example by actively looking for additional employment. Table 7.1 thus provides only *indirect* evidence on the prevalence of underemployment in the country. On the basis of this table it may be surmised that underemployment is concentrated among Subsistence/communal farmers without paid employees, and among Unpaid family workers inside and outside of agriculture. Another source of indirect evidence of underemployment was discussed in Chapter 3. It may be recalled that most subsistence farmers were found to augment their incomes through other activities, which implies that subsistence farming alone is not providing satisfactory employment. Underemployment can however be more precisely defined and measured *directly*, as will be discussed below.

Visible underemployment

7.7 According to current international standards, ***visible underemployment*** affects those persons in paid or self-employment, whether at work or not at work, who (a) involuntarily work less than the normal duration of work for the activity, (b) are available to take additional employment, and (c) are willing to do so. Workers' willingness to take additional employment may be determined by requiring them to actively look for work. However, for reasons similar to those discussed in the context of *unemployment* (see Chapter 4), the willingness criterion may be relaxed where steps to seek additional employment are of limited relevance (ILO, 1997, p. 15).

7.8 Visible underemployment is being measured in household surveys in several different ways. The current definition (stated above) leaves room for different interpretations. A report to an ILO Meeting of Experts in October 1997 argued that because the current definition is vague, it has led to different national measures of visible underemployment, hindering international comparability (ILO, 1997, p. 2). The report identified five types of definitions of visible underemployment that are used in practice. These are as follows (ILO, 1997, p. 2):

1. The first type of definition identifies employed persons whose hours of work, whether currently or usually, are below a certain cut-off point and who report *involuntary reasons* for working less. The reasons considered involuntary invariably diverge between countries.

2. A second type of definition identifies employed persons whose hours of work, whether currently or usually, are below a certain cut-off point and who *wanted* to work additional hours.
3. A third type identifies employed persons whose hours of work, whether currently or usually, are below a certain cut-off point and who *sought* additional employment.
4. A fourth type (used by only one country – Thailand) identifies employed persons whose hours currently worked are below a certain cut-off point and who are *available* for additional work.
5. A fifth type (used mainly by developed countries, but also by a few developing ones) identifies two component groups: (a) involuntary part-time workers, made up of employed persons declaring that they are working part-time because they are unable to find full-time or additional work; and (b) economic short-time workers, made up of employed persons who worked less hours than a certain cut-off point or less than usual for economic reasons.

7.9 It may be observed that in all the various interpretations of visible underemployment that are used in practice, the notion of a certain cut-off point representing the "normal duration of work" plays a crucial role. But what is the normal duration of work in Namibia?

7.10 In line with the recent modifications of international standards, the "normal duration of work" should reflect the hours *usually worked* in employment *in all jobs*. Table 7.2 shows the distribution of employed persons in Namibia by the usual number of hours worked per week in the main job as well as in all jobs. The modal value (or range of values) for the usual number of hours worked in all jobs is 30-40 hours. This range comprises 31 per cent of all currently employed persons (the highest percentage of any ten-hour range for usual number of hours worked). The modal range is the same for both males and females. It can also be noted that a relatively large proportion of the employed labour force (a quarter) is usually working more than 50 hours a week.

7.11 Taking the normal duration of work to be 35 hours per week (the mid-point of the modal range), it is estimated that around a third of the employed people in Namibia worked less than the normal duration of work during the reference week. Some or all of these people may be underemployed, depending on whether they satisfy the availability criterion, as well as the willingness criterion if the definition of underemployment adopted requires it. It may be noted that the percentage of employed people working less than the normal duration of work is much higher among women than among men. Most of those working less than the normal duration of work are women.

7.12 To identify the *visibly underemployed* among those working less than 35 hours a week, account should also be taken of their availability and preference to work more. This is done in Table 7.3. It may be seen that the total number of visibly underemployed in Namibia is 13,812, of which 58 per cent are females and 42 per cent males. The visibly underemployed constitute about 4 per cent of the employed population and under 3 per cent of the labour force, which suggests that, unlike unemployment, underemployment is not a very serious problem in Namibia. The extent of underemployment is somewhat higher for females compared to males, and in rural areas compared to urban areas. But in view of the small extent of overall underemployment in the country, these differences are not of particular interest.

7.13 It should be emphasised that these conclusions are very much dependent on the definition of underemployment adopted, in particular the cut-off point of 35 hours per week as the "normal" duration of work. If this cut-off point were raised to, say, 40 hours, the measured extent of visible underemployment would rise somewhat. In this case the number of the underemployed would amount to 16,473 (Table 7.4), or roughly 5 per cent of the employed population, still far lower than NHIES estimate of half the employed population. In view of the sensitivity of the results to the choice of the "normal" duration of work in Namibia, it would be advisable to provide a range of estimates of visible underemployment for different values of this threshold (presumably higher than 40 hours per week). This will be attempted in the Final Report.

7.14 Table 7.4 further shows that of those who are available and prefer to work more, only about a third actually look for additional work actively. This implies that if an active search for additional work were to be a requirement in the definition of underemployment, hardly anyone would be considered to be underemployed in Namibia. Imposing such a restriction, however, would not be in keeping with the broad definition of unemployment adopted in NLFS.

7.15 Who are the underemployed in Namibia? While in view of the relatively small scale of the problem this question might not be of great interest, Tables 7.5 and 7.6 provide some answers to the question. The majority of the underemployed actually turns out to be employees, mostly in the private sector, but some in Government employment as well. Most of the rest are in subsistence farming on communal lands, either as farmers without paid employees or as unpaid family workers. Finally, in terms of occupation, most of the unemployed are skilled agricultural and fishery workers or in elementary occupations.

Box 7.1: Definitions

1. According to the most recent *proposals* concerning the measurement of underemployment, ***underemployment*** *exists when a person's employment is inadequate in relation to specified norms or a possible alternative employment, account being taken of the person's willingness and abilities to perform it* (ILO, 1997, p. 5).

2. ***Visibly underemployed*** persons comprise all employed persons, as defined in Box 4.1, who worked less than the normal duration of work (35-40 hours per week in all jobs held) and were willing to take up additional employment (irrespective of whether they were actively looking for additional work or not).

Table 7.1: Percentage of employed persons with full-time employment by employment status, region, area and sex

Region/Area	Sex	Subsistence/ communal farmer (with paid employees)	Subsistence/ communal farmer (without paid employees)	Other employer (with paid employees)	Other own-account worker (without paid employees)	Employee (Govt. or Parastatal)	Employee (private)	Unpaid family worker (subsistence/ communal)	Other unpaid family worker	Total
Caprivi	B	70.2	42.2	68.4	70.1	87.6	70.3	38.1	25.4	61.8
Erongo	B	0.0	100.0	92.6	87.5	90.6	90.6	0.0	72.7	89.5
Hardap	B	96.0	94.4	82.7	47.7	94.5	90.7	100.0	74.3	89.5
Karas	B	100.0	75.5	87.0	73.4	93.9	88.8	0.0	100.0	89.5
Khomas	B	100.0	100.0	92.3	75.9	95.3	88.1	0.0	77.6	89.2
Kunene	B	96.3	91.6	89.4	92.6	96.7	90.1	86.4	60.1	89.0
Ohangwena	B	72.2	44.6	47.4	44.0	91.3	76.4	38.6	35.5	51.5
Okavango	B	75.3	50.8	81.4	69.6	90.2	78.8	52.3	91.1	70.6
Omaheke	B	100.0	96.8	94.6	93.1	96.4	93.3	96.0	100.0	93.2
Omusati	B	84.5	79.4	61.1	84.2	87.1	60.4	55.8	66.6	68.6
Oshana	B	77.8	58.4	71.7	60.6	90.6	77.9	44.8	52.8	68.3
Oshikoto	B	78.4	53.8	88.0	60.4	86.1	87.8	49.1	47.8	67.3
Otjozondjupa	B	100.0	80.3	83.5	61.3	94.9	93.8	100.0	90.0	90.9
Urban	B	76.4	65.4	88.4	72.8	94.8	88.0	100.0	76.1	88.7
	F	100.0	63.3	85.0	76.0	94.9	86.1	100.0	69.4	87.2
	M	74.2	67.8	90.3	68.7	94.7	89.2	100.0	89.5	89.8
Rural	B	86.6	57.8	72.8	60.6	88.9	86.8	50.0	57.1	70.5
	F	83.7	55.4	63.0	58.4	89.3	82.4	46.9	56.8	62.7
	M	88.3	61.4	77.3	64.5	88.6	88.7	58.2	57.6	78.1
Namibia	**B**	**86.2**	**57.9**	**80.5**	**66.4**	**92.8**	**87.5**	**50.0**	**60.2**	**77.9**
	F	**83.9**	**55.5**	**74.5**	**66.2**	**92.8**	**84.8**	**46.9**	**58.9**	**71.8**
	M	**87.6**	**61.5**	**83.5**	**66.7**	**92.8**	**89.0**	**58.2**	**62.6**	**83.1**

Table 7.2: Distribution of employed persons by usual number of hours worked, area and sex

Job/Area	Sex	Usual number of hours worked per week							Didn't work but have job	Total		
		Up to 10	11-20	21-30	31-40	41-50	More than 50	Not stated		(%)	(No.)	Ave. No. of hours worked
		(Per cent)										
Main job												
Urban	B	1.2	2.1	5.8	43.5	24.2	21.9	0.1	1.1	100.0	157,097	45.4
	F	2.1	3.2	9.9	41.2	21.7	20.6	0.1	1.2	100.0	64,005	43.4
	M	0.6	1.4	3.0	45.1	25.9	22.8	0.2	1.0	100.0	93,092	46.8
Rural	B	2.3	7.2	17.2	22.1	23.4	25.9	0.0	1.8	100.0	199,752	41.8
	F	3.0	10.3	22.5	22.6	18.5	21.0	0.0	2.1	100.0	99,287	38.2
	M	1.7	4.1	11.9	21.6	28.3	30.8	0.0	1.5	100.0	100,465	45.3
Namibia	B	1.8	5.0	12.2	31.5	23.8	24.1	0.1	1.5	100.0	356,849	43.4
	F	2.7	7.5	17.6	29.9	19.8	20.8	0.0	1.7	100.0	163,292	40.2
	M	1.2	2.8	7.6	32.9	27.2	27.0	0.1	1.3	100.0	193,556	46.0
All jobs												
Urban	B	1.0	2.0	5.8	43.0	24.2	22.3	0.1	1.7	100.0	157,097	45.6
	F	1.8	3.0	9.8	40.8	22.0	21.0	0.1	1.7	100.0	64,005	43.6
	M	0.5	1.3	3.0	44.5	25.7	23.2	0.1	1.7	100.0	93,092	46.9
Rural	B	2.0	7.0	16.8	21.4	23.1	27.5	0.0	2.2	100.0	199,752	42.5
	F	2.6	10.0	21.9	22.1	18.4	22.5	0.0	2.4	100.0	99,287	39.0
	M	1.4	4.0	11.7	20.6	27.8	32.4	0.0	2.0	100.0	100,465	45.9
Namibia	B	1.6	4.8	11.9	30.9	23.6	25.2	0.1	2.0	100.0	356,849	43.8
	F	2.3	7.3	17.1	29.4	19.8	21.9	0.0	2.1	100.0	163,292	40.8
	M	1.0	2.7	7.5	32.1	26.8	28.0	0.1	1.8	100.0	193,556	46.4

Table 7.3: Distribution of employed persons available and preferring to work more by actual numbers of hours worked, area and sex

Area	Sex	Actual number of hours worked per week									
		0 - 5	6 -10	11 - 15	16 -20	21 - 25	26 - 30	31 - 35	Total: 0-35	% of all employed	All employed
Urban	B	845	342	574	731	1,031	730	695	4,948	3.1	157,097
	F	302	124	274	318	647	486	312	2,465	3.9	64,005
	M	542	218	299	413	384	244	383	2,483	2.7	93,092
Rural	B	715	661	1,153	876	1,966	2,195	1,298	8,864	4.4	199,752
	F	487	519	648	678	1,217	1,312	731	5,592	5.6	99,287
	M	228	141	505	198	749	883	567	3,272	3.3	100,465
Namibia	**B**	**1,559**	**1,003**	**1,727**	**1,607**	**2,997**	**2,925**	**1,993**	**13,812**	**3.9**	**356,849**
	F	**789**	**644**	**923**	**996**	**1,864**	**1,798**	**1,043**	**8,057**	**4.9**	**163,292**
	M	**770**	**359**	**804**	**611**	**1,133**	**1,127**	**950**	**5,755**	**3.0**	**193,556**

Table 7.4: Percentage of employed persons available and preferring to work more and looking for more work by actual number of hours worked, area and sex

Area	Sex	Actual number of hours worked per week					Totals: 0-35 hours per week			Totals: 0-40 hours per week		
		Up to 10	11-20	21 - 30	31 - 35	31-40	No. looking for additional work	No. available & preferring to work more hours	% looking for additional work	No. looking for additional work	No. available & preferring to work more hours	% looking for additional work
Urban	B	55.4	46.5	46.9	25.1	30.1	2,264	4,948	45.8	2,453	5,459	44.9
	F	76.0	41.6	38.5	17.9	23.4	1,064	2,465	43.2	1,155	2,781	41.5
	M	43.7	50.5	62.1	30.9	37.4	1,200	2,483	48.3	1,298	2,678	48.5
Rural	B	47.1	27.2	21.1	31.1	26.8	2,482	8,864	28.0	3,003	11,014	27.3
	F	53.1	17.9	10.7	41.3	27.1	1,345	5,592	24.1	1,666	7,163	23.3
	M	30.9	44.7	37.2	17.8	26.3	1,136	3,272	34.7	1,337	3,851	34.7
Namibia	**B**	**50.9**	**34.7**	**28.8**	**29.0**	**27.7**	**4,746**	**13,812**	**34.4**	**5,456**	**16,473**	**33.1**
	F	**59.9**	**25.2**	**19.3**	**34.3**	**26.3**	**2,409**	**8,057**	**29.9**	**2,821**	**9,945**	**28.4**
	M	**39.5**	**47.6**	**44.1**	**23.1**	**30.0**	**2,337**	**5,755**	**40.6**	**2,635**	**6,529**	**40.4**

Table 7.5: Distribution of employed persons available and preferring to work more by employment status, area and sex

Area	Sex	Subsistence/ communal farmer (with paid employees)	Subsistence/ communal farmer (without paid employees)	Other employer (with paid employees)	Other own-account worker (without paid employees)	Employee (Govt. or Parastatal)	Employee (private)	Unpaid family worker (subsistence/ communal)	Other unpaid family worker	Others	Not reported	Total
						(Number)						
Urban	B	0	90	143	678	874	3,065	0	51	0	46	4,948
	F	0	17	84	362	451	1,515	0	22	0	14	2,465
	M	0	72	60	317	423	1,551	0	29	0	32	2,483
Rural	B	122	1,967	102	1,167	982	2,122	2,036	190	77	99	8,864
	F	0	937	102	822	428	1,267	1,740	120	77	99	5,592
	M	122	1,031	0	346	554	854	295	70	0	0	3,272
Namibia	**B**	**122**	**2,057**	**246**	**1,845**	**1,856**	**5,187**	**2,036**	**241**	**77**	**145**	**13,812**
	F	**0**	**954**	**186**	**1,183**	**879**	**2,782**	**1,740**	**142**	**77**	**113**	**8,057**
	M	**122**	**1,103**	**60**	**662**	**977**	**2,405**	**295**	**99**	**0**	**32**	**5,755**
						(Per cent)						
Urban	B	0.0	1.8	2.9	13.7	17.7	62.0	0.0	1.0	0.0	0.9	100.0
	F	0.0	0.7	3.4	14.7	18.3	61.5	0.0	0.9	0.0	0.6	100.0
	M	0.0	2.9	2.4	12.8	17.0	62.5	0.0	1.2	0.0	1.3	100.0
Rural	B	1.4	22.2	1.2	13.2	11.1	23.9	23.0	2.1	0.9	1.1	100.0
	F	0.0	16.7	1.8	14.7	7.7	22.7	31.1	2.1	1.4	1.8	100.0
	M	3.7	31.5	0.0	10.6	16.9	26.1	9.0	2.1	0.0	0.0	100.0
Namibia	**B**	**0.9**	**14.9**	**1.8**	**13.4**	**13.4**	**37.6**	**14.7**	**1.7**	**0.6**	**1.0**	**100.0**
	F	**0.0**	**11.8**	**2.3**	**14.7**	**10.9**	**34.5**	**21.6**	**1.8**	**1.0**	**1.4**	**100.0**
	M	**2.1**	**19.2**	**1.0**	**11.5**	**17.0**	**41.8**	**5.1**	**1.7**	**0.0**	**0.6**	**100.0**

Table 7.6: Distribution of employed persons available and preferring to work more by occupation, area and sex

Area	Sex	Legislators, senior officials & managers	Professionals	Technicians & Associate professinals	Clerks	Services, Shops & Market sales workers	Skilled agricultural & fishery workers	Craft & Trade workers	Plant & machine operators & assemblers	Elementary occupations	Not reported	Total
						(Number)						
Urban	B	65	356	150	238	776	102	1,090	167	1,984	21	4,948
	F	0	230	74	182	529	30	95	0	1,305	21	2,465
	M	65	126	76	57	247	73	995	167	678	0	2,483
Rural	B	54	909	226	109	389	4,572	839	62	1,705	0	8,864
	F	0	513	178	109	334	2,776	444	31	1,208	0	5,592
	M	54	396	48	0	56	1,795	395	31	497	0	3,272
Namibia	**B**	**119**	**1,265**	**375**	**347**	**1,165**	**4,674**	**1,929**	**228**	**3,689**	**21**	**13,812**
	F	**0**	**743**	**251**	**290**	**863**	**2,806**	**539**	**31**	**2,513**	**21**	**8,057**
	M	**119**	**522**	**124**	**57**	**303**	**1,868**	**1,390**	**197**	**1,176**	**0**	**5,755**
						(Per cent)						
Urban	B	1.3	7.2	3.0	4.8	15.7	2.1	22.0	3.4	40.1	0.4	100.0
	F	0.0	9.3	3.0	7.4	21.5	1.2	3.8	0.0	52.9	0.9	100.0
	M	2.6	5.1	3.1	2.3	9.9	2.9	40.1	6.7	27.3	0.0	100.0
Rural	B	0.6	10.3	2.5	1.2	4.4	51.6	9.5	0.7	19.2	0.0	100.0
	F	0.0	9.2	3.2	1.9	6.0	49.6	7.9	0.6	21.6	0.0	100.0
	M	1.6	12.1	1.5	0.0	1.7	54.9	12.1	0.9	15.2	0.0	100.0
Namibia	**B**	**0.9**	**9.2**	**2.7**	**2.5**	**8.4**	**33.8**	**14.0**	**1.7**	**26.7**	**0.2**	**100.0**
	F	**0.0**	**9.2**	**3.1**	**3.6**	**10.7**	**34.8**	**6.7**	**0.4**	**31.2**	**0.3**	**100.0**
	M	**2.1**	**9.1**	**2.2**	**1.0**	**5.3**	**32.5**	**24.1**	**3.4**	**20.4**	**0.0**	**100.0**

CHAPTER 8

MAIN CONCLUSIONS AND POLICY IMPLICATIONS

8.1 With its 9,000 sample households, nation-wide coverage and broad scope of questions, the 1997 Namibia Labour Force Survey provides the most comprehensive set of data on the state of the labour force in the country. A thorough analysis of this data set provides a wealth of information that would be invaluable in informing future policies and improving the quality of decisions. This Interim Report comprises the results of the first stage of the analysis of the NLFS data. The results are preliminary pending the development of new weights based on data from the 1996 Intercensal Population Survey. The analysis, too, needs to be deepened in a number of respects. Nonetheless, the broad conclusions reached in this Interim Report are likely to remain valid even after the improvements planned are made. These improvements will be incorporated in the Final Report which will be available in due course. This Chapter summarises the main findings of this stage of the analysis and briefly mentions some of their policy implications.

8.2 Namibia has a relatively young population with more than 40 percent below 15 years of age and more than one-half below 20 years. Some two-thirds of the population live in rural areas, mostly in traditional dwellings. Households have, on average, 5.2 members, but rural households tend to be considerably larger than urban ones. In part due to large-scale migration from rural to urban areas, the age structures of the population in these areas are very different. The rural population has a higher proportion of the young and the aged whereas in urban areas there are relatively more middle-aged people of working age. The child and aged dependency ratios in rural areas are therefore higher than in urban areas. There are 92 males for every 100 females in the country. The "male deficit" is entirely rural however.

8.3 The level of educational attainment of the population is relatively low due to the historical legacy of apartheid. No more than two per cent of the population, for example, have attained higher education. The proportion of those with no formal education at all, however, is also relatively low by comparison with other African countries, a tribute to the vast educational efforts made since Independence, especially as regards basic education. Even more remarkable is the fact that gender differences in educational attainment are minimal. Women are essentially as well educated as men.

8.4 Labour markets in Namibia display characteristics that stand in contrast to those of most other sub-Saharan African countries. Among the most important of these is the fact that nearly one-half of the households have wages and salaries as their main source of income. This proportion rises to as much as 75 per cent in urban areas, an indication that the urban informal sector in the country is comparatively small. There is thus a prima facie case for an in-depth analysis of the potential of the informal sector to make a larger contribution to job creation, particularly in an environment when formal sector jobs in the public and private sectors are unlikely to increase substantially in the near future. The constraints hampering the development of small enterprises and informal sector activities are largely structural and rooted in the country's history and its organic links to the South African economy. The scope for their alleviation, however, needs to be assessed carefully with a view to promoting the development of small-scale production on a much wider scale than at present.

8.5 Employment in Namibia is not evenly distributed across regions and by sex. Relative to their working age populations, some regions have much higher levels of employment than others. The same is true of men as compared to women. Thus, combining these two dimensions, it is found that proportion of working age men who are actually employed varies from a low of only 21 per cent in

Omusati to as much as 70 per cent in Otjozondjupa, an astonishing difference that calls for further investigation. In sectoral terms, agriculture is by far the most important provider of jobs. Manufacturing, however, accounts for only 6 per cent of employment in the country, a share that needs to substantially increase if the country is to industrialise.

8.6 The NLFS data permit, for the first time, a quantitative assessment of social security coverage in Namibia. They thus provide useful feedback to the Social Security Commission in gauging the success of its enforcement efforts as well as pointing out to regions and types of work where additional efforts may be required to encourage compliance. The results show that social security registration tends to be higher in urban areas relative to rural areas, among male workers as compared to women workers, in sectors where formal employment contracts are more common, and in the public sector as against the private sector. Part of these variations may be explainable by legal exclusions from the registration requirement. However, the exclusions alone are unlikely to explain fully the observed variations which need to be explored further.

8.7 The unemployment rate in Namibia is very high, 35 percent for the country as a whole. This estimate is based on the broad definition of unemployment, which does not require an active search for a job on the part of the unemployed. Imposing this condition reduces the rate of unemployment to 20 per cent of the labour force, which is marginally higher than the rate of 19 per cent found in the 1993/94 Namibia Household Income and Expenditure Survey that used the strict definition of unemployment. The unemployment situation has therefore not improved in the intervening years. Whatever their merits, the economic policies of the Government in recent years have not been sufficiently employment friendly to make a dent in the rate of unemployment. The seriousness of the situation cannot be overemphasised. There is a clear need for a thorough assessment of past policies and their failure to generate employment. All the social partners need to join forces to devise more effective policies for job creation, which should be regarded as a national priority of the highest order. Consideration should be given to whether the present institutional structures are the most conducive to the emergence of an employment friendly environment and the formulation and implementation of appropriate job-creating policies.

8.8 The rate of unemployment is slightly higher in rural areas compared to urban areas. Regional disparities, however, are wide with the two northern regions of Caprivi and Omusati being the worst affected. Women, too, are substantially more affected by unemployment than men.

8.9 At 35 per cent of the labour force, the rate of unemployment in Namibia may be very high, but it is still higher for the younger members of the labour force: well over one half of those aged 15-24 are unemployed. For females in this age group who reside in rural areas, the rate of unemployment is over 70 per cent! The educational level of these young people is low and most of them have had no work experience at all. Some two-thirds of them are in fact first-time job seekers. Under these circumstances, the acquisition of skills through programmes involving vocational and on-the-job training assumes greater importance in improving prospects for durable employment for the youth.

8.10 Unemployment in Namibia tends to be of a long-term nature, with a majority of the unemployed having been without work for more than a year and 40 per cent for more than two years. This is an almost inevitable consequence of persistent high unemployment. Its most immediate manifestation is a widespread feeling of frustration and despair that leads to discouragement about the prospects of finding a job any time soon, if at all. Hence the fact that more than one half of the unemployed do not bother to look for work at all. Another consequence is that with prolonged periods of unemployment, one's skills tend to become increasingly rusty and, hence, less and less marketable. To make matters worse, long-term unemployment tends to be more severe for older workers, age often being an impediment to reinsertion into the labour market.

8.11 Long-term unemployment is a difficult problem to tackle, not only for those suffering from it, but also for the Government. Policy measures that may well tend to work for younger members of the labour force, for example vocational training, are often less likely to be effective in the case of older people without a job.

8.12 While under the broad definition of unemployment, more than a third of the country's labour force is unemployed, the rate of unemployment for those with post-secondary education is very low. The unemployment of those with higher education is essentially frictional. The labour markets clearly demand and can absorb labour with higher education and skills. Greater investment in institutions of higher learning in the country is certainly called for and justified, especially for the younger generations. Further justification lies in history of lack of access to education and training in Namibia.

8.13 Most of the unemployed do not actively look for work due to limited number of vacancies and in the belief that no work is available. Those who do rely primarily on their own devices. Some 80 per cent of the unemployed who look for work rely on checking out the work sites, direct application to employers and seeking the assistance of friends and relatives. Few job seekers go to employment services, whether or not belonging to the Ministry of Labour. The most likely reason for the relative lack of interest in such facilities is probably the perception that they are unlikely to be helpful under the circumstances, although access to them may also be a factor. If such services are to play a greater role is assisting the unemployed, there is a need for them to improve their effectiveness as intermediaries and assume a stronger role.

8.14 One of every two employed Namibians works less than 40 hours per week. This may suggest that underemployment in the country is pervasive, as indeed is commonly believed based on such statistical findings that have emerged from past surveys. This report, however, has argued that if international standards for the definition and measurement of underemployment are applied to the data from the NLFS, the extent of *visible* underemployment in Namibia actually turns out to be minimal. The point is that many of those working less than what may be regarded as "normal duration of work" do so voluntarily and are in fact not available for additional employment. Such persons are not visibly underemployed. Nearly a quarter of the labour force is willing to increase their working hours by taking up a second job but many of them are already working more than what may be regarded as the "normal duration of work" in Namibia, another criterion that excludes them from the ranks of the underemployed according to international standards. It should be emphasised that these conclusions apply to *visible* underemployment only. They say nothing about the prevalence of invisible underemployment which may be extensive, as may be suggested by the low productivity of and low returns to labour in many cases.

8.15 Serious consideration should be given to making the data set, once thoroughly cleaned and checked, promptly available to the public. This will stimulate further analysis of the data by Namibian and non-Namibian researchers. A great deal of time and resources has been spent on planning and conducting the NLFS. The country should now reap the benefits of this investment to the fullest extent possible. This requires more and deeper analysis of course, but also a widespread dissemination of the results to inform and stimulate debate among stakeholders in the Government, the Employers' and Workers' organisations, the academia, Non-Governmental organisations, international agencies, donors and other interested groups. In addition to making the data accessible to the public, the reports of the analysis of the data should be disseminated widely, in particular through the media and by holding national seminars and workshops in the coming months. The purpose of a survey is to generate information and knowledge; the benefit-cost ratio will improve with the additional knowledge gained through further analysis by non-Governmental researchers.

8.16 It appears that it is the Government's intention to carry out labour force surveys on a regular and more frequent basis. This is necessary and commendable. However, in view of the resource

situation in the country and the capacity for data analysis, careful consideration should be given to the frequency of such surveys. It is unlikely that under the present circumstances, annual surveys would be justified from a cost-benefit point of view. It is perhaps more advisable to carry out labour force surveys every three years and devote some of the available resources to other surveys, for example skill surveys or surveys of labour market dynamics, as a complement to labour force surveys.

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APPENDIX 1: THE QUESTIONNAIRE

A Identification

Region	EU-number	R/U	Household No	Form No	Response Category

B For all persons

C For persons aged 6 years and above (Education)

D For persons aged 15 years and above (usual economically active)

E For persons aged 15 years and above (current economically active)

Who stayed the night of Sunday, June, 8, 1997 in this household? List the names and surnames of all persons who spent the night of June, 8, 1997 in this household	Person Number	What is (name)'s relationship to the head of household? 01 Spouse 02 Son/daughter/son of head spouse 03 Spouse of child of head/ spouse 04 Parent of head/ spouse 05 Other relative 06 Domestic worker non-relative 07 Other non-relative 08 Visitor 99 Don't Know	Is (name) female or male? 1 Female 2 Male	How old was (name) at his/ her last birthday? Enter age in completed years 99 Don't know	What is (name)'s Nationality? Enter code from code list 1 (ISO 3 Namibia)	Where does (name) usually live? Enter code from code list 2	Where was (name) born? Enter code from code list 2	Where was (name) usually living last year? Enter code from code list 2	What is (name)'s marital status? 1 Never married 2 Married with certificate 3 Married traditional 4 Cohabiting/ union 5 Divorced/ separated 6 Widowed 9 Don't know	Has (name) attended school/ college? If no 1 Never attended (Go to C3) If yes 2 Still attending 3 Left school/ college 9 Don't Know	What is (name)'s highest grade/standard/ level of education completed? Enter code from code list 3	How many languages does (name) speak with understanding? Enter code from code list 4 (enter 3 best spoken languages)	Can (name) write in any language? Enter code from code list 4 (Up to 3 languages) If no enter 00	What was (name)'s main activity during the last 12 months? 01 Employed/self employed 02 Unemployed (worked before) 03 Unemployed (Other than job seeker) 04 Student 05 Home worker 06 Income recipient 07 Disabled 08 Retired 09 Old age 10 Other specify 99 Don't Know	During the last 12 months for how many months was (name) D1 working/tied to work D3 available for work D4 not seeking work (record number of months) 99 Don't Know			During the last 7 days did you work for at least one hour for pay, profit, or family gain? 1 yes 2 no (If you go to Section F)	If code 2 in E1 Even though you were not working, did you have a job, business or a holding (subsistence farming) which you will return to? 1 yes 2 no (If you go to E3)	If code 2 in E2 Why didn't you work during the last 7 days? 01 Sick, injury 02 Holiday, vacation, maternity, parental 03 Educational leave 04 Family, personal, temporary lay-off 05 Awaiting to commence work/ job 06 Temporary closure of work 07 Permanent, family responsibilities 08 Old person 09 Other specify 99 Don't Know	Were you being paid despite your absence from work during the last 7 days? 1 yes 2 no 3 Own account worker/ Subsistence farmer (Go to Section F)	If code 2 in E2 If you were offered a job during the last 7 days would you have been ready to work? 1 yes 2 no (If you go to Section H)	Since you were not working for pay, profit or family gain, what were you doing during the last 7 days? 01 Homemaker 02 Student 03 Income recipient 04 Retired 05 Old age 06 Illness, disabled 07 Other, specify (For all these codes, no further questions. End interview for this respondent)
	B1	B2	B3	B4	B5	B6	B7	B8	B9	C1	C2	C3	C4	D1	D2	D3	D4	E1	E2	E3	E4	H1
	16	01 02 03 04 05 06 07 08 09 99	1 2						1 2 3 4 5 6 9	1 2 3 9				01 02 03 04 05 06 07 08 09 10 11 99				1 2	1 2	01 02 03 04 05 06 07 08 09 10 11 99	1 3 2	1 2	01 02 03 04 05 06 07
	17	01 02 03 04 05 06 07 08 09 99	1 2						1 2 3 4 5 6 9	1 2 3 9				01 02 03 04 05 06 07 08 09 10 11 99				1 2	1 2	01 02 03 04 05 06 07 08 09 10 11 99	1 3 2	1 2	01 02 03 04 05 06 07
	18	01 02 03 04 05 06 07 08 09 99	1 2						1 2 3 4 5 6 9	1 2 3 9				01 02 03 04 05 06 07 08 09 10 11 99				1 2	1 2	01 02 03 04 05 06 07 08 09 10 11 99	1 3 2	1 2	01 02 03 04 05 06 07
	19	01 02 03 04 05 06 07 08 09 99	1 2						1 2 3 4 5 6 9	1 2 3 9				01 02 03 04 05 06 07 08 09 10 11 99				1 2	1 2	01 02 03 04 05 06 07 08 09 10 11 99	1 3 2	1 2	01 02 03 04 05 06 07
	20	01 02 03 04 05 06 07 08 09 99	1 2						1 2 3 4 5 6 9	1 2 3 9				01 02 03 04 05 06 07 08 09 10 11 99				1 2	1 2	01 02 03 04 05 06 07 08 09 10 11 99	1 3 2	1 2	01 02 03 04 05 06 07
	21	01 02 03 04 05 06 07 08 09 99	1 2						1 2 3 4 5 6 9	1 2 3 9				01 02 03 04 05 06 07 08 09 10 11 99				1 2	1 2	01 02 03 04 05 06 07 08 09 10 11 99	1 3 2	1 2	01 02 03 04 05 06 07
	22	01 02 03 04 05 06 07 08 09 99	1 2						1 2 3 4 5 6 9	1 2 3 9				01 02 03 04 05 06 07 08 09 10 11 99				1 2	1 2	01 02 03 04 05 06 07 08 09 10 11 99	1 3 2	1 2	01 02 03 04 05 06 07
	23	01 02 03 04 05 06 07 08 09 99	1 2						1 2 3 4 5 6 9	1 2 3 9				01 02 03 04 05 06 07 08 09 10 11 99				1 2	1 2	01 02 03 04 05 06 07 08 09 10 11 99	1 3 2	1 2	01 02 03 04 05 06 07
	24	01 02 03 04 05 06 07 08 09 99	1 2						1 2 3 4 5 6 9	1 2 3 9				01 02 03 04 05 06 07 08 09 10 11 99				1 2	1 2	01 02 03 04 05 06 07 08 09 10 11 99	1 3 2	1 2	01 02 03 04 05 06 07
	25	01 02 03 04 05 06 07 08 09 99	1 2						1 2 3 4 5 6 9	1 2 3 9				01 02 03 04 05 06 07 08 09 10 11 99				1 2	1 2	01 02 03 04 05 06 07 08 09 10 11 99	1 3 2	1 2	01 02 03 04 05 06 07
	26	01 02 03 04 05 06 07 08 09 99	1 2						1 2 3 4 5 6 9	1 2 3 9				01 02 03 04 05 06 07 08 09 10 11 99				1 2	1 2	01 02 03 04 05 06 07 08 09 10 11 99	1 3 2	1 2	01 02 03 04 05 06 07
	27	01 02 03 04 05 06 07 08 09 99	1 2						1 2 3 4 5 6 9	1 2 3 9				01 02 03 04 05 06 07 08 09 10 11 99				1 2	1 2	01 02 03 04 05 06 07 08 09 10 11 99	1 3 2	1 2	01 02 03 04 05 06 07
	28	01 02 03 04 05 06 07 08 09 99	1 2						1 2 3 4 5 6 9	1 2 3 9				01 02 03 04 05 06 07 08 09 10 11 99				1 2	1 2	01 02 03 04 05 06 07 08 09 10 11 99	1 3 2	1 2	01 02 03 04 05 06 07
	29	01 02 03 04 05 06 07 08 09 99	1 2						1 2 3 4 5 6 9	1 2 3 9				01 02 03 04 05 06 07 08 09 10 11 99				1 2	1 2	01 02 03 04 05 06 07 08 09 10 11 99	1 3 2	1 2	01 02 03 04 05 06 07
	30	01 02 03 04 05 06 07 08 09 99	1 2						1 2 3 4 5 6 9	1 2 3 9				01 02 03 04 05 06 07 08 09 10 11 99				1 2	1 2	01 02 03 04 05 06 07 08 09 10 11 99	1 3 2	1 2	01 02 03 04 05 06 07

A IDENTIFICATION

Region	SU-number	R/U	Household No.	Form No.	Response Category

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F EMPLOYED (who have worked the last 7 days or whohad a job but did not work coded 1 in E1 or E2)

				For main or only job								For second main job (if more than one job, F1>1)						
Before starting with this section, transfer from section B column B1 *actual names* and *person number* for all coded 1 in E1 or E2	PERSON NUMBER	How many different jobs including self employment have you been doing during the last 7 days? Enter number of jobs)	For how many different employers did you work for during the last 7 days? Enter number employers	What kind of work did you do in your main job during the last 7 days? Describe the work/ name job title	What was your main duty at this work? Describe the main duties	For office use only	Did you work full time or part time? 1 Full time 2 Part time	What kind of activities are carried out at your work place? Describe the activities	What are the main products produced or services offered at your work place? Describe the products produced or services offered	For office use only	In your main job did you work as? 01 Subsistence/Communal farmer(with paid employees) 02 Subsistence/Communal farmer (without paid employees) 03 Other employer(with paid employees 04 Other own account worker (without paid employees) 05 Employee (government or parastatal) 06 Employee (private) 07 Unpaid family worker (Subsistence/Communal) 08 Other unpaid family worker 09 Other, specify 99 Don't know	In your second main job what kind of work did you do during the last 7 days? Describe work done/ name job title	What was your main duty at this work? Describe the main duties	For office use only	What kind of activity was carried out at this work place during the last 7 days? Describe the activities	What were the main products produced or services offered at this work place during the last 7 days? Describe the products produced or services offered	For office use only	In your second main job did you work as? 01 Subsistence/Communal farmer(with paid employees) 02 Subsistence/Communal farmer (without paid employees) 03 Other employer(with paid employees 04 Other own account worker (without paid employees) 05 Employee (government or parastatal) 06 Employee (private) 07 Unpaid family worker (Subsistence/Communal) 08 Other unpaid family worker 09 Other, specify 99 Don't know
B		F1	F2	F3	F4	F5	F6	F7	F8	F9	F10	F11	F12	F1	F14	F15	F16	F17
							1 2				01 02 03 04 05 06 07 08 09 99							01 02 03 04 05 06 07 08 09 99
							1 2				01 02 03 04 05 06 07 08 09 99							01 02 03 04 05 06 07 08 09 99
							1 2				01 02 03 04 05 06 07 08 09 99							01 02 03 04 05 06 07 08 09 99
							1 2				01 02 03 04 05 06 07 08 09 99							01 02 03 04 05 06 07 08 09 99
							1 2				01 02 03 04 05 06 07 08 09 99							01 02 03 04 05 06 07 08 09 99
							1 2				01 02 03 04 05 06 07 08 09 99							01 02 03 04 05 06 07 08 09 99
							1 2				01 02 03 04 05 06 07 08 09 99							01 02 03 04 05 06 07 08 09 99
							1 2				01 02 03 04 05 06 07 08 09 99							01 02 03 04 05 06 07 08 09 99
							1 2				01 02 03 04 05 06 07 08 09 99							01 02 03 04 05 06 07 08 09 99
							1 2				01 02 03 04 05 06 07 08 09 99							01 02 03 04 05 06 07 08 09 99
							1 2				01 02 03 04 05 06 07 08 09 99							01 02 03 04 05 06 07 08 09 99
							1 2				01 02 03 04 05 06 07 08 09 99							01 02 03 04 05 06 07 08 09 99

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A Identification

Region	SU-number	R/U	Household No.	Form No.

G HOURS WORKED (who have worked the last 7 days or who had a job but did not work coded 1 in E1or E3)

Before starting with Section F, transfer from Section B column B1 *actual names and person numbers for all who worked code 1 in E1 or E2*

For the main job

Usual hours
How many hours in total do you usually work on each day in your main job?

Actual hours (for those coded 1 in E1)
How many hours (including over time but excluding meal breaks, hours paid for but not worked and time spent on travel from home to work and vice versa) did you work on each day in your main job in the last 7 days?

For all other jobs than the main job

Usual hours
How many hours in total do you usually work on each day in your other jobs?

Actual hours (for those coded 1 in E1)
How many hours (including over time but excluding meal breaks, hours paid for but not worked and time spent on travel from home to work and vice versa) did you work on each day in your other job in the last 7 days?

The interviewer fill in this column for total hours worked

G17 Total usual hours: Main job + All other jobs (G8 + G16)

G18 Total actual hours: Main job + All other jobs (G8 + G16)

G19 If less hours worked (G18<G17) than usual ask.. What was the main reason for working less than the usual hours during the last 7 days?
1 Own illness, injury
2 Holiday, vacation
3 Personal, family responsibilities
4 In school, training
5 Did not want more work
6 Full time work is less than normal hours per week
7 Strike, lock-out
8 Job started/ended within the last 7 days
9 Reduction in economic activity
10 Temporary disorganization, suspension of work
11 Could not find more work
12 Other reason, specify

G20 If more hours worked (G18>G17) than usual ask.. What was the main reason for working more than the usual hours during the last 7 days?
1 Overtime with compensation
2 Overtime without compensation
3 Distribution of working hours
4 Other, specify

G21 Would you have preferred to work for more hours during the last 7 days?
If yes ask where
1 at present job
2 other jobs in addition to present job
3 other job with more hours to replace the present job
4 no
(If no go to G23)

G22 How many hours would you have preferred to work during the last 7 days?
Record number of hours

G23 Could you have worked more hours during the last 7 days?
1 Yes
2 No

G24 Did you look for additional work during the last 7 days?
1 Yes
2 No
Go to Section I

B1	Person Number		Mon G1	Tue G2	Wed G3	Thu G4	Fri G5	Sat G6	Sun G7	Total G8		Mon G9	Tue G10	Wed G11	Thu G12	Fri G13	Sat G14	Sun G15	Total G16	G17	G18	G19	G20	G21	G22	G23	G24
		Usual hours									Usual hours											01 02 03 04 05 06	1 2 3 4	1 2 3 4		1 2	1 2
		Actual hours									Actual hours											07 08 09 10 11 12					
		Usual hours									Usual hours											01 02 03 04 05 06	1 2 3 4	1 2 3 4		1 2	1 2
		Actual hours									Actual hours											07 08 09 10 11 12					
		Usual hours									Usual hours											01 02 03 04 05 06	1 2 3 4	1 2 3 4		1 2	1 2
		Actual hours									Actual hours											07 08 09 10 11 12					
		Usual hours									Usual hours											01 02 03 04 05 06	1 2 3 4	1 2 3 4		1 2	1 2
		Actual hours									Actual hours											07 08 09 10 11 12					
		Usual hours									Usual hours											01 02 03 04 05 06	1 2 3 4	1 2 3 4		1 2	1 2
		Actual hours									Actual hours											07 08 09 10 11 12					
		Usual hours									Usual hours											01 02 03 04 05 06	1 2 3 4	1 2 3 4		1 2	1 2
		Actual hours									Actual hours											07 08 09 10 11 12					
		Usual hours									Usual hours											01 02 03 04 05 06	1 2 3 4	1 2 3 4		1 2	1 2
		Actual hours									Actual hours											07 08 09 10 11 12					
		Usual hours									Usual hours											01 02 03 04 05 06	1 2 3 4	1 2 3 4		1 2	1 2
		Actual hours									Actual hours											07 08 09 10 11 12					
		Usual hours									Usual hours											01 02 03 04 05 06	1 2 3 4	1 2 3 4		1 2	1 2
		Actual hours									Actual hours											07 08 09 10 11 12					
		Usual hours									Usual hours											01 02 03 04 05 06	1 2 3 4	1 2 3 4		1 2	1 2
		Actual hours									Actual hours											07 08 09 10 11 12					
		Usual hours									Usual hours											01 02 03 04 05 06	1 2 3 4	1 2 3 4		1 2	1 2
		Actual hours									Actual hours											07 08 09 10 11 12					
		Usual hours									Usual hours											01 02 03 04 05 06	1 2 3 4	1 2 3 4		1 2	1 2
		Actual hours									Actual hours											07 08 09 10 11 12					
		Usual hours									Usual hours											01 02 03 04 05 06	1 2 3 4	1 2 3 4		1 2	1 2
		Actual hours									Actual hours											07 08 09 10 11 12					
		Usual hours									Usual hours											01 02 03 04 05 06	1 2 3 4	1 2 3 4		1 2	1 2
		Actual hours									Actual hours											07 08 09 10 11 12					

A **Identification** No. no.

H UNEMPLOYMENT (who have not worked the last 7days, had no Job and were ready to work coded 1 in E5)

I Membership (code1 in B1,E2 and E5)

			If yes on H1			*If no on H1*			*If yes on H7*			
Before starting with Section H transfer from Section B column B1 actual names and person number for all coded 1 in E5 (for these persons Section I must also be completed) For Section I transfer from Section B column B1 actual names and person number for all coded 1 in E1 and E2 (for these persons Section H is not applicable)	Person Number	Did you look for work during the last 7 days? 1 Yes 2 No	How did you look for work during the last 7 days? *(more than one answer is possible)* 01 Registration at Ministry of Labour offices 02 Registration at other employment agencies 03 Direct applications to employers 04 Checking at work sites, farms factory gates, market or other assembly places 05 Placed or answered media advertisment 06 Seeking assistance of friends, relatives, colleaques, unions, etc. 07 Take action to start business or subsistence farming 08 Other, specify	What sort of job were you looking for? *(Describe the type of job sought)*	*For office use only*	What was the main reason that you didn't look for work during the last 7 days? 01 Thought no work available 02 Awaiting replies from employers 03 Temporarily sick but would have looked otherwise 04 Already found work to start within one month 05 Awaiting busy season 06 Lack of resources to start business or subsistence farming 07 studying 08 Other, specify	For how long have you been available for work? 1 Less than 1 month 2 1 month but under 3 months 3 3 months but under 6 months 4 6 months but under 1 year 5 1 year but under 2 years 6 2 years or more	Have you ever worked before? 1 Yes 2 No *(If no go to section I)*	What kind of work did you do in your last job? *Describe the type of work done*	*For office use only*	Are you a member of any of these unions? *(more than one answer is possible)* 1 Trade/workers union 2 Farmers union 3 Employers union 4 No membership 9 Don't know	Are you registered with the Social Security Commission? 1 Yes 2 No 9 Don't know
	B1	H1	H2	H3	H4	H5	H6	H7	H8		I1	I2
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9
		1 2	01 02 03 04 05 06 07 08			01 02 03 04 05 06 07	1 2 3 4 5 6	1 2			1 2 3 4 9	1 2 9

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A Identification	Region	SU-number	R/U	Household No.	Form No

J HOUSING CONDITIONS - TO BE ASKED OF EACH HOUSEHOLD

TYPE OF HOUSING UNIT	TENURE	INCOME (Continued)	
	Is housing unit.....	What is the Household's main source of income?	What is the Household's secondary source of income?
01 Detached house	01 Rented (not tied to the job)	01 Subsistence farming (crop & animal)	01 Subsistence farming (crop & animal)
02 Semi-detached/ townhouse	02 Owner occupied (with mortgage)	02 Cash cropping	02 Cash cropping
03 Apartment/flat	03 Owner occupied (without mortgage)	03 Animal rearing	03 Animal rearing
04 Guest flat	04 Rent free (not owner occupied)	04 Business activities	04 Business activities
05 Part commercial/ industrial	05 Provided by employer (government)	05 Wages and salaries	05 Wages and salaries
06 Mobile home (caravan, tent)	06 Provided by employer (private)	06 Pension	06 Pension
07 Single quarters	07 Other, specify	07 Cash remittances	07 Cash remittances
08 Traditional dwelling		08 Other means of income, specify	08 None
09 Improvised housing unit (shack)			09 Other means of income, specify
10 Other, specify			
J1	J2	J3	J4

K CONTROL SECTION

Number of Questionnaires used in Household	TO BE COMPLETED BY INTERVIEWER	TO BE COMPLETED BY SUPERVISOR	TO BE COMPLETED BY EDITOR/ CODER	OFFICE ACTIVITIES
	Date interview started in Household.....	Has Questionnaire been checked? Yes / No	Has Questionnaire been edited/coded? Yes / No	Activity | Data entry | Final validation
Number of Persons Enumerated in Household	Date interview completed in Household	Date checked.....	Date edited/coded.....	Date | |
Total.....	.....	.....	.....	Signature | |
Male.....	Name of Interviewer	Name of Supervisor	Name of coder / editor	..... Operator name
Female.....				