

Census 2023 Labour Force Report
Exposing the True Picture

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Economist:

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Introduction

True to its word at the launch of the 2023 Census last October, the Namibia Statistics Agency ("NSA") published the Labour Force Report ("LFR") from the 2023 Population and Housing Census on 29 January 2025. As the NSA states in the foreword to the document, the last Namibian Labour Force Survey ("NLFS") was conducted in 2018. The plan was to publish the next NLFS two years later but due to Covid and fiscal constraints this did not take place (despite Cabinet Resolution of 10th/02.07.13/007 taken in 2013). Instead, the NSA innovatively incorporated a comprehensive Labour Force Module into the Population and Housing Census 2023 "to expedite the generation of labour market insights". For this the NSA is to be congratulated. Furthermore, this module questionnaire was designed according to the 19th International Conference of Labour Statisticians ("ICLS") Census recommendations adopted in October 2013 (after the last Namibian census in 2011) thus complying with the latest international standards. The 2023 Census enumeration was conducted over three (3) weeks from 18 September 2023 to 6 October 2023 with a further extension to 5 November 2023 with the Census Reference Night ("CRN") being 24 September 2023. The following points are worth noting:

- The LFR is based on census data (which includes the entire population) rather than a survey normally used in the NLFS (which includes only a sample of the population which is then grossed up to become nationally representative using statistical methods). It should therefore be more accurate and be able to provide data down to a much lower level (in theory down to the household level) which a NLFS cannot (and goes only down to the regional level).

- The LFR is based on two questionnaires (A for private households and B for certain institutions such as educational hostels, prisons, orphanages and more but not C for special populations which are not part of the labour force) applied to all individuals aged 15 years and over. This age, which is similar to all previous Namibian surveys and censuses, was chosen because it aligns with international standards that Namibia has adopted in its Constitution and through International Labour Organisation ("ILO") conventions (Namibian law mandates school attendance until 16 while the Labour Act prohibits children under 14 from being employed at all).

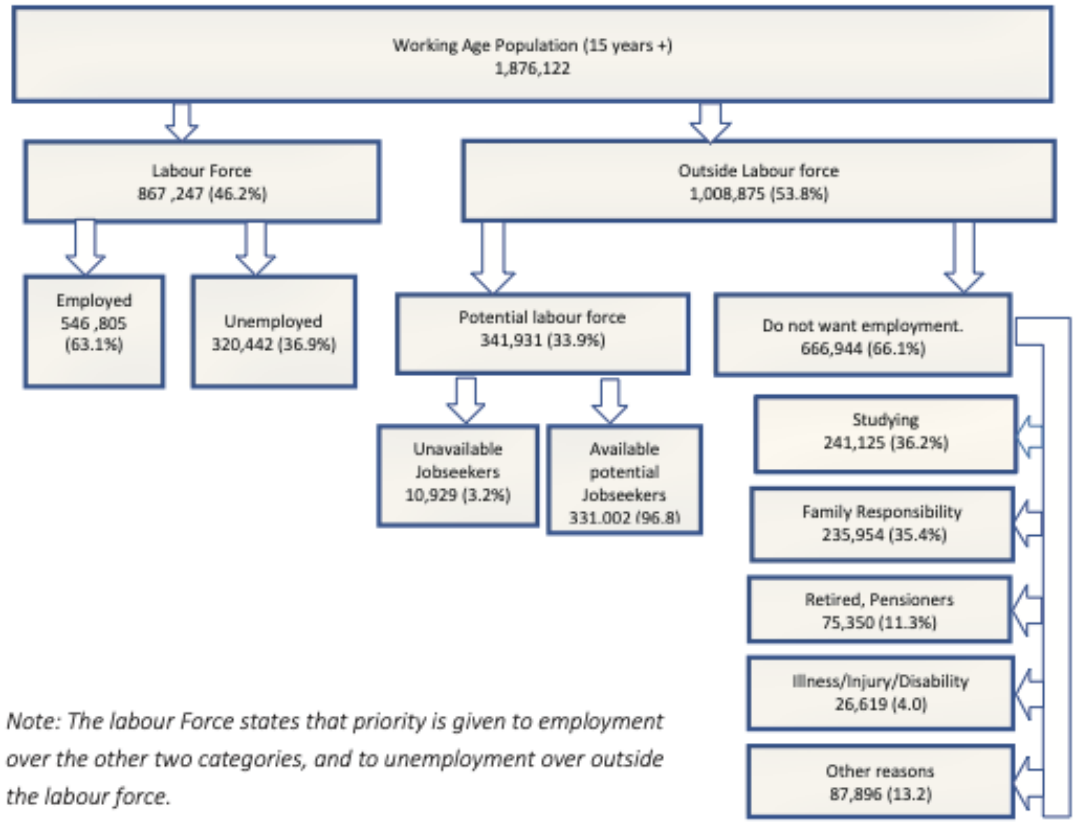
- The definitions used (including of such critical terms as "economically active", "employed", and "unemployed") differ from those used in previous NLFSs and censuses.

- The Labour Force Module contains only basic questions and does not go into the detail of a NLFS and thus does not contain information about, for example, job types, working conditions, hours worked, and formal and informal employment.

Together these points imply that the latest data should be more accurate than previous survey and census data but means the latest data cannot strictly be compared with previous results. It is also worth noting that the LFR was published two (2) months after presidential and National Assembly elections which is a shame because it means voters did not have access to information which might have been crucial in allowing them to judge the record of the ruling party and the policy proposals of all the political parties. This report summarises some of the key findings of the LFR produced by the NSA.

The Overall Picture

Figure 3.1: Classification of the Namibian Working-Age Population



Note: The labour Force states that priority is given to employment over the other two categories, and to unemployment over outside the labour force.

Source: NSA

Figure 3.1 in the LFR highlights key summary data. Out of the total population of 3,022,401, Namibia's working age population (those aged 15 years and older) was 1,876,122 in 2023. People over the age of 60 and 65 are included in the working age population.

Of these, 867,247 were part of the labour force (all those who were employed or unemployed) and 1,008,875 were outside the labour force (all those who were not employed or unemployed including people only engaged in education, in caregiving, retirees, those who had no intention to work, and crucially people who have given up looking for work (discouraged job seekers).

There were 546,805 people classified as employed. Employed people are those people aged 15 or over who in the last 7 days were in paid employment or self-employment for at least one hour and also includes upaid family workers. This is a very broad definition of employment and perhaps one that most people would not intuitively accept. The NSA provides information on disability and puts the number of disabled people classified as employed at 12,508.

There were 320,442 unemployed people. Unemployed people are those people aged 15 or over who in the last 7 days were not employed but who carried out "job search activities" and who were available to take up a job should one become available.

Of the 1,008,875 people outside the labour force, 666,944 do not want employment because they are studying, have family responsibilities, are retired pensioners, have an illness, injury or disability that prevents them from working or have other reasons why they do not want employment.

This leaves a "Potential Labour Force" of 341,931, people consisting of available potential jobseekers who have given up looking for work (discouraged job seekers) and unavailable job seekers (those who for some reason are

not available for work but normally would be). It is worth noting that the number of people in the Potential Labour Force is greater than the number of people classified as unemployed.

Confusingly, however, two breakdowns are provided for these people classed as outside the labour force: in Figure 3.1 and Table 3.9 of the LFR. It must be the case that large numbers of people included in Table 3.9 must also be discouraged job seekers or people potentially available for work and therefore part of the Potential Labour Force. The people in Figure 3.1 must be those who say explicitly that they do not want employment.

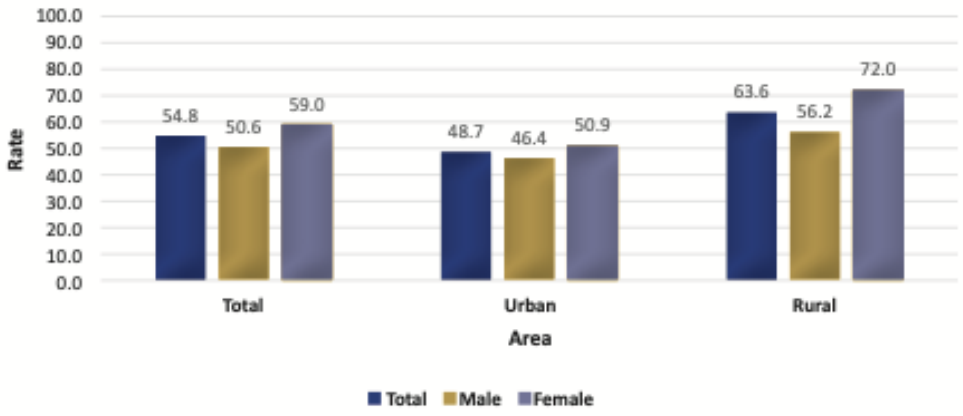
Figure 3.1: Classification of the Namibian Working Age Population		Table 3.9: Population (Age 15 Years and Above) Outside Labour Force by Reason			
Studying	241,125	Studying	281,626		
Family Responsibility	235,954	Taking Care of the Home or Family	451,545		
Retired, Pensioners	75,350	Retired, Pensioner	80,663		
Illness/Injury/Disability	26,619	Long-Term Illness, Injury or Disability	29,211		
Other Reasons	87,896	Unpaid Apprenticeship	4,556		
Do Not Want Employment	666,944	Unpaid Voluntary Work	11,241		
Potential Labour Force	341,931	Farming or Fishing to Produce Food for Family	25,737		
Outside Labour Force	1,008,875	Other	99,847		
		Don't know	24,449		
		Total Outside Labour Force	1,008,875		

Source: NSA

The Combined Rate of Unemployment and Potential Labour Force (CRUPLF)

According to these classifications, Namibia's unemployment rate is the ratio of unemployed people in the labour force i.e. 36.9%. However, this ratio takes no account of the Potential Labour Force (and, therefore, discouraged job seekers). It would seem to make more sense to look at what the NSA calls the Combined Rate of Unemployment and Potential Labour Force ("CRUPLF") which is the number of unemployed plus the Potential Labour Force expressed as a percentage of the labour force plus the Potential Labour Force. This yields a rate of 54.8% which is shown in Figure 5.3. This ratio provides a much more realistic picture of Namibia's unemployment situation. Bear in mind too that, to count as employed, a person only has to have worked for one (1) hour in the last seven (7) days.

Figure 5.3: Combined Rate of Unemployment and Potential Labour Force (RUPLF) by Uran/Rural and Sex



Source: NSA

The NSA also calculates the CRUPLF for people aged between 15 and 34 ("the youth"). For Namibia as a whole this is 61.4% (57.0% for males and 65.8% for females).

Table 3.9: Population (Age 15 year and above) Outside Labour Force by Reason, Urban/Rural and Sex

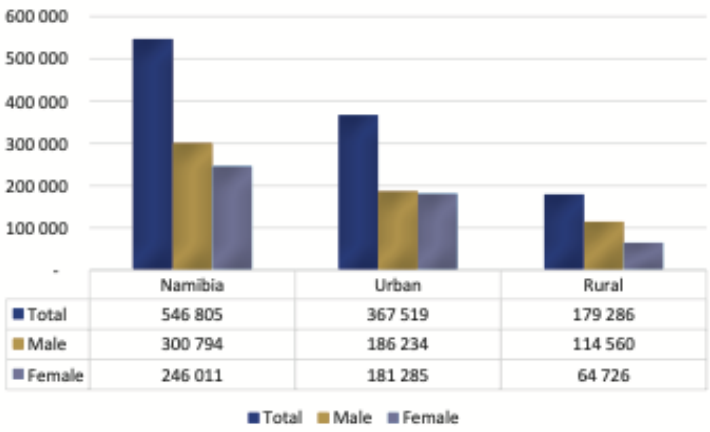
Reason	Total			Urban			Rural		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Taking care of the home/family	451,545	157,827	293,718	153,438	51,574	101,864	298,107	106,253	191,854
Studying	281,626	136,050	145,576	162,976	72,906	90,070	118,650	63,144	55,506
Doing an unpaid apprenticeship	4,556	2,757	1,799	1,952	1,093	859	2,604	1,664	940
Farming or fishing to produce food for family	25,737	15,831	9,906	1,773	1,114	659	23,964	14,717	9,247
Doing unpaid voluntary	11,241	7,320	3,921	3,124	1,890	1,234	8,117	5,430	2,687
Retired, pensioner	80,663	32,676	47,987	34,565	14,673	19,892	46,098	18,003	28,095
Long term illness, injury, disability	29,211	15,891	13,320	10,641	5,861	4,780	18,570	10,030	8,540
Other	99,847	57,172	42,675	49,522	27,836	21,686	50,325	29,336	20,989
Don't know	24,449	14,342	10,107	12,719	7,300	5,419	11,730	7,042	4,688
Total	**1,008,875**	**439,866**	**569,009**	**430,710**	**184,247**	**246,463**	**578,165**	**255,619**	**322,546**

Source: NSA

The Employed

It is interesting to focus on the 546,805 people classified as employed. The NSA compares this number with the 725,742 people classified as employed in the 2018 NLFS estimated on the basis of a smaller population estimate of 2,413,643 for 2018 (instead of a population of 2,603,591 for 2018 if the revised 2023 population growth rate of 3.0% had been used). Can it really be that employment has fallen by around 180,000 between 2018 and 2023?

Figure 4.1: Distribution of employed population by Urban/Rural and Sex



Source: NSA

Table 4.6: Number and Percentage Distribution of Employed Population by Industry and Sex

Industry	Both Sexes		Male		Female	
	Number	%	Number	%	Number	%
Agriculture, forestry, and fishing	88,277	16.1	69,624	23.1	18,653	7.6
Mining and quarrying	14,337	2.6	11,900	4.0	2,437	1.0
Manufacturing	53,491	9.8	35,386	11.8	18,105	7.4
Electricity, gas, steam, and air conditioning supply	1,601	0.3	1,210	0.4	391	0.2
Water supply; sewerage, waste management, and remediation activities	2,379	0.4	1,553	0.5	826	0.3
Construction	28,661	5.2	26,671	8.9	1,990	0.8
Wholesale and retail trade; repair of motor vehicles and motorcycles	54,618	10.0	24,544	8.2	30,074	12.2
Transportation and storage	18,137	3.3	15,969	5.3	2,168	0.9
Accommodation and food service activities	29,324	5.4	7,486	2.5	21,838	8.9
Information and communication	8,164	1.5	4,461	1.5	3,703	1.5
Financial and insurance activities	16,691	3.1	6,254	2.1	10,437	4.2
Real estate activities	1,011	0.2	454	0.2	557	0.2
Professional, scientific, and technical activities	15,736	2.9	7,357	2.4	8,379	3.4
Administrative and support service activities	50,884	9.3	26,967	9.0	23,917	9.7
Public administration and defence; compulsory social security	36,012	6.6	19,337	6.4	16,675	6.8
Education	38,209	7.0	11,854	3.9	26,355	10.7
Human health and social work activities	18,448	3.4	4,987	1.7	13,461	5.5
Arts, entertainment, and recreation	3,175	0.6	1,694	0.6	1,481	0.6
Other service activities	24,064	4.4	10,573	3.5	13,491	5.5
Activities of households as employers; undifferentiated goods- and services-producing activities of households for own use	43,149	7.9	12,286	4.1	30,863	12.5
Activities of extraterritorial organizations and bodies	401	0.1	209	0.1	192	0.1
Not elsewhere classified	36	0.0	18	0.0	18	0.0
Total	**546,805**	**100**	**300,794**	**100**	**246,011**	**100**

Source: NSA

The NSA provides a breakdown of employment by sector as shown in Table 4.6. These sectors are defined using the International Standard Industrial Classification ("ISIC") in the same way as Namibia's National Accounts. It can be seen that the five (5) sectors employing most people are "agriculture, forestry and fishing", "wholesale and retail trade", "manufacturing", "administration", and "households" in that order. If the government sector (excluding public enterprises) is taken to be the combination of "public administration" (36,012), "education" (38,209), and "health" (18,448) then government employs some 92,669 people, almost 17% of all those classified as employed, slightly more than in "agriculture, forestry and fishing" combined. Marginally more people are employed in the armed forces (18,642) than in health (18,448). It should be remembered that these employed people may have worked for as little as one hour in the previous 7 days.

The NSA provides more information on manufacturing employment which it puts at 53,491. Unsurprisingly, manufacturing employment is heavily centred on urban areas (over 80%) and on the Khomas (almost 30%) and Erongo (almost 23%) regions. This compares to an estimate of 45,057 employed in the manufacturing sector contained in the NLFS of 2018.

It has long been a frustration for analysts that Namibia's fishing sector is rarely separately defined in statistical publications. On this occasion the NSA breaks the total employment in agriculture, forestry and fishing of 88,277 people down into 71,144 people in agriculture, 8,742 people in forestry, and 8,391 people in fishing on board. It seems that more people are employed in the forestry than in the fishing sector on board vessels.

Table 4.12: Number and Percentage Distribution of the employed population by status in employment and Sex

Employment status	Total		Male		Female	
	Number	%	Number	%	Number	%
Employee	462,996	84.7	257,250	85.5	205,746	83.6
Paid apprentice, intern	5,372	1.0	3,359	1.1	2,013	0.8
Employer (with hired employees)	15,228	2.8	10,597	3.5	4,631	1.9
Own-account worker (without hired employees)	50,564	9.2	23,444	7.8	27,120	11.0
Helper (without pay) in a family business	8,828	1.6	4,151	1.4	4,677	1.9
Don't Know	3,817	0.7	1,993	0.7	1,824	0.7
Total	**546,805**	**100**	**300,794**	**100**	**246,011**	**100**

Source: NSA

The vast majority of people who are classified as employed are employees (almost 85%) whilst there are 15,228 employers and 50,564 self-employed people without employees. Also counted as employed are 8,828 unpaid helpers in a family business which rather contradicts the definition of being paid mentioned above.

Table 4.16: Number and percentage Distribution of Employed Population by Gross Monthly Income/salary brackets and Sex

Gross monthly income/salary/wage	Total		Male		Female	
	Number	Percent	Number	Percent	Number	Percent
N$1,000 or less	97,785	17.9	49,336	16.4	48,449	19.7
N$1,001-N$2,000	88,348	16.2	51,438	17.1	36,910	15.0
N$2,001-N$3,000	59,971	11.0	34,436	11.4	25,535	10.4
N$3,001-N$5,000	56,106	10.3	32,571	10.8	23,535	9.6
N$5,001-N$10,000	50,135	9.2	29,632	9.9	20,503	8.3
N$10,001-N$15,000	32,882	6.0	17,594	5.8	15,288	6.2
N$15,001-N$20,000	28,655	5.2	13,742	4.6	14,913	6.1
N$20,001-N$25,000	18,588	3.4	8,488	2.8	10,100	4.1
N$25,001-N$30,000	10,859	2.0	5,718	1.9	5,141	2.1
N$30,001-N$40,000	9,258	1.7	5,289	1.8	3,969	1.6
N$40,001-N$50,000	5,545	1.0	3,267	1.1	2,278	0.9
N$50,001 and more	8,780	1.6	5,831	1.9	2,949	1.2
Refused	18,229	3.3	9,196	3.1	9,033	3.7
Don't know	61,664	11.3	34,256	11.4	27,408	11.1
Total	**546,805**	**100**	**300,794**	**100**	**246,011**	**100**

Source: NSA

Interestingly, the NSA provides information about gross monthly income for those classified as employed. Almost 18% of these people are earning N$1,000 a month or less and 55% are earning less than N$5,000 a month. At the other end of the spectrum 2.6% earn N$40,000 or more a month. Some 352,345 people – or almost two-thirds of all employed people – earn less than N$10,000 a month. These numbers should be treated with a certain amount of scepticism as people are generally reluctant to volunteer information about their incomes and may provide conservative responses. Nonetheless, these numbers reinforce what a small domestic market for goods and services Namibia constitutes. The vast majority of those earning an income are likely to have little left at the end of the month after paying for the basics. Given that the income tax threshold is now N$100,000 (N$8,333 a month), this would suggest there may be as few as 115,000 people who pay personal income tax (or as many as 195,000 if the "refused to say" and "don't knows" are included). The 8,828 unpaid helpers should be included as a separate category in this table.

The NSA provides information on the employed population broken down according to educational attainment. The number of people classified as employed rises from those with no education to those with primary and secondary education. A fifth of all those classified as employed have tertiary education while only 14,487 with vocational training are employed. It is hard to draw many conclusions from this data and it would be interesting to examine how education relates to monthly income should the data become available. It may be expected that there is a relationship between education and occupation and some cross-tabulations would have been useful.

Table 4.3 Distribution of the employed population by highest level of education completed and Sex

Highest level of education completed	Total		Male	Female
			Number	Number
None	45,608	8.3	33,250	12,358
Informal	1,733	0.3	964	769
Primary School	61,939	11.3	43,310	18,629
Secondary School	294,807	53.9	155,063	139,744
Technical/Vocational	14,487	2.6	10,741	3,746
Tertiary Education	110,228	20.2	46,350	63,878
Other (Specify__)	2,065	0.4	921	1,144
Don't Know	15,938	2.9	10,195	5,743
Total	**546,805**	**100**	**300,794**	**246,011**

Source: NSA

Table 4.4: Number and Percentage Distribution of Employed Population by Occupation and Sex

Occupation	Total		Male		Female	
	Number	%	Number	%	Number	%
Managers	47,174	8.6	23,988	8.0	23,186	9.4
Professionals	68,541	12.5	28,405	9.4	40,136	16.3
Technicians and associate professionals	50,393	9.2	22,735	7.6	27,658	11.2
Clerical support workers	28,482	5.2	9,328	3.1	19,154	7.8
Service and sales workers	73,294	13.4	28,589	9.5	44,705	18.2
Skilled agricultural, forestry and fishery workers	53,934	9.9	43,267	14.4	10,667	4.3
Craft and related trades workers	63,812	11.7	51,226	17.0	12,586	5.1
Plant and machine operators, and assemblers	23,566	4.3	22,127	7.4	1,439	0.6
Elementary occupations	118,947	21.8	58,711	19.5	60,236	24.5
Armed forces occupations	18,642	3.4	12,405	4.1	6,237	2.5
Not elsewhere classified	20	0.0	13	0.0	7	0.0
Total	**546,805**	**100**	**300,794**	**100**	**246,011**	**100**

Source: NSA

The tables throw up a number of puzzles. For example, while 110,228 employed people have tertiary education, the number of managers, professionals, technicians and associate professionals is far higher numbering 166,108 suggesting many in these occupations do not have tertiary education. Again, while there are 14,487 who have attained technical or vocational education, there are 23,812 people working as craft workers and 23,566 as plant and machine operators. The armed forces employ 18,642 people which seems high compared to numbers contained in budget documents.

The Unemployed

Table 5.3: Unemployment rate by Highest level of education completed and Sex

Highest level of education completed	Total			Male			Female		
	Unemployed	Labour force	Rate	Unemployed	Labour force	Rate	Unemployed	Labour force	Rate
None	26,821	72,429	37.0	14,950	48,200	31.0	11,871	24,229	49.0
Informal	1,053	2,786	37.8	508	1,472	34.5	545	1,314	41.5
Primary School	45,952	107,891	42.6	25,675	68,985	37.2	20,277	38,906	52.1
Secondary School	206,669	501,476	41.2	98,478	253,541	38.8	108,191	247,935	43.6
Technical/Vocational	8,379	22,866	36.6	5,621	16,362	34.4	2,758	6,504	42.4
Tertiary Education	23,669	133,897	17.7	8,759	55,109	15.9	14,910	78,788	18.9
Other	420	2,485	16.9	147	1,068	13.8	273	1,417	19.3
Don't Know	7,479	23,417	31.9	4,791	14,986	32.0	2,688	8,431	31.9
Total	**320,442**	**867,247**	**36.9**	**158,929**	**459,723**	**34.6**	**161,513**	**407,524**	**39.6**

Source: NSA

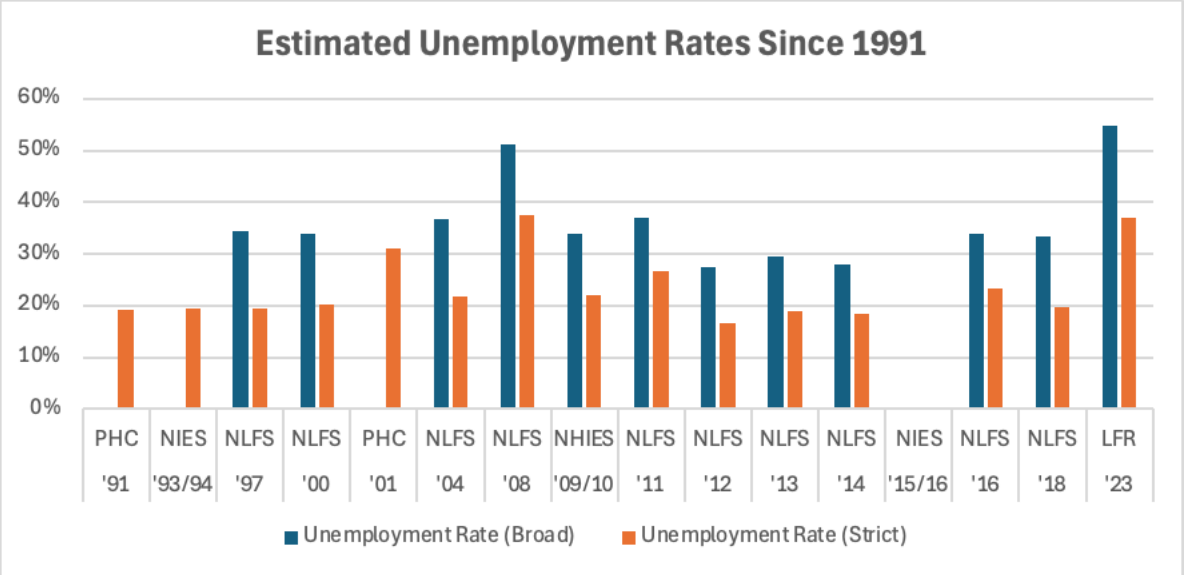
The LFR contains information on those classified as unemployed by educational attainment. There is evidence that the unemployment rate is significantly lower for those with tertiary education when measured as a proportion of all those who have attained tertiary education, there does not appear to be a clear correlation between educational attainment and employment or unemployment. As stated by the NSA, Namibian law compels everyone to remain in school until the age of 16 yet large numbers of Namibians aged 15 and over failed to make it to secondary education.

The proportion of young people aged 15-17 who are Not in Employment, Education or Training ("NEET") is 10.5% or 17,781 out of the total population in that age bracket of 170,871 people. Only 3,982 are employed while 5,247 are unemployed. This implies the lion's share of young people in this age bracket are in education and training of some description. It would have been useful if the NSA report had quantified this.

The Unpaid

The NSA report is rather unclear on the classification of people who are not paid for activities they undertake. Thus, those people who are unpaid helpers in a family business are classified as employed and part of the labour force whilst those people who are undertaking unpaid apprenticeships or doing unpaid voluntary work are counted as belonging to those outside the labour force.

Conclusions – A High-Profile Number



Source: NSA

Unemployment Rates Since 1991																
	'91	'93/94	'97	'00	'01	'04	'08	'09/10	'11	'12	'13	'14	'15/16	'16	'18	'23
	PHC	NIES	NLFS	NLFS	PHC	NLFS	NLFS	NHIES	NLFS	NLFS	NLFS	NLFS	NIES	NLFS	NLFS	LFR
Unemployment Rate (Broad)			34.5%	33.8%		36.7%	51.2%	33.8%	36.9%	27.4%	29.6%	27.9%		34.0%	33.4%	54.8%
Unemployment Rate (Strict)	19.1%	19.4%	19.5%	20.2%	31.1%	21.9%	37.6%	22.1%	26.8%	16.7%	19.0%	18.4%		23.4%	19.8%	36.9%

Source: NSA

The LFR quantifies the extent of Namibia's unemployment and underemployment problem, a problem most people are aware of and political parties intuitively recognise judging by their manifestos for the last election. The unemployment rate is one of the very few statistics in Namibia that generates public interest and debate making it important that people understand what it is and how it is measured. This latest report was based on data collected in 2023 – not long after the Covid lockdown and at a time when both inflation and interest rates were high. It can be expected that the Government will use the official unemployment rate of 36.9% when mentioning the issue in public but the reality is that the broader unemployment rate of 54.8% - which incorporates the large numbers of discouraged job seekers who are not counted as part of the labour force – more accurately describes the situation, especially when one considers the exceptionally generous definition of what constitutes an employed person. This issue has arisen in the past when censuses and NLFSs have been published containing estimates of the "strict" measure of unemployment (which excludes discouraged job seekers) and "broad" measure of unemployment (which includes discouraged job seekers). The latest report highlights that unemployment is particularly acute for young people.

It is not for the NSA to offer policy prescriptions. Nonetheless, the Agency does express the hope that data such as that contained in the LFR will be used to improve policy.

"This document unveils the pivotal insights derived from the census labour force module, aiming to serve as a valuable resource for a diverse audience. It is poised to offer guidance to planners, policymakers, researchers, analysts, and the wider public, empowering them to make informed decisions. By shedding light on crucial labour market dynamics, these findings can effectively inform strategic planning processes, moreover, the labour force results offer a succinct overview of essential employment and unemployment indicators. This overview serves as a benchmark for evaluating Namibia's progress towards its multifaceted developmental objectives, particularly those centered around job creation initiatives."

Yet there is little reason to believe this will be the case. When did government last review all the policies that combine to impact on employment and unemployment: from the Labour Act, the Social Security Act, the Vocational Training Act, the Employment Equity Act, the Employment Service Act and others to minimum wages, skills, training, productivity and the attractiveness of the investment environment?

Realistically, the public sector will not be able to create the employment needed for the mass of the people (even if it tries). But while government cannot create this number of jobs directly itself, it has the responsibility to create the environment that allows the private sector to flourish. Yet there seems to be little understanding of the fundamental truth that employers do not employ people out of patriotic duty but rather because they need workers to generate profits. There is no evidence that businesses (local or foreign) invest in Namibia because of its labour force. Until policymakers recognise these realities and economic policy changes to promote the use of labour by existing as well as new employers, there is little hope that the next LFR will contain an unemployment rate below 54.8%.

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