

Land reform process in Namibia

A study of the impact of land reform on beneficiaries in Otjozondjupa region, Namibia

By

Phillipus Geingob

Student.no.

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Supervisor: Dr. Jeff Balch



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Dedication

This work is dedicated to the memory of those who scarifies their lives for the independence of our country, Namibia, to my mom and heroine, a very diligent and dignified woman who raised us against many odds.

To my foster parents, Levi and Caroline, who gave so much support, so selflessly; and
To my uncle and his wife, Willem and Rina, for their patience and love.

To my brother Michael, and sisters Elizabeth and Marline and the rest of my family.



Declaration

I declare that this research is my own original work, except where due acknowledgement is made to various authors and individuals with full references in the text, and that it has not previously in its entirety or part, been submitted at any university or institution of higher learning, for a degree or any other qualification.



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I am grateful to my supervisor, Dr Jeff Balch, whose patience and insightful inputs during the development of this dissertation was absolutely invaluable. It is also a pleasure to thank the academic and administrative staff of the School of Government for their support.

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Grateful am I, to my fellow students; Katili, Ulrich, Hennie, Epsom, Warren, Andy, Bruce, Siya, Mandla, Druza, Maxwell, Laurens, Baisako, August, Ben, Chockie, Tumi, Julius, Paul, Donavan, their encouragement and comments were an invaluable assistance in the completion of this report,



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Above all, I want to thank my family and God, the Almighty.

LIST OF ABBREVIATIONS

AALS	Affirmative Action Loan Scheme
AIDS	Acquired Immunodeficiency Syndrome
CIIR	Catholic Institute for International Relations
DAC	Dial Architectural Components
DRC	Democratic Republic of Congo
FAO	Food and Agricultural Organization
GDP	Gross Domestic Product
HIV	Human Immunodeficiency Virus
IBID	Interesting Books for Intelligent Discussions
IFAD	International Fund for Agricultural Development
IPPR	Institute for Public Policy Research
MLRR	Ministry of Lands, Resettlement and Rehabilitation
NAFAU	Namibian Food and Allied Workers Union
NANGOF	Namibian Non-Governmental Organizations Forum
NAU	Namibia Agricultural Union
NGO	Non-governmental Organization
NID	Namibia Institute For Democracy
NRP	National Resettlement Program
NNFU	Namibia National Farmers Union
NUNW	National Union of Namibia Workers
SACC	South African Council of Churches
SADC	Southern African Development Community
STD	Sexual Transmitted Diseases
UNDP	United Nation Development Program

Abstract

name: Phillipus Geingob

student no.

Title: Land Reform Process in Namibia: A study of the impact of land reform on beneficiaries in Otjozondjupa region

Nature and Scope of the study

The Government of Namibia has been responsible for facilitating the resettlement of destitute and landless people since its independence in 1990. The provision of resettlement is a very contentious issue in Namibia. The bulk of land is still in the hands of minority white communities and foreigners. It is against this background that the study will examine the land reform process in Namibia.

Objectives of the study

- ❖ To investigate to what extent the land reform process has been successful in one of Namibia's regions, and what factors are relevant for success, and identify ways to improve the process.
- ❖ To examine the original government objective/policy and how/why it changed over time.



Methodology of the study

In order to achieve these objectives, the following methodological tools will be used. The researcher will interview relevant parties; including the beneficiaries, various civil society officials and the officials of the Ministry of Lands in the region.

Keywords:

- | | |
|-----------------------|------------------------|
| 1.Land Reform | 6. Civil society |
| 2. Namibia Government | 7. Resettlement Policy |
| 3.Fertile Land | 8. Land Settlers |
| 4.Land Legislation | 9.Land Expropriation |
| 5.Land Policy | 10.Land Redistribution |

CHAPTER 1

INTRODUCTION

Prior to the independence of Namibia, German and South African settlers took the ancestral land from the natives and divided it among themselves. The majority of black people was deprived of fertile arable farmlands and was restricted to largely infertile homelands in the Otjozondjupa region, while the minority white citizens were allocated the best lands. The black people were largely employed as lowly paid laborers on the farms of white communities in Otjozondjupa region. As a result the indigenous people in Otjozondjupa region were completely marginalized and impoverished in the region. In 1990, with independence, the Ministry of Lands and Rehabilitation was set up and tasked with the resettlement process and land distribution. The Ministry was given the responsibility to address the skewed possession of land effectively since its inception in 1990.



This study aims to show to what extent land reform has had an impact on potential and actual beneficiaries in Otjozondjupa region.

According to the Government of the Republic of Namibia a necessary starting point in the reconstruction of the economy is to create a system related to land allocation and land use support systems that would alleviate the land hunger prevalent in the previously disadvantaged communities, which were systematically and effectively prevented from gaining access to land and support services. This is important to ensure the long-term productive use of land, which is aimed at reaching the objectives of the land reform process in Otjozondjupa region, such as self-reliance, creating employment as well as contributing towards the national economy.

Contextual issues around land reform

According to beneficiaries interviewed, one of the major problems land reform beneficiaries are currently faced with is that the production structure and supporting services do not take precedence over reform of the tenurial structure. Providing land to the landless and tenants does not automatically bring change in their lives. Beneficiaries are ill advised in production planning and lack supporting services to carry out these plans. Coordination and cooperation with government agencies have proven to be difficult. The progress of beneficiaries in both the agricultural and non –agricultural sectors is also very slow.

The majority of beneficiaries of land reform engage in agricultural activities and their produce is small and is primarily for personal consumption (Harring and Odendaal 2002). Most beneficiaries are relatively poor and find it difficult to maintain water points and fences regularly. These beneficiaries have received farms without the required infrastructure necessary to develop the land effectively. In some cases, these farms have broken windmills and water troughs, and are without machinery for crop production. Beneficiaries find it very difficult to get financial assistance from the government in order to revamp their infrastructure. Farms with inadequate infrastructure or none at all are yet another contributory factor that causes the emerging farmers not to use their land productively.

Due to the poor infrastructure in particular, the lack of fencing negatively affects the emerging farmers because it makes it very difficult to have control over their livestock, and therefore they are more vulnerable to theft. The few beneficiaries that are successful, especially in crop production, don't have markets to sell their products to. The white commercial farmers, in contrast, own sophisticated land holdings that often have a highly developed infrastructure. In addition white farmers are at advanced levels in their crop and

animal production processes, and a large amount of their produce can be sold on the open market.

Beneficiaries that take over the ownership of white commercial farms are not likely to have the technical agricultural training and expertise required to run the farm (The Namibian, 25 June 2003). Some of the interviewed emerging farmers are not provided with sufficient technical training and support, and it is unlikely that improved results will be yielded over a short period of time.

Beneficiaries also find it difficult to gain access to financial resources from the Agricultural Bank of Namibia, and as a result their farms are not developed to the full potential (The Namibian, 25 June 2003). The Agricultural Bank, which is the main source of funds for emerging farmers, puts much pressure on beneficiaries to meet the loan repayment conditions. A shortage of funds frequently forces the land reform beneficiaries to sell their assets, such as livestock, in order to fund their immediate repairs. Some of the beneficiaries are also unable to produce enough to survive due to the lack of funds, and this forces them to take outside jobs (Harring and Odendaal, 2002).

Is enough appropriate support given to land reform beneficiaries for sustainable livelihoods from either the government or NGOs. The author will address this question in the chapters to come. One of the things is inadequate advice offered from agricultural extension services to emerging farmers on how to improve farming techniques, the type of crops to farm, or vaccines for livestock. Beneficiaries have to sell part of their livestock to get funds to obtain these services from the private sector.

The key issue is that providing an exceptionally complicated asset to very unskilled and uneducated people is unlikely to progress well without considerable government subsidies over a long period of time to yield a positive return on the initial investment (Farm-Africa, 2003).

It is arguably those farmers that are well resourced and have managed to diversify their business that will be best able to exploit these opportunities or to manage the negative consequences of unfavorable price movements. Thus it is clear that the macro-environment in which emerging farmers find themselves is very harsh, and expecting them to be able to cope with these conditions in their early years when they are mastering the skills and techniques of farm management may be too optimistic. The need to finance land purchases from limited government resources without recovering expenses from farmers, also hinders the proclaimed goal of greater fairness. The use of land to produce for the market appears to feature prominently only in land reform projects where NGOs or government agencies give effective support or where partnership with the private sector has been developed. It seems that the ultimate success of land reform depends among other factors on the readiness of the government and NGOs to provide immediate and ongoing settlement and development support to beneficiaries, but this may not be the case in the current process. The author will again address this question in the coming chapters. The consideration of success-factors in Namibian agriculture has to do with various structural issues, such as: services, markets parcel size, etc. and these will be explored later.

RESEARCH QUESTIONS

- What was the original government objective/ policy and how has this changed over time? (And how might it change in the future?)

- To what extent has land reform in Namibia been successful, and what factors need to be addressed to improve the process?
- What lessons can be learned from the Namibian experience that will be relevant for other countries in the region?

For the purpose of this study, success constitutes the following: the improvement in the life style of poor people, number of the poor people getting the land and eventually alleviating poverty.

OBJECTIVES OF THE STUDY

- To investigate to what extent land reform has been successful and what factors are relevant for success and identify ways to improve the process
- To examine the original government objective/ policy and how/why its change over time
- To suggest lessons to be learned for Namibia and other countries



RELATED RESEARCH/LITERATURE REVIEW

1.1 What is the Namibian objective?

Land reform is define in the 1975 Agricultural Land Reform Act (Revisions were in 1977 and 1989). The implications of the revised Act, analyzed in detail in S.Chirapanda (17) are : “Redistribution of land for farming and residential uses by allocating state land or, land purchased or expropriated from landowners who not themselves cultivate or who own land in excess of what is stipulated by the Agricultural Land Reform Act of 1975 to farmers who are landless or do not have sufficient land for cultivation, and to farmers institutions by means of

lease and sale. In so doing, the state will provide supporting services such as resource development, marketing facilities as well as public utilities.”(Section 4; of Agricultural Land Reform Act of 1975).

1.2 What is the theory behind land reform?

Land reform is an institutional innovation promoted by the government in an attempt to overcome economic or political “contradictions” without changing the dominant social relations. (De Janvry 1981, pp. 384-5). In a broader sense, land reform is a political action that seeks to achieve or to prevent the change of agrarian structure on farmland, which consequently bring the changes of class structure and the political control of states. Property or cultivating rights on farmland are transferred either through compulsory measures or through market transaction with some promotional measures. Land reform can theoretically brings a change of production structure of agriculture. Land reform will normally seek to address some of the most pressing natural resource issues in rural areas by alleviating some of the population pressure, for example in Namibia, and in Otjozondjupa region in the former homelands. Land is just one of the factors of production. Land reform will have to take into consideration other factors (e.g. labor, capital) and reorientation of support services towards beneficiaries.

1.3 What are the objectives and approach?

Various political and economic mechanisms have been used historically to transfer land ownership across class lines, and the principal agents in land reform have been the government, landowners and the rural peasantry. Land is redistributed in Namibia as well as

in Otjozondjupa region through the willing- buyer, willing-seller option at commercial farmer's set prices. Land targeted for governmental expropriation was either idle or part of properties that the government arbitrarily deemed to be too large (Cardoso and Hetwege 1992: 255-6). The Namibian government uses the willing- buyer, willing-seller concept to transfer land ownership to previously disadvantaged black people. The landowners are not necessarily forced to sell land but land is purchased with the consent of landowners. Land reform and resettlement is to alleviate poverty by improving the productive capacity of the poor by purchasing and allocating land to landless people. In addition it's to improve the standards of living of previously disadvantaged people by transforming the large-scale commercial farming sector into small-scale units.

1.4 What are experiences in other SADC countries?



Despite many problems with implementation, land reform in South Africa faced no conflict between equity and efficiency goals, and has improved their standard of living? (Deininger and May, 1999). Land reform in Namibia, however offers an opportunity to all previously disadvantaged black people, no matter their current level of income, as they can acquire land through the affirmative action loan scheme.

In Zimbabwe, land reform is intended to help equalize and uplift those in poverty, yet farm workers who are among the most impoverished and vulnerable have suffered from displacement, destitution, unemployment, and violence (Magaramombe). Although, Namibian farm workers don't face violence, they are also the most impoverished, suffer from unemployment and are not included in the target groups for the land reform process. Land reform is polarizing the land policy debate in Namibia, South Africa, and Zimbabwe and is

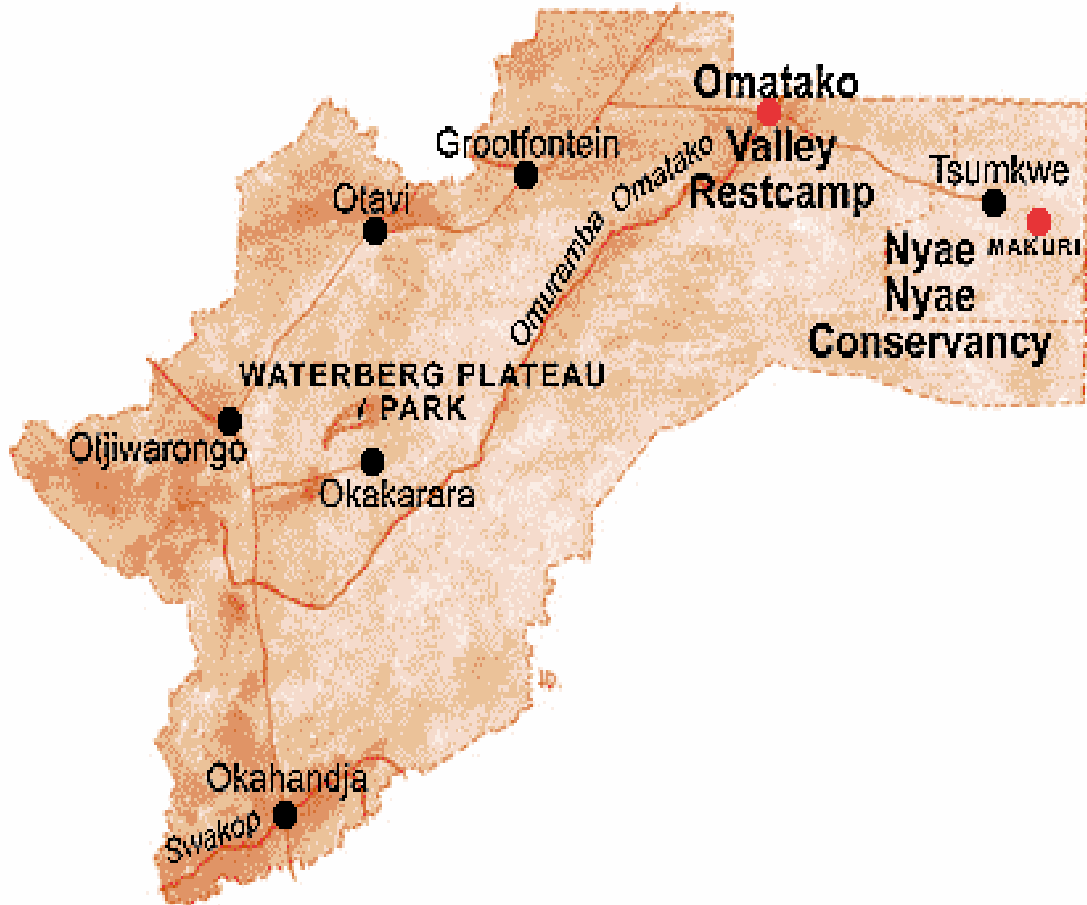
creating a policy debate over intent, motives, and actions on the part of respective governments.

Both above-mentioned countries are members of the SADC community and border Namibia in the south and northeast. South Africa and Zimbabwe have the most immediately relevant experiences to Namibia's land reform process. In Zimbabwe, for instance, the willing-buyer, willing-seller concept became a controversial issue and resulted in land being grabbed. While South Africa has started land reform, which is also being experimented with in Brazil and Colombia.

The author agrees with the above-mentioned authors that the land reform process must be carried out in such a way that benefits the landless people or these who do not have sufficient land for farming or cultivation. The process must also foresee that necessary supporting services are available to the beneficiaries. Furthermore, the land reform process must target the land deemed to be too large or idling land for expropriation.

RESEARCH METHODOLOGY

OTJOZONDJUPA REGIONAL MAP No.2



Source: <http://www.nacobta.com.na/en/Regions/OT-1.htm>

In order to achieve these objectives, the following methodology was used. The researcher interviewed relevant parties including the beneficiaries, various civil society officials and the officials of the Ministry of Lands in the region. The researcher consulted five of the beneficiaries, five civil society officials and the two officials of Ministry of Lands. These interviews were both structured and unstructured. The author used interviews to gather some of the empirical data for the study. In addition, the researcher used the observation method to

support these sources. Interviews were useful because it helped the researcher to obtain additional information from respondents. It further helped the researcher to find out and establish more about the beneficiaries and progress made so far. Interviewees were chosen by the researcher to represent “focus groups” such as poor beneficiaries and generally represent the wide range of concerns.

Information was also sourced from official records, statistics, government policy documents, reports and other forms of correspondence between the author and the Regional Office of the Ministry of Lands. This helped the researcher to find out and establish more about the beneficiaries and the progress made so far. The researcher reviewed related literature as the study progressed in order to keep track of the latest publications and debates. The survey also relied on newspaper reports, personal visits and secondary published materials. This helped to show the current perspective on how beneficiaries are progressing.



The reason that the researcher chose this region is because of the following facts:

- ❖ The bulk of fertile land is still in the hands of the minority white community in this region.
- ❖ It was also in this region that one of Namibia’s ethnic groups (Hereros) faced genocide and was dispossessed of its land by the Germans during the early 1900s.
- ❖ In this region, communal lands are overcrowded and land degradation is still very much present.
- ❖ A large part of the region receives rainfall of 300-500mm during the rain seasons, making agriculture very difficult.

- ❖ The author has been working for the last few years in the region, and is very familiar with it, having travelled throughout the region.
- ❖ The land size of the Otjozondjupa region is 105 327,781 km² with a population of 135, 384 people.
- ❖ The geographical location of the Otjozondjupa region is north-east with major towns of Okahandja, Otjiwarongo, Grootfontein, and Otavi with majority of people relying on agriculture and farming for their livelihoods.

SIGNIFICANCE OF THE STUDY

It is anticipated that this study will assist policy-makers in Namibia to understand and improve the land reform process in Namibia. It is also intended that the outcome of this study will provide input for how to amicably solve land reform issues in the future. In particular, it will recommend policy changes to be affected and give policy-makers some rough guidelines.

DEFINITION OF MAJOR TERMS/ CONCEPTS

Homelands:

The boundaries of areas where black people could live were drawn by the colonial government to exclude them from economically valuable land. The large number of reassigned citizens combined with the small area allocated to them means that the citizen to land ratio was severely disproportionate in relation to the rest of Namibia.

Land reform:

This is the expropriation with or without compensation of land that is concentrated in the hands of larger or wealthy landowners, such as plantations and agribusiness plots, for distribution among small farmers, and farming collectives.

Resettlement:

A movement of people from an area with insufficient resources to the one which is more likely to provide a satisfactory standard of living.

The chapter outline is as follows:



Chapter: 1

This chapter will mainly consist of the research proposal; namely: introduction, contextual issues, research questions, related research/literature review, objectives of study, research methodology, significance of the study and definitions of major terms/concepts

Chapter: 2

This chapter will look at the following aspects:

Introduction, potential benefits of the land reform process, current state of the land reform process, obstacles facing the land reform process in general, in Namibia and in the region, and conclusion

Chapter: 3

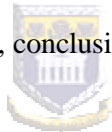
This chapter will consist of the following:

Introduction, geographical characteristics of the country, demographic dimensions, selection criteria for beneficiaries, provision of supporting services, performance of beneficiaries, effect of HIV/Aids on the beneficiaries, land reform policy considerations, challenges of beneficiaries and conclusions

Chapter: 4

This chapter will look at the following aspects:

Introduction, issues affecting the land reform process, constraints in Otjozondjupa region, planning in Otjozondjupa region, Monitoring and evaluation in Otjozondjupa region, Capacity building in Otjozondjupa region, conclusion.



Chapter 5

This chapter will exist of recommendations and conclusions.

CHAPTER 2

HISTORICAL OVERVIEW OF THE LAND ISSUE IN NAMIBIA

2.1 INTRODUCTION

After 14 years since Namibia became independent in 1990, the land question is still a burning issue of post-colonial reconciliation. Discriminatory laws and policies of that time have demarcated the country according to racial and ethnic lines. The black Namibians were and still are employed as lowly paid laborers on the farms of white communities. Indigenous people have completely become marginalized due to the fact that land was taken from them. The best agricultural lands were freely occupied or acquired cheaply by German and later by South African settlers, whilst the indigenous people were forced to occupy arid and remote areas, even those unsuitable for livestock or agricultural production (National Land Policy, 1998). The white settlers through this process had then staked a claim to the land and became the owners thereof. Many apartheid laws prevented black Namibians from owning the land during that time. The policy environment cut down black people's farming activities, their access to markets, and induced general inefficiency in respect to their farming outputs.



Access to and tenure of land was among the most imperative concerns of the Namibian people in their struggle for independence. Today's land puzzle is a direct result of the land policies of the apartheid dispensation that caused imbalances in property relations in the country. Dispossession of land from black Namibians has resulted in present day skewed possession of land between white settlers and black people holdings. Through dispossession many indigenous people were reduced to destitution and were forced to seek work with the very same white farmers who had deprived them of their land. The major focus of the independence struggle in Namibia was to restore the land and land rights of the people. The indigenous people felt that only repossession of their land could restore their dignity and lead to economic prosperity. On 21 March 1990, Namibia got independence; and with independence the Ministry of Lands, Resettlement and Rehabilitation was formed and tasked to address inequity with respect to the distribution of land.

On 1 June 1990, a motion “requesting the Government through the Prime Minister to call a National Conference on the Land Question and Land Reform under the direct auspices of the President of the Republic...to decide on the future of this very important question” was tabled in the Assembly (Debates of the National Assembly Vol.2, 1990: 6).

In 1991 the National Conference on land was held and took the resolution that the willing-seller, willing-buyer principle would be the cornerstone of land redistribution in the country. As part of the independence settlement, the national Constitution obliged the Namibian state to compensate indigenous people for their dispossessed land. For the eradication of poverty, indigenous people must be assured of improved access to land and skills. The primary objective of the government through the formed Ministry is to remedy the status quo of land possession. The government through the established Ministry has the social responsibility to facilitate the resettlement of destitute and landless indigenous people in the country. This means that the government objective was to acquire land through the willing-seller, willing-buyer principle from commercial farmers and to resettle landless people to enable them to make a living and contribute towards the economic development of the country.

The high demand for land makes it an expensive commodity in independent Namibia (New Era 14 – 16 March, 2003). The land reform process has become a very expensive exercise for the government, but the government is committed to addressing the process within the parameters of the law. The farm owners have converted their farms into closed corporations, in order to deny the government its preferential right to buy land (New Era 14- 16 March 2003).

Since Namibia's independence, the redistribution of land to those who were pre-empted from owning or occupying land under the apartheid dispensation has been urged through political debates. The willing-seller, willing-buyer approach has been continually reinforced by both a series of high-ranking politicians and officials and by several policy documents (New Era 14-16 March 2003). Unfortunately, this policy of willing-seller, willing-buyer is unlikely to significantly improve access by the poor to land. In fact, there is reason to believe that this approach is actually worsening the situation.

Land reform is a burning political issue in Namibia. The history of land dispossession, which was caused by German and later by South African settlers, was characterized by brutal forced removals and evictions. Past grievances have yet to be redressed.

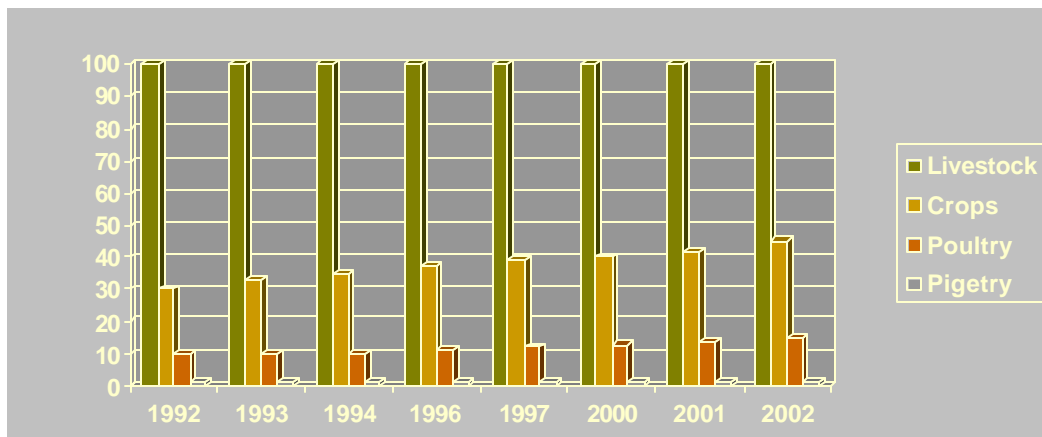
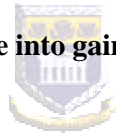
History shows that the redistribution of land to landless and land-poor rural families is a very effective way to improve rural welfare (Rossett, 2001). Access to land and security of tenure are critical elements in eradicating poverty, as a result of moving towards an area where food security and the absence of hunger are a reality for all. Without assuring adequate access to this most basic of production resources, the goals of eradicating poverty, reducing hunger, and promoting more broad-based and inclusive economic development will remain elusive at best (IFAD, 2001).

2.2 POTENTIAL BENEFITS OF THE LAND REFORM PROCESS

In general, redistributive land reform holds the promise of change toward a smaller farm, family-based or cooperative model, with the potential to feed the poor, lead to broad-based economic development, and conserve biodiversity and productive resources (Rossett, 1999). Even in Zimbabwe, where land reform ended prematurely and is still incomplete, evidence

shows that beneficiaries are quite substantially better off than others (Deininger et al, 2000). The small farms using more labor, have potential to address unemployment in the country, and often use less capital. Land reform must be a context-driven initiative, directed at specific national problems, needs and capacities. Land reform should seek to correct specific distortions and imbalances as well as improve the opportunities of target groups to indulge in economically sustainable productive activities. The small farm concept can absorb more people into gainful activity and can also reverse the influx to urban areas.

Small farm concept absorb more people into gainful activity



(Source: MLRR) 04 June 2004

Above graph shows different farming activities in which beneficiaries are involved, since the inception of the land reform process. It also indicates that everyone of the beneficiaries are trying to indulge in different farming activities.

In Namibia, the fact that unequal possession of land continues to marginalize indigenous people must be tackled seriously. The expropriation procedures have been long and complex, seeking to both respect and protect the principles of private property rights. The procedures are often “resources heavy” in terms of both time and money. The land price has represented one of the biggest insurmountable obstacles to improved access to land. The land reform process must be seen as an obligation of national government according to the Speaker of the National Assembly, as this is necessary within the framework of human rights and as an efficient public policy to reduce poverty and provide shelter to the destitute people of the country (The Namibian, 25 April 2003). It must further be seen as a need to guarantee the rights of indigenous people to their lands. Landless people also claim that the government has been slow in producing a comprehensive land policy to ensure their right to their lost land (The Namibian, 26 May 2000).

The World Bank is taking the lead in promoting, and in some cases financing, comprehensive reforms of land tenure, including titling, cadastres and land registers, land market facilitation, market-assisted or negotiated redistributive reforms, and credit, technical assistance and market support (Deininger and Binswanger, 2001; Deininger, 2001; Bond, 2000). Here the Bank has followed the lead of its own development economists, who have found severe inequity in land tenure retarding economic growth, poverty alleviation, and efforts to use soils sustainably (Deininger and Binswanger, 2001).

The products harvested from commercial farms mostly flow toward the consumers in wealthy countries, while small farm harvests focus mostly on local people. In fact, small farms are proven to be more productive, more efficient, and to contribute to more broad-based local development than do the commercial farms that hold the best land. Landowners in general also opt to sell only the marginal and ecologically fragile lands (Rossett, 2001). Sale of these kinds of lands often leads to further deforestation and degradation of lands by the beneficiaries.

The World Bank is also actively seeking to extend changes of land inequity to additional countries with regard to comprehensive land reform for the betterment of the poor. Instead of giving land only to those who have been dispossessed, the “process is committed to special support to all landless destitute or historically disadvantaged Namibians” (Ibid: 14).

According to Werner “politically, the principle of restoring ancestral land rights had to be abandoned in order to develop a land distribution policy which would benefit all previously disadvantaged, and not only those who were dispossessed.” The implication of this formulation is that while ancestral land rights could not be restored in full, something could still be done to redress the situation. In order to fuel the process, there are calls on government by the Namibia National Farmers Union not only to concentrate on commercial lands but also on unused and underutilized lands in the possession of traditional authorities and non-productive state land (NNFU, 2003).

TRADITIONAL OR STATE LAND MAP NO. 3



(SOURCE:THE COMMUNAL LANDS IN EASTERN NAMIBIA)



The process of concentrating only on commercial lands creates short-term social welfare instead of long-term productive welfare gains, due to the fact that people are being resettled on small units and do not partake in multiple farming and concentrate mostly on livestock farming, which sometimes easily outgrows the units. Current land/ownership and land development still strongly reflect the political and economic conditions of the apartheid dispensation. Although it is not itself a sufficient guarantee of economic development, land reform is a necessary condition for a more secure and balanced society (Adams). Providing poor people with access to land and improving their ability to make effective use of the land that they occupy is central to reducing poverty and empowering them and their communities (World Bank).

2.3 CURRENT STATE OF THE LAND REFORM PROCESS

According to the Minister of Lands, Resettlement and Rehabilitation, (Mr Pohamba), the land reform process is far from over and could take the government 20 to 50 years to resettle about 240,000 people, the number estimated in 1990 when the resettlement program started (New Era, 14-16 March 2003). The Ministry of Lands has said that so far it has acquired through the land reform program a total of 3,1 million hectares of land out of the 9 million hectares needed. By 2004, the Ministry had only resettled 37,254 out of 240,000 people intended in whole country since the inception of the program in 1990. The snail pace of the land reform process is attributed to the lack of finance, lack of suitable and productive farms offered, lack of farms offered in general, as well as inadequate legal mechanisms for expropriation (New Era, 14-16 March 2003).

The Namibian government cannot just proceed with expropriation of land but must first apply fair compensation as provided by the law to farm owners who will be affected by the expropriation process.

The government of Namibia has been castigated by trade unions and militant Swapo Youth League for the slow pace of land redistribution (New Era, 6 August 2004). Some sectors of the Namibian people have condemned the policy of compensating commercial farmers at market rates. They further call on government to amend Chapter 3 of the Constitution, which included the right to property as an inalienable human right. Many ordinary Namibian citizens feel that the government is too slow in the land reform exercise and urge the government to do away with the willing-seller, willing-buyer concept. The land-hungry people feel that land must simply be taken over from white farming communities and handed over to the rightful owners, since it was stolen from their ancestors. Some of the land-hungry

population also call on the government to chase the white community from the commercial farms and then invite them as investors, so they can come back and buy farms from the government again. They strongly believe that “a one-man one-farm” situation will only be effective in this process and that no one should possess the bulk of land. Most of the population also demands the scrapping of the property rights clause of the Constitution, and to substitute it with a “social obligations” clause on land ownership in order to make land available for the land reform process that is under utilized, unused or owned by absentee landlords (Annexure I& J& L). They (trade unions and militant Swapo Youth League) further call on government to do something to speed up the process of land redistribution to the land-seeking people (New Era, 6 August 2004).

Some Namibian people claim that government is wasting money that could be used for some other development purposes to compensate the commercial farmers (Annexure I& J). They claim that the white farming community did not come with land to the country and forcefully took it from the indigenous people. Some Namibian people also claim that government did not resettle the total number of 240,000 people that was targeted with the emergence of the program and that this is caused by the willing-seller, willing-buyer concept. While the government is trying to resolve the land issue amicably, the white compatriots seem not to give the necessary cooperation and are raising their land prices (Maletsky, 2002). Some of the white commercial farmers do not see the government as the first option when they sell their farms and often will sell to their fellow white people who sometimes already have land. While the indigenous people call on the government to get rid of the willing-seller, willing-buyer principle, the government makes categorically clear that it will not tolerate land invasions. At the same time, indigenous people feel that this principle of willing-seller, willing-buyer does not respond to the crisis of desperate homeless and landless people

(Adams, 2000). The bottom line is that 14 years after independence, only few of the destitute and landless people have been resettled. The people feel that the current policy is inadequate and will not tackle the problem of severe imbalances in an acceptable time period.

The apartheid dispensation was not only to deprive black people of their wealth, but more importantly to ensure that they had no access to any ways of making a dignified living other than selling themselves as cheap laborers. According to trade unions, the land reform process must be put in place in such a way to ensure accessibility of land to all needy people, in particular currently unemployed people, and to protect those currently employed at commercial farms. According to the trade unions of Namibia, the issue of land reform is a serious one and should be addressed as first priority in terms of Affirmative Action (NUNW, 1991). The Trade Union Movement also feels that the majority of black people do not approve of the government's current policy of buying land for distribution. According to Risto Kapenda (The President of the National Union of Namibian Workers), the indigenous people want their land grabbed from the current owners to be given back without compensation (The Namibian, 11 March 2003). He further predicts that the policy of willing-seller, willing-buyer is heading for collapse, and notes that it is unacceptable that white people who grabbed the land from blacks are asking for more money than the government is able to scrape together to buy the land for redistribution. The trade unions also condemn the white farming communities for not cooperating by making the land available at an affordable price, and urge government not to purchase the land. The trade unions stress that the process of land expropriation without compensation, which was applied by the settler's regime in favor of white settlers, is now the best fit strategy to be followed, or Zimbabwean style land grabs, for lack of better solutions as the patience of the landless black people is running out.

2.4 OBSTACLES FACING THE LAND REFORM PROCESS IN GENERAL, IN NAMIBIA AND IN THE REGION

To date, the land reform process in Namibia fell way below its stated objectives of resettling 240,000 people and so far only managed to resettle 37,254 people. It has been slowed because the Namibian government has had difficulty meeting the following obstacles:

- ❖ high prices of land to acquire it. The principle of willing-seller, willing-buyer also has contributed to the slow pace of progress, as the owner will decide when and at what price to sell.
- ❖ market-based land reform prevents rapid progress in acquiring land for resettlement (Maletsky (b) 2002).
- ❖ closed corporation, as this is the simplest and easiest form of corporation to create and maintain. The effect is that commercial land is removed from the process of redistribution at the point when ownership is transferred (New Era, 14-16 March 2003).
- ❖ slow pace of government policy change in the land reform process (NNFU, 2003).
- ❖ the further allocation of more land to the elite (The Namibian, 24 June 2003).
- ❖ non-homogeneity of the black rural community
- ❖ the overly centralized manner, often with little or no participation from the beneficiaries in the region (NNFU, 2003).
- ❖ the need for complementary services to make beneficiaries productive has not been satisfied (NNFU, 2003).

These obstacles continue to put a strain on the government budget, although government has doubled its efforts by raising the budget for the land reform process from 20 million to 50 million annually and it also makes it impossible for other social issues, such as HIV/AIDS to be addressed.

The original objectives/policies according to the National Resettlement Policy (2001) are as follows:

- ❖ to redress past imbalances in the distribution of natural resources, particularly land.
- ❖ to give an opportunity to the target groups to produce their own food with a view to prepare them towards self-sufficiency
- ❖ to bring small-holder farmers into the mainstream of the Namibian economy by producing for the open market and to contribute to the country's GDP
- ❖ to create employment, through farming and other income generating activities.
- ❖ to alleviate human and livestock pressure in communal areas.
- ❖ to offer an opportunity to citizens to re-integrate into society after many years of displacement by colonialization, war and other adverse circumstances.

According to the officials of the Ministry of Lands, the original objectives/policies are still the same and the only change is that they broaden their focus by including those well-offs from previously disadvantaged groups. This changes have been seen to be necessary so as not to put much pressure on the Ministry of Lands economically and not to exhaust government resources, such as supporting services available to beneficiaries.

2.5 CONCLUSION

Despite calls by landless people and trade unions on government to speed up the process, the inequity of land is still heavily present. Furthermore, in spite of the relevance and need to address the land reform process as a priority on the agenda for change, little attention or just too little money had been paid to seek solutions over where to direct resources. In Namibia many social and economic problems such as poverty, lack of adequate shelter, and unemployment are linked with the land question. The following chapter will look at the results of the land reform process.



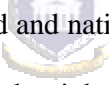
CHAPTER 3 PROFILE OF LAND REFORM BENEFICIARIES, SERVICES AND

CHALLENGES

3.1 Introduction

This chapter will look at the geographical aspects of the country and the supporting services available to the beneficiaries so far. It will further look at the criteria for selection put in place and the progress made by the beneficiaries. This chapter will also focus on the growing negative impact of HIV/AIDS and the challenges it poses for land reform beneficiaries.

There is a lot at stake for Namibia's various national development objectives, related to land reform. Some sub-goals are listed below:

- 
- ❖ Sponsoring greater household and national food security;
 - ❖ Protecting and strengthening the rights of indigenous people;
 - ❖ Strengthening the rights and well being of women leading to greater gender equity;
 - ❖ Providing direct support to vulnerable groups, including the elderly, youth and those affected by physical disabilities;
 - ❖ Encouraging the conservation and management of fragile ecological resources;
 - ❖ Fostering the improved management of common property resources such as forests and pastures; and
 - ❖ Relieving population pressures on communal areas (FAO, Vol.1, 2004).

In these instances, the land reform process need not be driven exclusively by equity or productivity concerns. The most common concerns of this type of approach are indigenous groups, women, the poorest groups and environmental concerns. Nonetheless, the land

reform process possesses significant development potential. In theory, it can contribute to direct livelihood improvement for substantial parts of the rural poor and can also inspire collective benefits for vulnerable groups.

3.2.1 GEOGRAPHICAL CHARACTERISTICS OF THE COUNTRY

The geographical land area of Namibia is 824, 295 km, and it has a population of about 1,8 million people. For this reason, Namibia's land reform process looks much more hopeful than other African countries, because of the small size of the population in comparison to the vast land area at its disposal. The country borders on five other countries in the SADC region. These include South Africa in the south, Angola in the north, Zimbabwe and Zambia in the northeast, and Botswana in the east. Namibia is a very large country in land size, the second biggest in the SADC region after the DRC. The country is situated in the southwestern corner of Africa. Namibia has two deserts, the Kalahari Desert and the Namib Desert. The Kalahari Desert is found to the eastern and western sides of the country along the borders of Botswana and South Africa. The Namib Desert stretches along Namibia's West Coast and is the oldest desert in the world. The country has five perennial rivers, namely: Orange, Kunene, Okavango, Zambezi and Linyanti/Chobe/Kwando. The flow of these rivers is limited to southern and northern parts of the country as well as the Caprivi region.

The Namib Desert, which runs parallel to the Atlantic Ocean, extends along the country's entire coastline. This area's average annual rainfall is less than 25 mm, which can support little vegetation, and is an area that is wholly unsuitable for agriculture. The perennial rivers supply about 23% of the country's water requirements. The Kalahari Desert is an arid plateau region covering about 259,000 square km. The desert is situated between the Orange and Zambezi Rivers and is studded with dry lakebeds. The annual rainfall in this desert varies

from less than 120 mm in the southwest area to 600 mm or more in the northeast area. In this area, grass grows well in some parts of the desert in the rainy season, and some places also support low thorn scrub and forest. The desert is well known for grazing and limited agriculture possibilities in some areas (Harring and Odendaal, 2002). The country's water is its most important and limited resource. Some 57% of the country's water is obtained from ground water resources, while 20% is supplied by a number of surface reservoirs, the product of efficient water engineering efforts. The annual rainfall varies, ranging from less than 50 mm in some of the desert areas to more than 700 mm in the Okavango and Caprivi regions. A few areas of the country receive an annual rainfall of over 500 mm. The farmable surface area is also very small in the interior of the country. Over 90% of the country is arid or semi-arid. The rainy season normally occurs during summer from October to April. More than 500 mm of annual rainfall only falls in 8% of the country. In the interior of the country the temperatures range from 30 to 40 degrees Celsius. The evaporation rate normally exceeds that of rainfall because the soil has a low retention capacity. It is estimated that 83% of total rainfall evaporates shortly after precipitation (Harring and Odendaal, 2002). Only an estimated 1% recharges the ground water reservoirs. It is the driest country south of the Sahara. An estimated 22% of the total land area is arid, another 70% is semi-arid, and the remaining 8% is classified as dry sub-humid. The rainfall is highly variable and unpredictable. This makes the land very fragile and vulnerable, and less than optimal for agriculture.

3.2.2 DEMOGRAPHICS OF THE OTJOZONDJUPA REGION

The Otjozondjupa region consist of a population size of 135, 384 people, of which 6 % are whites. The rest are blacks and consist of following groups: Damaras, Hereros, Ovambos, Kavangos, San communities, and Coloured.

3.3 SELECTION CRITERIA FOR BENEFICIARIES

Article 14(1) describes the beneficiaries of land reform broadly as Namibian citizens who do not own or otherwise have the use of agricultural land or adequate agricultural land, and foremost are those Namibians who have been socially, economically or educationally disadvantaged by past discriminatory practices.

Furthermore, the National Resettlement Policy identifies three main target groups for resettlement (White Paper on National Resettlement Policy, 2001) :

- ❖ People who have neither income nor livestock
- ❖ People who have neither land nor income but have a few livestock; and
- ❖ People, who have income or livestock but no land, and need land, to resettle on with their families or to graze their livestock.

In practice, the resettlement program implemented by the Ministry of Lands, Resettlement and Rehabilitation targets individuals owning less than 150 large stock units and or 800 small stock units but who do not qualify for the Affirmative Action Loan Scheme. Others with 150 and more large or 800 or more small stock have the option to buy farms through the Affirmative Action Loan Scheme, which those with less than this number of livestock do not have .

Criteria for selection of beneficiaries or settlers are also described in the Resettlement Policy (White Paper on National Resettlement Policy, 2001). They read as follows:

- ❖ Settlers should have a background or an interest in agriculture or other enterprise on which the resettlement project is based;
- ❖ Settlers should be prepared to hold land under a leasehold tenure arrangement;
- ❖ An applicant intending to engage in animal husbandry should own the number of livestock determined by the carrying capacity of each project;
- ❖ Settlers should be prepared to support cost recovery measures, such as, lease and water fees whenever they are introduced;
- ❖ Applicants should be at least 18 years of age;
- ❖ Applicants should adhere to the stipulations of the lease/resettlement agreement and utilize the land allocated to them sustainably and productively; failure in this regard can disqualify or lead to eviction of the incumbent beneficiaries; and
- ❖ Settlers should be prepared to support recovery measures such as on rates and water whenever they are introduced (Ibid: 4).

Since resources are limited, it is important that the Ministry streamline the Resettlement Program in order to reach those who are mostly in need of farming land. The Ministry through collaboration identifies the potential beneficiaries with Regional Councils and with the assistance of the Land Use and Environmental Boards, Regional Land Boards and Regional Resettlement Committees. Some difficulties have beset the resettlement schemes. For instance, it was observed that the success of cooperative resettlement schemes has been compromised by a lack of criteria for settler selection (ibid.):

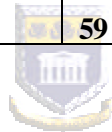
- ❖ In most cases, beneficiaries were not selected according to specific criteria, but joined resettlement schemes after having been evicted from commercial farms. One key defining characteristic of several such projects, thus, is that they have been used as a means of attempting to deal with a number of special needs caseloads resulting from serious social problems of a national nature. Such

special needs caseloads have included: landless returnees, unemployed landless farm workers and the San.

According to the National Land Policy (1998) in accordance with Article 95(a) of the Constitution, “women will be accorded the same status as men with regard to all forms of land rights, either as individuals or as members of family land ownership trusts.” Women are entitled to receive land and to bequeath and inherit land, and policies should promote practices and systems that take into account women’s domestic and community roles, especially in regard to housing and urban development, agricultural development and natural resource management. The government is very clear on the policy of land reform to include women in selection criteria of beneficiaries. This is also a clear indication that the land reform process should not discriminate against women. The land reform process remains gender conscious when it comes to the selection of beneficiaries. This view is supported by empirical evidence: for instance, in resettlement projects, women hold decision-making positions and they are also reasonably represented in resettlement projects (Harring and Odendaal, 2002). The diagram on the next page shows also that Namibia is close to the target percentage by the African Charter, which call for women representation in African leadership to be 30%.

Beneficiaries that have been selected from 1992 - 2002 in the region

Year	Number of beneficiaries	Number of men	Number of women
1992	13	11	2
1993	6	3	3
1994	2	2	0
1996	8	6	2
1997	10	8	2
2000	22	16	6
2001	3	3	0
2002	12	10	2
Total	76	59	17



(Source: MLRR) 02/06/2004

The above table shows that Namibia is committed to the principle of the African Charter. The table above shows that 29% of women have been resettled so far.

In some of the projects, there are more female beneficiaries than men. The Ministry has done well at the project level according to beneficiaries interviewed because a significant number of women are gaining access to and control over land. There are procedures established to ensure gender-sensitivity in the land reform process and resettlement projects planning and implementation. Within beneficiaries' communities, poor rural women are faced with many social, cultural, educational and economic problems when participating in land reform projects and processes.

3.4 PROVISION OF SUPPORTING SERVICES

The Ministry of Lands, Resettlement and Rehabilitation vows to provide proper and appropriate basic housing for the beneficiaries in resettlement projects (Harring and Odendaal, 2002). However, it seems that in reality around 40% of the beneficiaries lack proper housing in the resettlement projects. The beneficiaries have been forced to build their houses with sticks, mud, and cow dung. Around 65% of the beneficiaries received basic housing materials, which are sometimes not enough to complete housing. Due to the large number of beneficiaries in the Otjozondjupa region (76) as well as twelve (12) other regions and in the whole country (5511), the Ministry seems unable to provide all with housing materials. The materials that are provided consist of corrugated iron sheets, which are hot during the summer and force beneficiaries to sleep outside during these times. Most resettlement projects lack electricity or other energy sources. The beneficiaries are then forced to depend heavily on wood for cooking and lighting purposes. This process again has a negative impact on the environment around resettled communities, which leads to degradation and deforestation of land. There is also a lack of proper water facilities for domestic use at some of the resettlement farms, forcing beneficiaries to walk a long distance to collect water (Annexure D& E& F).

There are many examples of short comings. The Ministry has reportedly spent N\$ 10 million so far on constructing only 268 bricks houses (Harring and Odendaal, 2002). The frequent interruption in availability of water is a result of poor quality of pumps or poor pump maintenance.

The beneficiaries are left alone with little or no capital or technical skills to employ in farming. According to beneficiaries approached, there is also an absence of veterinary services as well as the lack of proper extension services (Annexure A& B& K). The beneficiaries are not provided with proper necessary supporting services concerning stockbreeding and stock control to avoid overgrazing. In addition, the assigned project clerks on the resettlement projects do not have the necessary technical and managerial skills.

According to experts and NGOs, future support to land reform beneficiaries must become sensitive to geographical dimensions (Annexure K& L). The success of the land reform process depends on balancing normative models and general conditions with the specificities on local level, according to the land reform recipients (Annexure I& K). According to experts, the technical supporting services for land reform should be conducted by the beneficiaries (Annexure K). Experts also believe that meaningful supporting services are important to the land reform process in order to realize the objectives that have been established. The supporting services, according to beneficiaries and trade unions, should give local knowledge of a specific area to beneficiaries in need of information (Annexure I& K& L).

The government has provided 80% of the beneficiaries with following supporting services

Supporting services available to beneficiaries

Cattle	Boreholes	Farming implements
Tractors	Seeds	Diesel
Training	Elementary agriculture practices	How to sow and look after the animals
Tents	Food	Clothes
Field clearing machines	Skills to plant vegetables	Goats and sheep

(Source: MLRR) 02/06/2004

Some of beneficiaries have complained that not enough has been done in terms of agricultural training and urge the government to provide this service on a regular basis (Harring and Odendaal, 2002). At Gam and Mangetti Dune resettlement farms in Otjozondjupa region, the government has built a clinic and schools.

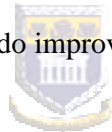
The beneficiaries in the region are happy with this list of improvements (Harring and Odendaal, 2002):

- ❖ Well-kept roads
- ❖ Clinic
- ❖ Schools
- ❖ Food packages
- ❖ Diesel
- ❖ Boreholes

- ❖ Seeds
- ❖ Field clearing machines
- ❖ Morgues

The beneficiaries in the region are not happy with the following (Harring and Odendaal, 2002):

- ❖ No secondary schools
- ❖ Lack of transport
- ❖ No pipes linking water from the boreholes to residents
- ❖ Non rehabilitation of boreholes
- ❖ Lack of proper housing
- ❖ Insufficient supply of seeds
- ❖ Lack of employment opportunities
- ❖ No financial assistance to do improvements to houses
- ❖ Lack of sufficient food
- ❖ No markets exist to sell products
- ❖ Long distance to travel to nearby towns



3.5 PERFORMANCE OF BENEFICIARIES

The beneficiaries in dry land farming have a very low productivity. At some resettlement projects beneficiaries rely on the “Food for Work program” which means that beneficiaries are dependent on government support and always expect the government to help. At projects where there is no Food for Work program, the beneficiaries without income live in poverty and complain about hunger. At the same time, some beneficiaries acknowledge that their life has changed for the better and they are able to support their families (Harring and Odendaal,

2002). Some beneficiaries claim that they have modest incomes, adequate food, some work, housing, and schooling for their children, and the prospect of life is getting modestly better. Beneficiaries at farm Morewag region and Biesiepan in Otjozondjupa region also claim that their animals have outgrown their allocated farms/unit and are now intending to apply for a bigger area. From the income they generate, the beneficiaries are now able to sustain their families. The beneficiaries also have gardens and some of them have received training about how to cultivate and produce for their own use. The beneficiaries that produce more than their own consumption can sell their produce at nearby towns and get some income from sales. With the income they generate they pay school fees, buy medicine for their animals, and use further cash for their basic needs such as clothes, food, and toiletries.

3.6 EFFECT OF HIV/AIDS ON THE BENEFICIARIES



The AIDS pandemic affects beneficiaries, officials running the institutions that support land reform process and suppliers of goods and supporting services (IRIN, 2004). HIV/ AIDS has a strong negative effect on productivity, finances, human resources, and the long-term workforce. The impact of HIV/AIDS eventually falls most strongly on the poorest and most vulnerable members of the population, due to the fact that they don't have a stronger safety net and a wider range of options to draw upon during the crisis. This leads to the sale of livestock or crops to cover medical expenses and this robs the beneficiaries of draft power, lowering their production.

The beneficiaries with higher incomes have a wider range of options and sometimes cope with the crisis, but in many cases the AIDS pandemic is strongly impacting the economically productive members among the beneficiaries. This impact is placing a strain on beneficiaries'

income and resources of households. In the event where a skilled and experienced person dies, it puts a heavy burden on the household. This trend reduces the capability of the remaining members of the household to continue as well as to recover from expenses incurred. In this process, further pressure is put on the beneficiaries as income and resources are used to pay medication. It also diverts attention from essential activities of farming and taking care of the sick ones. The beneficiaries' ability to survive will depend on whether the household is able to adapt to the changes caused by the HIV/AIDS pandemic and whether they are capable of taking on new roles and responsibilities. The AIDS pandemic also has negative affects on resources. The time used for caring for sick ones, especially by the women, could be better used concentrating on farming activities and eventually leading to a reduction of productivity.

On the other hand, when staff members become infected, the effective running of the Ministry will change internally. There is an increase in absenteeism and a decrease in efficiency of the staff. Again, the Ministry must retrain their staff in order to replace those who are sick and sometimes pass away. This factor contributes to loss of time and puts a burden on the Ministry. It is sometimes a setback for the Ministry as skilled and experienced officials are lost to this disease. The HIV/ AIDS pandemic also has economic significance. In many cases this disease hits the younger and economically active individuals, having a negative impact on the economic life of the country. AIDS has brought a decline in skilled and experienced individuals, both beneficiaries and in the Ministry. This impact reduces the flow of skills being passed on in the household as well as in the Ministry.

The AIDS pandemic has changed aspects of the land reform process and also depleted funds to buy land, as it impacts the beneficiaries, the staff of the Ministry, and the institutions that

support the process. Beneficiaries who get sick with AIDS are less able to work productively. This causes the beneficiaries to devote more time to care-giving and less time to seasonal agricultural activities. The beneficiaries often sell off their social assets to pay for their medical expenses and in this process draw on their savings. Many households/beneficiaries face declining income due to loss of breadwinners to HIV/AIDS, and as a result the number of orphans and school dropouts has increased. To remedy these problems, the Ministry ensures the AIDS campaign reaches the beneficiaries of the land reform process. Some of the beneficiaries acknowledge that they make use of contraceptives to pre-empt HIV/AIDS and unwanted pregnancies. The male beneficiaries claim that they are using condoms as part of family planning and to prevent AIDS and other STDs (Harring and Odendaal, 2002).

3.7 LAND REFORM POLICY CONSIDERATIONS



Beneficiaries can play a supplementary role in land reform finance, and the requirement to provide equity in the form of a down payment can be a useful screening device, but a grant element is needed to provide equity if a land reform process is really to redistribute land to the poor.

The desire to establish viable farming units has often led authorities to provide parcels that are too large/small in comparison to the settler capital and skill endowments. This practice, together with other restrictions, has resulted in continued underutilization and unused land and has had negative effects on equity. This results in failure to reap potential benefits from resettlements. The small farmer option is only viable if there are competitive input and output markets that can serve them. Otherwise, monopolistic input supplies and output marketers can capture the land and entrepreneurial rents from agriculture. If sufficient credit to

overcome temporary shocks is unavailable, periods of bad weather might lead to distress sales by new emerging farmers who do not possess other assets. The creation of competitive input marketing systems, and of a viable financial system for small farmers, has to be addressed prior to, or at the same time as, the break-up of large farms into units.

Transfers to corporations by year (N\$ in 2000 prices)

Year	Number of transactions	Hectares	Value(N\$)
1990	33	140,915	24,212,599
1991	23	159,420	16,197,639
1992	26	127,799	19,076,410
1993	44	310,763	35,644,999
1994	57	269,898	33,130,721
1995	219	1,248,530	91,512,238
1996	142	708,042	74,978,389
1997	113	545,427	50,447,227
1998	126	609,680	63,161,943
1999	171	949,139	94,647,941
2000	213	1,094,762	75,604,295
Total	1,167	6,164,375	578,614,401

(Source: IPPR BRIEFING Paper No.15, November 2002)

Since 1994 and 1995, some private farms have been transferred into closed corporations. The landless people also claim that this is a clear indication of the law being used to stop progress by using an old statute to protect self-interests (Namibian Review, June/July 2002). The sharing holding has aggravated an already bad situation and pre-empted alternative means of acquiring land. Landless Namibian people are again calling on the government to get rid of laws that allow farmers to turn their farms into shareholding entities to avoid equitable land redistribution (Namibia Review, June/July 2002).

3.8 CHALLENGES OF BENEFICIARIES

The beneficiaries are faced with the following challenges:

1. General challenges (Annexure G & H & K)



- ❖ Ensure direct livelihood improvement for substantial parts of the rural poor and inspire the collective benefits for vulnerable groups.
- ❖ Smooth consumption of produce and increase income streams for their communities and country as a whole.
- ❖ Enable themselves to benefit directly from production improvements and economic growth.
- ❖ Broaden the scope of family farming and gain easier access to food for their communities.
- ❖ Lack of tenure security- no legal proof of ownership

2. Production-related challenges (Annexure G& H)

- ❖ Attempt to achieve higher productivity levels than larger producers by enhancing the quality of their produce.
- ❖ Increased food production, increased livestock farming, and eventually increased exports.
- ❖ Quality produce and productive use of land and better access to local financial institutions.
- ❖ Produce surplus from their production of crops in order to secure a regular supply to the local markets.
- ❖ Ease the pressure on imports by producing in bulk and start saving extra income for farm investments by improving infrastructure.
- ❖ Increase agricultural production, the beneficiaries should expand the areas of cultivation and also change crop pattern.
- ❖ Focus on developing labor-intensive and capital-conserving farming with strong reliance on technical innovations to increase production.
- ❖ Enhance their level of production, break down barriers to access the local market.
- ❖ Match the output efficiency of the commercial farmers in order to become productive and economically viable producers.

3. Service -related challenges (Annexure A& B& G& H& K& L)

- ❖ Create productive and economically viable employment for those people who seek their sustenance in rural areas with special attention for women.

- ❖ Establish a well-coordinated program for the development of agriculture, marketing, credit facilities and other related supporting services.
- ❖ Deconstruct the historical, structural, ideological and political parameters that created this socio-economic underdevelopment.
- ❖ Ensure capacity building in terms of communication and information sharing among beneficiaries' communities in order to manage the piece of land allocated to them.
- ❖ Insufficient or adhoc agricultural extension services.
- ❖ Lack of credit- Agribank does not recognize intended tenure or leasehold certificates of 99 years.
- ❖ Water problems- lack of finance to maintain water infrastructure
- ❖ Lack of orientation and training as well as support.

4. Other (Annexure E& F& G& H& K)



- ❖ Forge a coalition and work together for poverty reduction and employment creation with special attention for women.
- ❖ Engage in combined agricultural sales, production for household consumption, and off-season or occasional wages.
- ❖ Work harder to ease food problems and transform the country from a food importer to an exporter.
- ❖ Enhance their productivity and contribute to the national economic growth of the country.
- ❖ Use their land more sustainably and productively.
- ❖ Involve themselves in formal and informal discussions of the problems they face and establish an understanding to create a more co-operative society.

- ❖ Achieve self-reliance and to supply local and foreign markets.
- ❖ Beneficiaries must not only concentrate on livestock or crop farming but must also engage in a diverse range of products.
- ❖ Generate more employment opportunities in the land reform sector.
- ❖ Take responsibility for their own farming enterprises rather than continuously depending on government assistance.
- ❖ Encourage development in the rural areas to discourage the influx of rural communities to urban areas.
- ❖ Too many settlers on one farm- Small farming units as a result over grazing.
- ❖ Not organized in farmer's organizations- lack of institutional support.
- ❖ Take measures to reduce the impact of HIV/AIDS.

The extent of success in the land reform process with regard to land allocation in Otjondjupa region is not acceptable, due to the fact that land acquired out of 475 commercial farms is very little as the Ministry of Lands only acquired 11 farms. Furthermore, the land reform process pertaining to production of beneficiaries is also unacceptable, as so far +/- 80% of beneficiaries are subsistence farmers and around 20% can graduate from units to commercial farming. Since 1992-2002 only 79 beneficiaries benefited from commercial lands through the land reform process.

3.9 CONCLUSION

The land reform process must be seen in the context of the problems and challenges facing agriculture in the country as a whole. The process must have clear agricultural developmental

policies that will reform the existing commercial agricultural sector and that will also enhance agriculture on the communal lands. The issue of HIV/ AIDS is not seen as a priority for planning at the Ministry of Lands level, and there is a consequent lack of urgency. There is a need to integrate HIV/AIDS into the land reform process as well as training and development of care programs for beneficiaries and staff. The next chapter will look at the analysis of land reform process.

CHAPTER 4: RESEARCH FINDINGS

4.1 INTRODUCTION

This chapter will look at factors that are militating for and against the progress of the land reform process, as well as what has been achieved so far, and what needs to be done to improve the process.



4.2 ISSUES AFFECTING THE LAND REFORM PROCESS

In rural communities land is a basis of economic activity and a vital resource for sustainable livelihoods. Dispossession of land has cut the majority of black Namibians off from access to independent livelihoods and forced them into overcrowded “communal areas”. This scenario has left the majority of indigenous people with few survival options other than selling their labor. The slow pace of the land reform process has frustrated the landless communities, unions, and officials dealing with the process. The land reform process is often not been planned or coordinated well, according to its critics, with little or no participation by affected communities (SACC, 2003). The land reform process may stall completely, due to inadequacies in planning, consultation, follow-through and lack of research. The

redistribution of land seems not to address historical legacies of dispossession and overcrowding in the communal areas. Furthermore, it does not allow communities to participate meaningfully in land allocation, tenure or use (NNFU, 2003).

The land reform process has not merely changed the social and economic status of the beneficiaries. It has also transformed the agricultural economy through a striking deregulation and market-driven process that seems to serve the interests of the corporate and agric-industrial elite (SACC, 2003). This process continues to favor commercial farming communities that vie in global markets through mechanization and mass export-oriented production. The market-driven land reform process has concentrated land ownership and power in a few hands, a situation which promotes the corporate world, displaces farm labor, and promotes agricultural production techniques that are resource-intensive (SACC, 2003).

There is also a lack of collaboration between government and stakeholders as well as a lack of capacity to involve research, community organization, and consultation (Civil Society and World Bank, 2003). These phenomena have inhibited the achievement of the intended outcomes. The land reform process seems to be more concerned about the quantity of land transferred and amount spent than the impact on beneficiaries. The beneficiaries' broader needs are not given adequate attention because the land reform process is not situated within integrated development strategies. There remains little post-settlement support for beneficiaries, sending most to a life of poverty. This lack of post-transfer support keeps beneficiaries from using land productively.

From the outset of implementation of the land reform process, there has been no specific funding or budget for agricultural extension services. Credit, marketing, technical assistance and similar state institutions have not been created or redirected to serve beneficiaries' needs.

As a result, many land reform beneficiaries only concentrate on subsistence farming. With the introduction of land reform, food production and consumption among beneficiaries' communities have improved, but there are no market surpluses. Land reform has brought substantial benefits to many major low-income beneficiaries, but has not provided them with opportunities to play a dynamic role in post-reform developments. Little has been done with regard to assessing the pace of the land reform process and progress (SACC, 2003). The current land reform process focuses primarily on the improvement of incomes and livelihood and has tended to ignore broader social and economic effects. The land reform process is therefore important and, once given the necessary supporting services, it has the potential to change the livelihood of the beneficiaries. Little attention has been paid to draft land policies with regard to ownership access and control, and these policies only formally acknowledge gender equity as a goal in land reform process. This situation is also due to the lack of efficient and effective post-settlement support services for the beneficiaries. No funding for agricultural production has been established for the beneficiaries. The transfer of land is the end of the process for most beneficiaries, and they have to struggle all alone to better their living standard.

The government finds itself in a fiscal, legal and operative problem because the extent and modalities under which the land reform process is supposed to take place are becoming increasingly controversial. Since the inception of the land reform process, it seems that operational functions and requirements of the Agricultural Bank have become tougher and are not easily accessible to beneficiaries. The slow change in land possession and agriculture production is negatively impacting beneficiaries as they are still struggling to get access to local markets. The land reform process has not been able to increase accessibility for beneficiaries to credit, markets, and skills. Beneficiaries who were previously working on

commercial farms rely mostly on the experience they gained from working there. The supporting services included in the land reform process have not been forthcoming on a regular basis.

4.3 CONSTRAINTS OF THE OTJOZONDJUPA REGION

The beneficiaries in Otjozondjupa region have so far received few supporting services from the government and /or NGOs (Annexure A& B). This lack of supporting services has the potential to derail the land reform process. The beneficiaries lack agricultural training, financial support, funding for production, farming equipment, and access to project related information. Many beneficiaries are only involved in livestock or crop farming. In addition, most black beneficiaries do not have access to markets that have existed for white commercial farmers for many years (Annexure A- F). The beneficiaries need extension services to advise them on how to improve both livestock and crop farming, how to be aware of seasonal changes and weather conditions, and when vaccines for livestock are insufficient. Beneficiaries often have to sell off their livestock or produce to buy vaccinations for livestock to be safe and healthy.

Numerous restrictions on land ownership, rentals, and sales have been imposed as a corollary of land reform legislation and are not conducive to the development of the agricultural sector. Only a few resettlement projects have been able to produce a surplus which they are selling to a number of people and markets. It appears that land reform beneficiaries do not have a long-term plan for development (Annexure I & J). After post-

settlement the government is supposed to provide assistance to beneficiaries in terms of credit, farm-inputs and marketing, but has not done enough to secure these provisions. Beneficiaries rarely receive advice and assistance from extension officers, and only a few have received training skills. In land reform projects only a few people have adequate infrastructure, and many of the beneficiaries are struggling as a result (Harring and Odendaal, 2002). Without proper supporting services, the land reform projects are severely handicapped. So far, the land reform process in Otjozondjupa region has not sufficiently structured agricultural extension services to meet the needs of the entire spectrum of beneficiaries, including subsistence producers.

Access to credit for disadvantaged and subsistence producers still proves to be very difficult. Most of these beneficiaries have either limited access or no access at all to formal financial services (The Namibian, 21 September 2004). The current land and agricultural financial institutions within the public and private sectors only cater to commercial farmers and consider very few of the beneficiaries. This applies to Namibia as a whole, and certainly also in Otjozondjupa region (Annexure J & L). The tough requirements of financial institutions have a negative impact on beneficiaries who access land in groups. In addition, beneficiaries who are illiterate have trouble obtaining loans and many beneficiaries are not being provided with sufficient information regarding the procedure to apply for loans from financial institutions.

Some beneficiaries in Otjozondjupa region have found themselves on land with poison leaf or on marginal land and have had to battle to overcome these obstacles without the assistance of agricultural extension services (Harring and Odendaal, 2002). The land reform process fails to take into account what beneficiaries believe would improve their living

standard. The land reform process has not responded to the variety of needs and circumstances of beneficiaries so that it can contribute to the alleviation of poverty and economic growth.

The lack of legal certainty and administrative protection has exacerbated the problematic position of poor and vulnerable beneficiaries. It appears that the government is reluctant to finance projects where the beneficiaries have been resettled in large numbers and as a result, development does not bear fruit at these projects. Beneficiaries that have acquired land far from health facilities and schools do not have any means to reach these facilities. The land reform projects are poorly administered and managed, and lack adequate planning and involvement of beneficiaries. There is also a lack of constant supervision of beneficiaries on livestock breeding and control to avoid overgrazing (Harring and Odendaal, 2002).



Beneficiaries feel that they have not received proper training and supporting services concerning livestock and crop farming to live on their own (Harring and Odendaal, 2002, Annexure A & B). There is also lack of coordination and management skills at land reform projects. It appears that many land reform projects will not be sustainable for beneficiaries for a long period of time. The beneficiaries that do not produce enough agricultural production rely on government support in terms of food. The majority of beneficiaries in Otjozondjupa region lack formal employment or a regular income, which gives them trouble accessing loans, whether they have minor property assets or not (The Namibian, 21 September 2004). The high transaction costs of lending institutions also contribute to the relatively low returns made by beneficiaries.

Many beneficiaries of land reform projects do not understand their land tenure status or the contract that indicates that they have entered into a 99- year leasehold agreement (Annexure K). The beneficiaries feel that due to uncertainty of land tenure, they are precluded from acquiring loans from the financing institutions. The beneficiaries who sell their agricultural produce for cash often find themselves in a food deficit scenario. The agricultural training offered to some beneficiaries when they first resettle has stagnated and no further training has been offered in recent years.

The beneficiaries who produce a surplus find it difficult to sell their produce to local shops because some local shops are getting a regular and cheaper supply of vegetables from South Africa. Another concern is that beneficiaries lack the basic business skills and only produce for cash. Most beneficiaries do not have transport to supply shops on a regular basis in Otjozondjupa region and country as whole (Harring and Odendaal, 2002 & Annexure H & K). More than a decade after being started, projects are still unable to support themselves efficiently. At some projects there are communal gardens where vegetables and crops such as mahangu, sorghum, and maize are produced and sold at local markets. From these sales, about 40% of the income generated goes to the beneficiaries. Another 40% of the sales is invested or used to cover the operating costs on the projects. Only the remaining 20% is put into beneficiaries' bank accounts (Harring and Odendaal, 2002).

Little has been done by the government to secure constant water supply for beneficiaries, livestock, and crop farming (Annexure E& F& D). The beneficiaries that have been allocated land in areas where there is little or no rain often do not have irrigation systems and seeds to plant. Consequently, these beneficiaries can only cultivate vegetables for their own

consumption. There is also no financial assistance in place to improve damaged infrastructure.

Without the presence of an irrigation system, gardening practices are handicapped. In land reform projects, diesel, fuel, farming implements and seeds are provided too late, which often results in breaking down of projects (Harring and Odendaal, 2002). Project beneficiaries are negatively influenced by their project's isolation from the rest of the country and this phenomenon has contributed to the poor marketing of the produce. This is less severe in Otjondjupa region than in other more isolated regions.

As a result of inadequate policies, beneficiaries in the projects' prospects for economic development and contribution are often bleak, and it appears that many will starve in long run unless the situation changes.



The continuing lack of credit in the post-settlement period has restricted the productive capacity of beneficiaries. Credit restrictions stem from a combination of factors, including credit rationing on the part of financial institutions and land tenure restrictions introduced into the land reform process, rendering the collateral value of beneficiaries' landholdings to be low. The poor quality of land, the distance from markets, the precariousness of small farming, and tenure restrictions have made farming an unattractive prospect for many beneficiaries.

The lack of family labor and/or capital prevents beneficiaries from significantly increasing efficiency of production. The agricultural financial institutions do not normally provide the necessary credit to beneficiaries to strengthen the low-cost and low input agriculture areas.


The beneficiaries claim that with the current hectares of land they acquired, they cannot farm economically in the region. Beneficiaries that are progressing feel that they do not want to remain in small areas forever and already dream of becoming commercial farmers (Annexure D).

The beneficiaries often complain about the fact that they are prevented from participating equally and sustainably in the local markets, and say that the “improved” land distribution thus far to them is absent or grossly distorted. Beneficiaries feel that the redistributive land reform process has not provided them with the opportunity to overcome the barriers of credit, capital and insurance, nor has it provided the driving force to overcome market barriers and the imperfections of distorted markets to give beneficiaries a basic foothold in the local market.

The beneficiaries feel that the government's failure to break up the holdings of the economically strong in favor of the economically weak contributes to their difficulties in accessing financial institutions and markets (Annexure I & L).

Acquiring small loans or grants to develop land or to support necessary productive investments is difficult for beneficiaries in Otjozondjupa region and in Namibia as a whole. In resettlement projects, beneficiaries complain about the lack of control given to them and the inefficiency of state bureaucracies, which is evident in slow progress, costliness and weak enforcement capacities. The beneficiaries claim that they are receiving little support in terms of credits and agricultural extension services. There is also a lack of cooperation among beneficiaries' communities to tackle the problematic issues that face them (New Era, 30 January-1 February 2004).

The beneficiaries are not getting advice from the government on how to use current wealth to generate new wealth. In resettlement projects, the coordination and cooperation with other government agencies are proving difficult. Advanced planning appears to be vague and sometimes even absent. The beneficiaries in resettlement projects are also unhappy that they must share some equipment such as tractors, since this affects their agricultural work and leaves them behind schedule (Harring and Odendaal, 2002). Beneficiaries that have been allocated farms that are environmentally damaged cannot produce more than enough to sustain themselves. The beneficiaries are not also happy with resettlement projects where clerks or managers lack necessary technical and managerial skills.

At resettlement projects, beneficiaries are not encouraged to participate in decision-making processes or to use their own initiative. The decision-making is often left in the hands of project clerks or managers. The top down  management does not give a chance to beneficiaries to develop their own community-based governance models (Annexure K).

The occupational rights have not been made clear to beneficiaries at resettlement projects. This legal uncertainty makes most black land unavailable as collateral for a loan and it is unlikely for any beneficiaries to use this piece of government- allocated land as collateral to secure loans from financial institutions (Annexure K).

Land reform beneficiaries constitute the poorest and most disadvantaged sector of the population, but are not given adequate attention by the government to solve their problems.

4.4 PLANNING IN OTJOZONDJUPA REGION

Planning must be done ideally through participatory methods using planning agents from any non-government sector, public or private. It must be done at the regional level, and involve all local stakeholders, including beneficiaries, to identify resource use and resource constraints. Through planning, policy makers are able to establish areas to be covered in the exercise. This can be done both at the project level and for individual farming. The planning should also specify the broad requirements of environmental sustainability, productive land use, basic needs provision, maintenance of infrastructure, and the overtly beneficial impact for women and the poor.

Furthermore, it should develop a long-term vision of direction by targeting the key things that can be done to move in that direction, such as priority issues, key influences on those issues, and the most effective ways of dealing with them. This process must engage everyone concerned, ideally, including: businesses; beneficiaries; communities; commercial farmers, and government.

The planning needs to be a conscious effort on the part of policy-makers to achieve, via appropriate policy instruments, both national goals and specific targets for resource allocation. The fundamental necessity is to ensure equal opportunities for acquisition, use, and enjoyment of land for all citizens of the country. The land-related social welfare problems can be dealt with comprehensively in a way that will not compromise the expectations of the market or ignore the realities of resource constraints. The land redistribution and resettlement can work under the right political conditions, but must be a

long-term, cross-sectoral effort, to improve livelihood opportunities for the poor through the provision of basic service, production, and support (Annexure K).

Today the pattern of land tenure in Otjozondjupa region also remains virtually unchanged in communal land. More than a decade into democracy, it is clear that the white minority continues to hold disproportionate economic and social power over the majority of blacks who remain poor and severely disempowered. The success of the government has been spoiled by problems including slow delivery, a bias in favor of some people, lack of integration within the government, and inflated land prices, which means a continued possession of land by white farmers (Annexure J & K). If the current trend in land possession is not addressed, it will be very difficult to reduce poverty.

4.5 MONITORING AND EVALUATION



The government has set up monitoring and evaluation systems on the regional level. Through this systems officials will be able to identify the obstacles hampering the progress of beneficiaries and the extent land beneficiaries are progressing.

Monitoring is “a continuing function that aims primarily to provide the land reform process and the main stakeholders of an ongoing process with early indications of progress or lack thereof in the achievement of process input and output objectives” (UNDP 1997a). This monitoring and evaluation aims to assess the effectiveness of the land reform process and to investigate patterns and changes in the sharing of the benefits. The aim of evaluation is to provide lessons which are incorporated into the decision-making process of government and donors (UNDP 1997a and DAC 1986). It can also be useful to a wide range of people and

institutions involved in the land reform process design and implementation, as well as those in the policy and planning areas. It is also useful in promoting accountability and will be a way of assuring stakeholders that the land reform process is well-run and achieving the desired outcomes.

A monitoring and evaluation system focused on project quality indicators rather than physical quantity indicators helps to identify and rectify implementation problems and assess long-term impacts (Deininger 1999). This monitoring and evaluation would provide both insight into the process of implementation as well as the effectiveness of targeting and the provision of support. It will also provide information of the land reform process that is deficient, and has the potential to assist in reviewing the process. The monitoring and evaluation would help indicate what is happening on the ground, and compare it to the intended objectives of the land reform process. It will further help determine whether resources and services intended for target groups and beneficiaries have actually reached them. The monitoring and evaluation would also produce information that is helpful in accounting for the social utility of a land reform process, and not just information about the anticipated and unanticipated outcomes of land reform process. At present in the Otjozondjupa region, as in other parts of Namibia, there is a lack of such information.

Monitoring and evaluation are not only concerned with measuring improvements in the “standard of living” of land reform beneficiaries, but (Dreze and Sen 1989: 13), also with assessing the effect of the land reform on the capabilities of beneficiaries in their productive and social lives. It is essential to have an information system that continuously monitors each successive stage of land reform’s implementation in addition to assessing its long-term impacts. The monitoring and evaluation can make necessary changes in the land reform

process, such as making necessary support services available and ensuring that target groups get land first. Monitoring and evaluation are vital for success in keeping the land reform process on course and enabling it to adapt to changing conditions.

4.6 CAPACITY BUILDING IN OTJOZONDJUPA

The crucial activity for a successful land reform process is capacity building and training (Annexure L). To be successful, it must be well-planned, executed though a period of time, and applied to the beneficiaries' situation and needs. Capacity building is needed at various levels, within the beneficiaries community at large, and especially amongst project managers and policy-makers (Harring and Odendaal, 2002). The beneficiaries' training needs will be determined in relation to the facilitation services provided to them. It is imperative that the land reform process be sustainable after transfer. The beneficiaries must acquire skills to make their lands productive and improve their livelihood. They must also be trained, to manage and run their lands on individual plots or as a collective. The extension officer must provide agricultural and technical training to beneficiaries in order to enable them to gain access to credit, inputs and other services. The resettlement project clerks or managers must be trained and provide beneficiaries with training on technical and managerial skills. The capacity building of beneficiaries through suitable skills training would make a considerable difference in development and productive use of land. The beneficiaries must be able to deal with the range of issues confronting them as trained people, capable of making their own choices, and not as passive beneficiaries of a welfare process. Based on the interviews conducted for this study, it must be concluded that the available capacity building services for beneficiaries in the Otjozondjupa region is inadequate.

4.7 SUMMARY AND CONCLUSION

There is no doubt that the land reform process will enhance the livelihood of beneficiaries, if it is planned well and is assessed continuously by all stakeholders. It needs the close involvement of all stakeholders to complement monitoring and evaluation, so as to enhance effectiveness and integration of the process.

In order to achieved land reform goals, the following factors need to be address:

- ❖ willing-seller, willing-buyer
- ❖ insufficient funds
- ❖ training and skills
- ❖ expropriation without enough funds
- ❖ selection of settlers
- ❖ proper and well structured training interventions
- ❖ outsource of orientation and back stopping to NGOs and farmers organization
- ❖ access to credit



This chapter looked at a number of key issues involved in the land reform process in Otjozondjupa region, such as planning, constraints, monitoring and evaluation, and capacity building.

It also identified a number of key constraints, such as lack of agricultural training, financial support, funding for production, farming equipment, information, transport, enough water points, markets, extension services, livestock breeding and control to avoid overgrazing.

These apply to Namibia as a whole, and especially those of enough water points, financial support, markets, consistent extension services, agricultural training and transport are faced in the Otjozondjupa region.

Based on these observations, the next chapter will summarize the overall conclusions and recommendations for Namibia's policy makers.

CHAPTER 5



RECOMMENDATIONS AND CONCLUSIONS

Recommendations for policy changes are made in four main areas :

LEGISLATION: One of the first pieces of legislation relating to land acquisition and agriculture to be passed was the Agricultural Bank Amendment Act 1991(Land Bank Act, 1994). The new provisions empower the Minister and the Bank to provide loans at special low interest rates, to persons who were previously disadvantaged by discriminatory laws and practices, and anyone who occupies communal land, irrespective of ownership. While the people's Land Conference was in progress, government tabled the Agricultural (Commercial) Land Reform Act, Act no. 6 of 1995 in the National Assembly (Werner, 1997). Its main provisions are:

- ❖ enabling the government to acquire commercial agricultural land for resettlement purposes;
- ❖ the establishment of a Land Reform Advisory Commission, which is empowered to advise the Minister on the suitability of available properties to be expropriated and the amount of compensation to be paid;
- ❖ procedures for determination of compensation;
- ❖ the establishment of a Land Tribunal to arbitrate in the event of a dispute on the compensation offered by government;
- ❖ restrictions on the purchase of land by foreigners;
- ❖ imposition of land tax

POLICY: According to National Resettlement Policy (2001): The aim of policy is to facilitate the upliftment of especially the Namibian citizens at the bottom of the social stratum so that they can attain an acceptable level of social and economic development in order to support themselves. The policy proposes that Government, NGOs and other institutions should ensure people access to the scarce resources of the country. Against the background of the past unequal distribution of land, it is Government's aim to redress this imbalance and facilitate the accessibility to available land to the majority of the Namibian people, within the framework of social justice. Due to scarce resources, policy sets out criteria for resettlement and proposes different types of resettlement schemes, namely agricultural projects, individual and co-operative holdings and other formal and informal groups, as well as defining Government's support to the prospective beneficiaries.

TRAINING: After 14 years of independence, the land reform process has made too little difference in the lives of poor communities. There is a need to revise existing land reform

policies because they have not brought about the anticipated changes with regard to land possession. The future policy should focus its emphasis on sustainability and productive use of land. This requires training.

The training of resettled farmers through extension and also private sector should be a high priority, as it would assure them of a higher success rate than just leaving these farmers totally on their own. Effective partnerships between private agriculture and government for this purpose should help a great deal (NAU, 2000).

DIALOGUE: The beneficiaries must be the prime movers in the resettlement process. This means that they must be able to make choices on the whole range of issues resettlement presents (NNFU, 1998). Debates over the land reform process need a major shift from a centralized and bureaucratic manner to the notion in which communities have a much greater role to play, whether by acquiring land themselves through AALS, or through the land reform process. The same kinds of shifts can be observed in relation to planning, in terms of “community planning” where beneficiaries have to participate in plans affecting their future.

**FOR THE SUCCESS OF THE LAND REFORM PROCESS IN OTJOZONDJUPA
REGION, THE GOVERNMENT MUST FOCUS ON THE FOLLOWING
RECOMMENDATIONS:**

POLICY

- ❖ Set definite targets and policy criteria, clearly stating the end-point and intended speed of the land reform process.
- ❖ put some policies in place to ensure that the most marginal communities are successful in accessing the support they want.

- ❖ come with policy provisions that increase access of women and the poor to support mechanisms which provide necessary financial, information, loans and credit facilities and enable them to use and control land meaningfully.
- ❖ design the effective strategies to achieve its goals/objectives and remove the constraints that face the beneficiaries.
- ❖ introduce a comprehensive policy that supports beneficiaries post-transfer of land, based on a planned and integrated approach, in order to secure that land and agrarian reforms contribute to sustainable livelihoods of beneficiaries.
- ❖ encourage commercial farmers initiatives in order to further the objectives as well as widen the scope and efficiency of the land reform process.
- ❖ Encourage and support initiatives of stakeholders where land transactions and developments are involved.
- ❖ Integrate HIV/AIDS pandemic perspectives into land reform planning.



LEGISLATION

- ❖ upgrade and widen the Affirmative Action Loan Scheme that would allow smaller-scale black farmers to enhance the benefits from the farms they owned. The AALS and the NRP can be viewed as representing two contrasting approaches: one based on clear property rights and individual choice, responsibility and incentives; and the other based on less clear property rights and greater bureaucratic allocation and support.
- ❖ introduce long-term land bonds to finance and accelerate the land reform process, with the resulting revenues accruing to the Land Department Fund rather than the State Revenue Fund.

- ❖ to speed up the land reform process, a supplementary mechanism in the form of additional legislation such as a Land Acquisition Act for commercial land must be formulated.

DIALOGUE

- ❖ the commercial farmers must also make a meaningful contribution to the land reform process by teaming up among themselves, buying, and transferring a defined area of land to government for resettlement purposes. This will show that all parties compromising order to reach an acceptable outcome.
- ❖ establish a joint strategy with other stakeholders, such as other ministries and civil society organizations in the developmental fields.
- ❖ implement a land reform process that tries to establish a more demand-driven community –based model.
- ❖ try and provide beneficiaries with access to the partner’s business infrastructure, such as established markets, which is imperative for productive use of land redistributed.
- ❖ lobby the private sector and commercial farmers to seek partnership arrangements with beneficiaries.

TRAINING

- ❖ ensure that adequate resources are mobilized to undertake capacity building countrywide and involve as many different actors as possible.
- ❖ seek ways to build Ministry’ capacity to provide comprehensive support services to beneficiaries

THE LAND REFORM PROCESS IN OTJOZONDJUPA MUST DO THE FOLLOWING:

- ❖ aim to enhance the multiple livelihoods of a broad range of rural land users.
- ❖ not only benefit those that have influence on politics or the well-off elite that have interests in large-scale farming, but also envisage the high value of land-based livelihoods for self-provisioning and small-scale income generation.
- ❖ enhance the living standard of the beneficiaries and their communities in Otjozondjupa region and the country as whole.
- ❖ implement projects that give access to the people to participate in different livelihood activities which improve beneficiaries' security and reduce vulnerability.
- ❖ be guided by the livelihood needs of beneficiaries.
- ❖ enhance the living standard of the beneficiaries and their communities.
- ❖ enable beneficiaries to promote their livelihood beyond a survival level and enable them to contribute to the GDP.
- ❖ broaden its focus in the future beyond mere on land redistribution.
- ❖ be guided by a clear vision that relates the land reform process to a wider process of agrarian transformation.
- ❖ receive input from the poor and landless people and minimize the state bureaucracy.
- ❖ use a strategy in Otjozondjupa region that clarifies the overall objectives of policy as well as mechanisms that can be used to achieve them.
- ❖ include broader animal husbandry and veterinary services, to enhance the beneficiaries' access to livestock and to improve their existing system of animal production.

- ❖ evaluate and monitor on a regular basis in order to determine the impact on beneficiaries, the environment, and the economy in Otjozondjupa region.
- ❖ make use of independent agencies or consultancies.
- ❖ implement in such a way that strengthens the beneficiaries, in particular the small and marginal farmers, both politically and economically, and leads to a significant reduction of poverty in rural areas.
- ❖ implement in such a way to avoid further fragmentation of the land.

More emphasis must be placed on how beneficiaries are going to produce income from the land they acquire, how land-based activities can be integrated with other livelihood activities and how beneficiaries can sustain their livelihood over the long-run. The land redistribution pace must be accelerated in order to enable more people to access sufficient agricultural land and practice diverse livelihood options. The commercial farmers must be encouraged to share their knowledge and expand market opportunities for beneficiaries.

Drastic action is needed to address the obstacles to a successful land reform process, such as access to credit facilities from local institutions. It must also provide beneficiaries with opportunities to do more than subsistence farming and realize national objectives such as reducing poverty. In order to find more lasting and concrete solutions, Namibia should learn from its own experience over the past few years and from the successful countries in the world. Cooperating with various stakeholders and forming a smart partnership can contribute to greater transparency and efficiency. These strategies must aim to improve the productive capacity of the agricultural sector and ensure that the beneficiaries have access to sufficient land that will enable them to engage in surplus productive agriculture. The policy design must take into consideration the limited financial and institutional capabilities. The policy

design must also avoid disruption in agricultural production because such production is critical to the country as a foreign exchange earner and major source of employment.

Other issues that must be addressed are short-term loans and commercial interest rates that discriminate against beneficiaries without alternative income sources to pay it back. The Namibian Agricultural Bank must develop the large undeveloped tracts of land that are put on sale, prior to the sale of such lands. To this end, the Bank can serve as a repository and clearing house for lands acquired by the Government for land distribution. The allocation of land for land distribution must focus on both unused or underutilized lands currently controlled by large holdings and traditional authorities in Otjozondjupa region. The marginal land must be incorporated into agricultural production through the introduction of new technologies, crops, and innovative forms of production. Where lands are environmentally damaged, special projects must be designed for these areas using Government participation as the necessary catalyst to attract private or foreign investors to these areas. A continuous process of evaluation must be carried out as part of the strategy undertaken by the relevant authorities. This process should concentrate on continuously monitoring the effects of the land reform process and the impact on beneficiaries. The comprehensive vision of the land reform process and agrarian transformation must be shared by all progressive elements within the government and civil society. Policy implementers must rally government agencies and civil society around common objectives by creating the links between the different policy areas of the land reform process.

To have a positive impact on the livelihoods of the beneficiaries, land reform needs to build on the existing capabilities of beneficiaries, reducing rather than increasing vulnerability and enhancing rather than replacing current livelihood strategies. The existing land reform

process must be redrafted, based on consultation with poor, landless people and farm workers especially women. This must include revising policies such as “willing-buyer, willing-seller” in which the market dictates the pace of land reform. The budget for the land reform process also needs to increase dramatically, and administrative measures and capacity must be put in place to support the process in Otjozondjupa region. A wider multifaceted policy must be introduced that can alleviate various constraints to production, including the impact of the HIV/AIDS pandemic.

Agricultural development should not be seen as merely a pre-condition for other types of development, but as a process of economic development. The land reform beneficiaries feel that they need increased attention from the government to solve their problems. The beneficiaries also claim that it is important for them to achieve self-sufficiency in food production, because a nation which depends on another country for food is nothing but a hostage of the country that supplies food. No worthwhile land reform process can be attained and sustained unless productivity is increased and a shift in the production function takes place. The land use practices and livelihood strategies adopted by beneficiaries should be inspired by the quantity and capability of land allocated, tenure security, livestock, capital, knowledge/skills and markets for inputs and outputs. The land reform process with a narrow focus on land redistribution and resettlement alone will not achieve its objectives.

Factors such as selection criteria, provision of supporting services, and performance of beneficiaries require critical examination. Farm training must be given to beneficiaries through extension services, and incentives should be given to encourage commercial farmers to assist in such training. “Smart” partnership between government and commercial farmers for this purpose will help a great deal in Otjozondjupa region. The process of training and

selection should be carefully monitored, and certain criteria need to be established to measure the process for its success, not only on farm level, but also on the strategy and process level. This makes it possible, if necessary, to iron out mistakes. Communication between the different ministries involved in resettlement projects needs to be managed more efficiently. In particular, since these are agricultural resettlement projects, the Ministry of Agriculture, Water, and Rural Development should play a larger role in supporting their agricultural infrastructure. To the extent that environmental degradation is an issue at each project, the failure of involvement of the Ministry of Environment and Tourism is notable (Harring and Odendaal, 2002). The use of long-term leases as collateral in loans should be clearly explained to beneficiaries, as well as the process of applying for loans. The relevant bank and loan officers should also be trained in making appropriate agricultural or small business loans within the context of the resettlement projects. These very basic reforms are necessary to enable people who have never participated in the commercial sector to become functionally literate in these practices (Harring and Odendaal, 2002).

The land reform process can improve the livelihood of beneficiaries if ongoing agriculture concerns are taken seriously and significant post-settlement support services are made available. An efficient production system and technology must become an integral part of the land reform process. Land redistribution alone is not capable of enhancing the livelihood of beneficiaries beyond a survival level. It would not further enable beneficiaries to expand their agricultural production for market. Cooperative institutions together constitute essential components of a strategy for accelerated agricultural growth. To tackle these issues, the land reform process must be implemented in broader economic, social and political areas.

The land reform process should be a collective participatory effort, where all stakeholders are involved together. The land reform process requires careful planning, evaluation and monitoring in order to reach intended objectives. A monitoring and evaluation system must be set up to assess the performance of the beneficiaries in terms of sustainable management and utilization of land with all its relevant resources.

A clear-cut flow chart must be designed for the land reform process. This will enable the relevant authorities to indicate the period of resettlement, what is expected from beneficiaries, what support they will be given, and the consequences of non-productivity. To convert land reform beneficiaries into successful farmers, the government should drive empowerment and poverty alleviation by diversifying the economy. This must include training in farming skills, credit facility guarantees, and veterinary services. The fact that the land reform process is not sufficiently benefiting the target groups indicates that the resettlement criteria must be revised to clearly define who needs land first and in which way.

Secure tenure and access rights are critical to ensuring long term food security for families and communities. Without such security or rights, it is difficult for families and communities to invest in land improvement, means of production, or conservation measures (Lastaria - Cornhiel et al, 1998). A strategic plan for the implementation of such measures must be incorporated into national poverty reduction and economic growth strategies. This can be achieved by setting a time frame for the submission of the plan, organizing a discussion, and coordinating dialogue with all stakeholders. It is essential to formulate a land policy which will provide opportunities for the government and beneficiaries, to use land efficiently and to mobilize revenues accrued. Government, with civil society and beneficiaries' support and coordination, must draft the strategic plan. The land reform and resettlement process should

be an integral part of national agricultural and rural development. Poverty alleviation must be a part of the land reform process, and to this end, action is needed to tackle production constraints to do more than promote subsistence farming. It must provide opportunities for beneficiaries to become and involved in different livelihood activities, which improve the contribution that land-based activities and resources make to beneficiaries' income. It is also imperative to recognize the fact that the land reform process is a necessary but not a sufficient condition for poverty reduction.

The numerous restrictions on land ownership, rentals and sales that have been imposed as a corollary of land reform legislation are not conducive to the development of the agricultural sector. Abandoning these constraints and replacing them with a land tax would probably not eliminate a large number of constraints that have reduced the scope for private sector development, but it would put land reform on a sounder fiscal footing. In this process, donors who have long been the most enthusiastic supporters of land and agrarian reform in the country (and as well in the Otjozondjupa region) should be ready to provide the support that will be needed to implement such measures.

There is a need to amend the legislation governing the operations of Agricultural Bank of Namibia in order to make loans available to beneficiaries from the Bank. Land redistribution can play a crucial role in relieving poverty and in enhancing broad-based sustainable development among beneficiaries. The power of rural elites to distort and capture policies, subsidies and windfall profits in their favor must be effectively broken by the reform (Sobhan, 1993). A national policy dialogue on the proper organization and coordination of the land reform process, land management and related functions should be encouraged, as a forerunner to develop an improved institutional structure.

A land reform process has to be developed that will minimize bureaucracy and simplify the process in order ensure just and efficient land transactions. Key players in the land reform process must undergo training in the planning process. The pilot projects should be carried out to gain experiences with the different approaches and procedures in the land reform process at the beneficiaries' level. This will probably enhance the transfer of knowledge, skills and business acumen to beneficiaries as supplementary factors. There is a need to develop strong and pro-active policies for institutional capacities among beneficiaries in the areas that make financial markets accessible, enhancing the efficiency of the legal system and establishing standards, and guaranteeing the transparency of domestic markets. These policies are essential to support land reform beneficiaries and rural poor development. It is important to seek local processing to add value to agricultural production of land reform beneficiaries, as well as to substitute or minimize imports. In the same vein, there is need for more accountability and transparency in large agro-industries, to minimize their negative impact on beneficiaries who are small producers. It is also imperative for the government to lobby the corporate sector, financing institutions, and commercial farmers to provide requisite inputs, such as credit, skills, business infrastructure, and follow up support to the beneficiaries.

It is also important to forge a working relationship with all role players as an important condition for harnessing private sector initiatives in land reform process. Monitoring and reviewing progress of projects which involve the private sector on a regular basis is essential in order to learn lessons for implementation and policies. To respond to the effect of HIV/AIDS, there is a need for more information about how HIV/AIDS is affecting various sectors that deal with the land reform process. The land reform process must be conflated

with the HIV/AIDS pandemic to find workable mechanisms to mitigate the effect of HIV/AIDS on beneficiaries and officials. HIV/AIDS is not simply a beneficiaries and officials predicament and the epidemic needs a committed and innovative multi-sectoral response.

Relying only on market-based land reform will repeat the same mistake of neighboring Zimbabwe, which will cause the landless and poor to lose their patience and invade land. There is also the worrying factor that market based land reform seems to lead to deficiency of commercial farmers and will continue to add to social unrest of landless and the poor. But today, after 14 years of independence, many indigenous people in Namibia remain landless and in the grip of poverty, due to inadequate planning and policies.

The author would like to see these recommendations welcomed by the government and the policy makers. In order to harmonize the land reform process stakeholders should be the part of the process and given the necessary assistance for the benefit of the Otjozondjupa region and the country as a whole.


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ANNEXURE NO. 1

Interviews

Beneficiaries

- A. Mr. Johan Haufiku 05/12/ 2004
- B. Mr. Daniel Shalukeni 05/12/ 2004
- C. Mr. Tobias P. Kasanie 26/12/ 2004
- D. Ms. Martha Ndapewa Haufiku 26/12/ 2004
- E. Mrs. Angelia Ouses 16/12/ 2004
- F. Mr. Edward Ouseb 16/12/ 2004



Officials of Ministry of Lands in Otjozondjupa region

- G. Mr. Simon Kanyemba (Deputy Director) 07/01/ 2005
- H. Mr. P. Du Toit (Chief Clerk) 10/05/ 2004

Officials of civil organization

- I. Ms. Olga Tjiurutue (Otjozondjupa Regional Coordinator of Women Action for Development) 27/12/ 2004
- J. Mr. Abraham Xam-goaseb (Nafau Otjozondjupa Regional Organizer) 12/12/ 2004
- K. Mr. Oloff Munjanu (NNFU Program Coordinator) 10/01/ 2005
- L. Mr. Vetaruhe Kandorozi (Okakarara Regional Councilor) 12/01/ 2005

ANNEXURE NO.2

INTERVIEW QUESTIONS

What was the original government objective/policy and how has this change over time? And how might it change in the future?

To what extent has land reform in Namibia been successful and what factors need to be addressed?

What are the challenges facing the resettled farmers?

Do beneficiaries have technical agricultural training and expertise required to run the farm?

What factors need to be addressed to improve the process?

Do you think that support given to beneficiaries must become sensitive to geographical dimensions?

Can government scrap/amend property rights clause of the Constitution, and replace with social obligation clause on land reform ownership, in order to make land available for the land reform process.

Is government wasting money that could be use for some other development purposes to compensate the commercial farmers.



Do you think that success of the land reform depends with the specificities on local level.

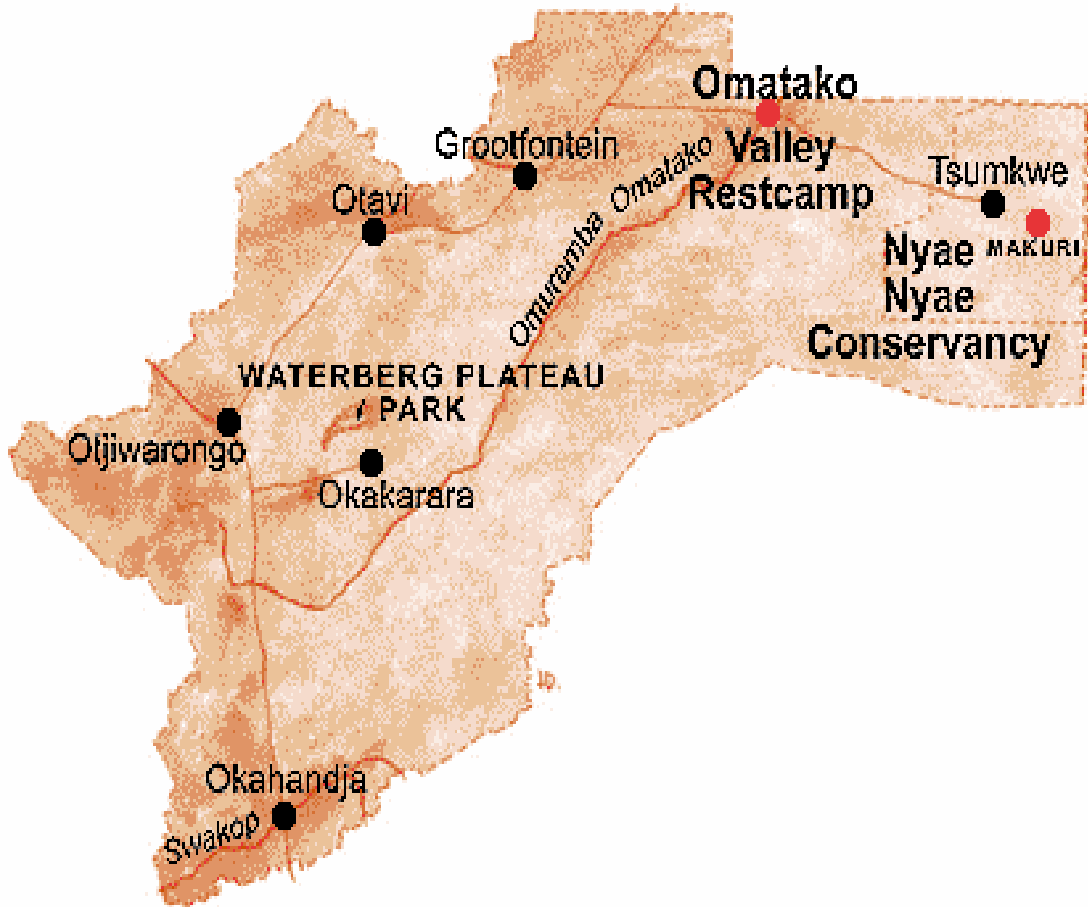
Do you think that supporting services to beneficiaries should give local knowledge of a specific area to beneficiaries in need of information

ANNEXURE NO.3

MAP OF REPUBLIC OF NAMIBIA MAP NO. 1

ANNEXURE NO. 4

OTJOZONDJUPA REGIONAL MAP No.2



Source: <http://www.nacobta.com.na/en/Regions/OT-1.htm>