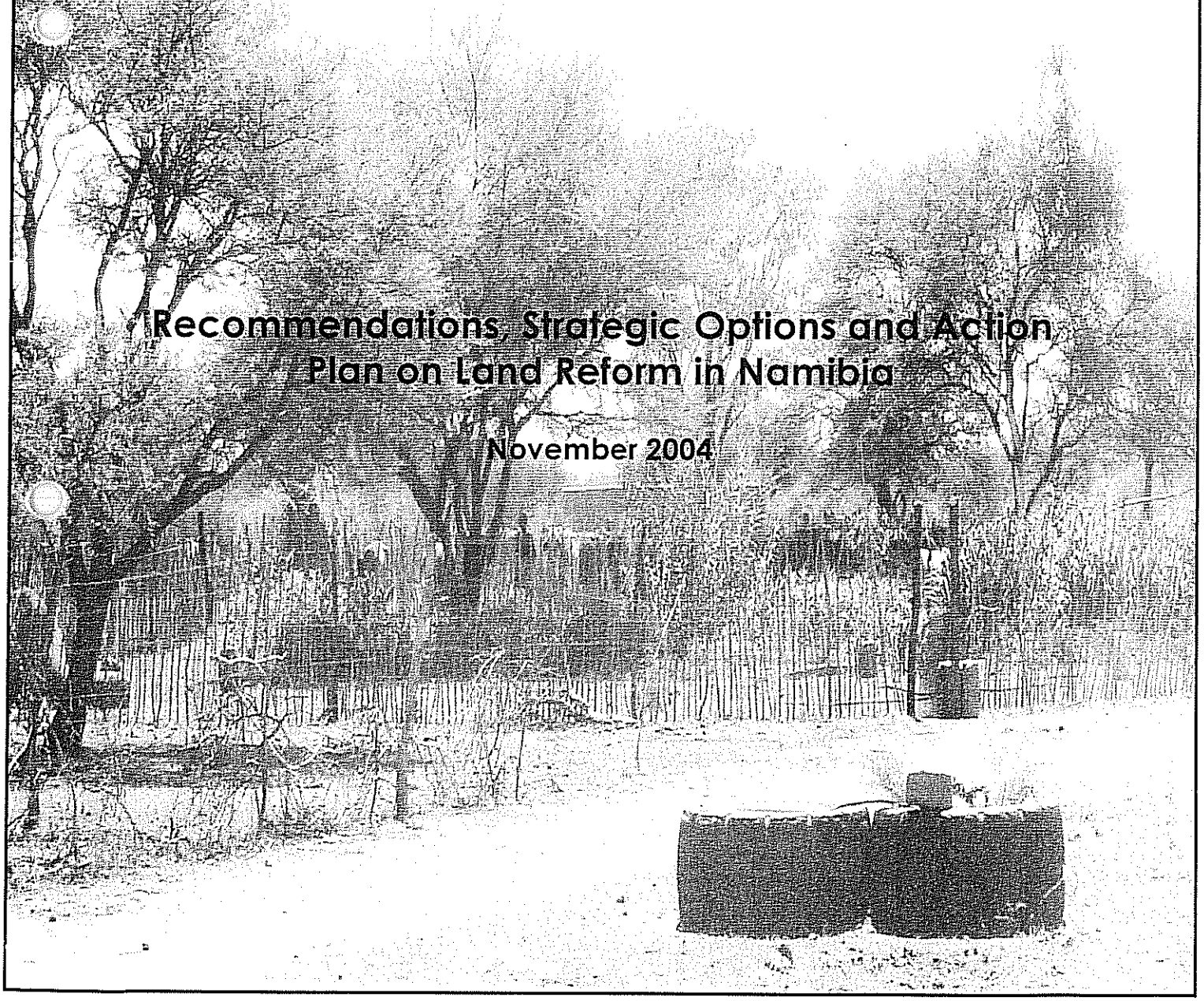
REPUBLIC OF NAMIBIA

The Permanent Technical Team (PTT) on Land Reform

(Ministry of Lands, Resettlement and Rehabilitation)



Recommendations, Strategic Options and Action Plan on Land Reform in Namibia

November 2004

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FOREWORD

Land has ever been an important and cardinal factor of production in the whole of mankind and without it being available, the result thereof would be abject poverty and hopelessness. Land, if optimally and sustainable use can indeed be a means to eradicate poverty in our country.

There is an increasingly articulated instinct that aims to cast doubt and political cloud on the importance of the land issue in Namibia and the broader Southern African region. The drive to mount a full-out contest towards efforts aimed at land reform in the Sub region has become a reality so entrenched that it is backed by a well resourced, conscious, scholarly and political drive. These efforts increasingly serve to remind us of the underlying premise that all life is derived from land as a primordial resource. The alienation from it, through the colonial conquest represents an elemental deprivation which cannot merely be expressed in loss of production but it also translates into the deprivation of dignity and right to land, as a property in their (own) country of birth.

The Recommendations, Strategic Options and the Action plan on Land Reform effected through the PTT process, represents an account of the magnitude of resource provision that empowered and privileged a chosen few while the rest of our people face near extermination on account of skin colour. It crystallizes the challenges in the agricultural sector, emerging from a divisive and discriminatory past. This narrative accounts also as a stern reminder of the economic realities and challenges of farming in a semi-arid region like ours. It also illustrates the immense resource requirements needed in order to fulfill our fundamental objective of non-racial, multi-cultural and a fully integrated society.

Our resolve to chart an amicable solution is aimed at maintaining the economic viability of our agricultural sector. This approach is cemented in our **Constitution** and beaconed on our guiding **Policy of National Reconciliation**. Our resolve to succeed with land reform is strengthened and solemnized by the sacrifices paid in blood by ordinary men and women across our Nation.

The principal focus of the Namibian Government is the restoration of equity and fairness in the ownership and the broad based access for all our citizens to our natural resources, where these resources and opportunities are sustainably utilized for the larger public good.

Our aim therefore is to build, strengthen, broaden and redirect current efforts towards land reform which is encompassing agriculture based rural development strategies.

Our aim ultimate, is to promote efficient and timely service delivery through building a multi-stakeholder institutional structure which is able to drive the implementation process of the Land Reform Action Plan as well as to put the natural resources primarily in the hands of all Namibians, irrespective of skin color, ethnic origin, economic background or religion and creed.

Our resolve should be to build human dignity, skills-base and self-realization of all our people.

This is our vision; let us stand united for it.

.....

Hon. Hifikepunye Pohamba. MP
Minister of Lands, Resettlement and Rehabilitation.

Acknowledgements

The work of the PTT has been an exciting and enriching process and it's the Teams belief that it has contributed immensely to the process of developing and grooming a critical mass of local experts in land and land reform related issues in Namibia. The Team is thankful for the opportunity granted by the Government of the Republic of Namibia in entrusting this task upon it.

The outcome of this process is a collective result of many stakeholders and we would like to thank those who have contributed tirelessly to this noble task: first and far-most to the visionary leadership of the Chairman of the Cabinet Ad-Hoc Committee and Minister of Lands Resettlement and Rehabilitation Hon. H. Pohamba MP, who provided a clear direction to this process in its entirety. In the same vein, his fellow Cabinet Ad-Hoc Committee members, who despite their workloads has always been willing to contribute to this process by providing comments and crafting a clear policy and political direction that was so much needed during this process.

The constant interaction with the Project Steering Committee comprising Permanent Secretaries from the eight line ministries rewarded the outcome of the PTT. It has been a very democratic process of a long debate founded on diversity of opinions and approaches which ultimately is evident in the document called; Recommendations, Strategic Options and Action Plan for Land Reform in Namibia.

The whole PTT exercise has been jointly assisted, financially and materially, by the Government of Namibia and donor agencies; Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), the UK's Department for International Development (DFID) and US/AID through their land and environment grant facility administered by the Namibia Nature Foundation (NNF). The timely delivery of the support packages from these donors has made it possible for the PTT to complete this enormous exercise in a record time of 15 months.

A number of short–term consultants (mentioned later by name in the Introduction) have undertaken studies on behalf of the PTT and have produced reports that further informed the PTT in its analysis. Their field experiences, innovations, research and writings have been vital to the PTT outcome.

The Team is further indebted to the staff of the MLRR and line institutions for their willingness to provide the PTT with information. The same goes for the regional and local stakeholders (public, private and non state actors) who participated and contributed in the regional stakeholders consultation forums held throughout the thirteen regions of the country.

Our true appreciation also goes to the local organisations and institutions and the emerging farmers; government resettlement beneficiaries and Affirmative Action Loan Scheme beneficiaries for granting us the much needed interviews despite their growing fatigue to similar surveys in the recent past. We hope that

the information they have provided humbly, will go along way in nourishing and informing land reform in Namibia.

The Team has benefited from the leadership of Namibia's retired diplomat; Ambassador Shapua N. Kaukungua, may he continue to serve this young nation. The administrative support rendered to the PTT was handled by Sam Kapiye, Julia Naimbale-Metz and Diana Alweendo who have rendered this immense service under sometimes heavy pressure. The Team is indebted to them.

Finally, it is the Team's ultimate wish that the 'long awaited' outcome of the PTT will from-now-on, form the basis of our future public and policy debates at all levels. We urge you, the members of academia and development professionals locally, regionally and internationally, to be very critical of this outcome. This in the PTT's opinion is an opportune time, we must all utilise, to further democratise the total land reform process through an informed and balanced public debate.

Abbreviations and Acronyms

AALS	Affirmative Action Loan Scheme
AG	Attorney General
ASAP	As Soon As Possible
BOT	Build-Operate-and-Transfer
CBNRM	Community-Based Natural Resource Management
CBO	Community-Based Organisation
CCLR	Cabinet Committee on Land Reform
DEA	Directorate of Environmental Affairs
DEES	Directorate of Extension and Engineering Services
DRFN	Desert Research Foundation of Namibia
GRN	Government of the Republic of Namibia
Ha	Hectare
IDC	International Development Consultancy
IMTC	Inter-Ministerial Technical Committee on Land Reform
IPPR	Institute of Public Policy Research
LAC	Land Acquisition Committee
LBTA	Division of Land Boards, Tenure and Advice
LRAC	Land Reform Advisory Commission
LSU	Large Stock Unit
LUA	Land Users Association
LUEB	Land Use and Environmental Board
LUPA	Division of Land Use Planning, Allocation and Administration
MAWRD	Ministry of Agriculture Water and Rural Development
MET	Ministry of Environment and Tourism
MLRR	Ministry of Lands, Resettlement and Rehabilitation
MME	Ministry of Mines and Energy
MOF	Ministry of Finance
MRLGH	Ministry of Regional Local Government and Housing
N$	Namibia Dollar
NACOBTA	Namibia Community-Based Tourism Association
NACSO	Namibia Association of CBNRM Support Organisations
NAFWU	Namibia Farm Workers Union
NAP	National Agricultural Policy
NAU	Namibia Agricultural Union

NDC	Namibia Development Corporation
NDP1&2	National Development Plan 1&2
NEPRU	Namibia Economic Policy Research Unit
NGO	Non-Governmental Organisation
NLP	National Land Policy
NNFU	Namibia National Farmers Union
NPCS	National Planning Commission Secretariat
NPRSP	National Poverty Reduction Support Programme
NRP	National Resettlement Policy
NSA	Non-State Actor
NSIS	North–South Incentive Scheme
OPM	Office of the Prime Minister
p.a.	per annum
PSC	Permanent Steering Committee on Land Reform
PSSS	Post-Settlement Support Services
PTT	Permanent Technical Team on Land Reform
RRC	Regional Resettlement Committee
RMU	Regional Management Unit
SADC	Southern African Development Community
SSU	Small Stock Unit
TCT	Technical Coordination Team on Land Reform
WASP	Water and Sanitation Policy

PoCLR

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Section One: Narrative Report

Executive Summary

The recommendations to the Cabinet on land reform in Namibia are the result of the Namibian government's mission to review its post-Independence progress and, if necessary, to adjust the direction that land reform efforts take.

Current land reform efforts are mainly geared towards correcting historically skewed land ownership. The government created the Ministry of Lands, Resettlement and Rehabilitation to be the custodian of State land and to facilitate State-led land reform. In collaboration with the Ministry of Agriculture, Water and Rural Development and the Ministry of Finance, MLRR jointly implemented the Affirmative Action Loan Scheme which operates alongside the National Resettlement Programme in order to facilitate the redistribution of land.

There is an evident need to reassess the country's land requirements and to increase land area redistribution and beneficiary targets. This will require additional resources in terms of capacity, logistics and material assistance – both from government and non-State actors.

The Permanent Technical Team on Land Reform (PTT) was created during 2003, bringing together individuals with a wide range of expertise in order to review the existing legal and policy framework, the economic sustainability of land reform, financial sustainability, institutional sustainability, environmental sustainability and other cross-cutting issues such as the position of farm workers, HIV and AIDS and the impact of gender on resettlement status.

These components were considered individually.

Aims and objectives of land reform

The aim of Namibia's land reform process is not only to right past colonial wrongs, but also to achieve social and economic equity for all its citizens. Ideally, the composition of the Namibian commercial farming sector should mirror Namibian society.

Given the unequal distribution of social capital and control of land inherited after Independence, it is not unreasonable to expect Namibia's redistribution efforts to require strong support. The increasing demands of formerly disadvantaged Namibians are a prominent feature of our politics and policy-making.

In order to address the existing skewed land ownership systematically over a long-term period, whilst maintaining socio-political contiguity, it is recommended as a medium-term measure that government raise its redistribution target from 9.5 million hectares to 15 million hectares by the year 2020. Higher targets would simultaneously maintain the current economic production levels and phase formerly disadvantaged farmers into the mainstream of national economic production.

Policy framework

The PTT was required to review relevant policy instruments to establish whether they are consistent with one another and the extent to which the current policy

framework addresses the rights of the beneficiaries (including minority groups, disadvantaged groups and women), environmental issues, natural resources management (water, forestry, conservancies) and decentralisation. On the basis of this assessment, the consultants were required to make recommendations on how policies could be streamlined and integrated in order to strengthen the property rights of the poor.

Namibia has a number of strong national policy instruments e.g. Vision 2030, NDP1&2 and the National Poverty Reduction Support Programme (NPRSP) and Action Plan. These instruments are informed by sectoral policies. The PTT's studies identified a number of challenges facing these instruments.

National policy instruments identified land reform as an important strategy to facilitate poverty reduction, employment creation, income distribution and, most importantly, correct skewed land ownership from a political, social and economic perspective. However, if these policy instruments are to contribute effectively to such goals, then relevant indicators and targets need to be developed for monitoring and evaluation purposes at regional and national levels.

Recommendations:

- In the short-term, the action plans of national policy instruments (Vision 2030, NDP 2 and NPRSP) should specify quantifiable indicators and targets relating to poverty reduction, employment creation and income distribution.
- In the medium-term, sectoral policies (on natural resources management, water, land, forestry & agriculture) must be revised to give decision-making and management authority to resource-users at a local level.
- In the long-term, discussions are necessary to draw up a well-conceptualised, inclusive and integrated policy framework. This is essential if widely supported, unambiguous, coordinated goals for policy-making are to be achieved, supported by a cohesive institutional framework at national, regional and local levels, and followed up by a well coordinated and effective implementation strategy.

Acquisition and redistribution

Since 1990, the government has redistributed some four million hectares of freehold (or commercial) land to formerly disadvantaged Namibians. The two principle acquisition methods are State acquisition through the MLRR and the Affirmative Action Loan Scheme (AALS) through which formerly disadvantaged Namibians are assisted by the State to buy freehold farms.

It is felt by many that land reform is progressing too slowly. Based on land area redistributed, the AALS has managed to redistribute nearly four times the amount resettled by the State acquisition programme over the same time period. In terms of numbers of beneficiaries, the National Resettlement Programme in the freehold areas has benefited some 1 526 families compared with 625 AALS beneficiaries. The facilitation of land redistribution through the AALS costs the government less per hectare than the State acquisition programme, but AALS farmers carry the bulk of the acquisition cost.

These two acquisition methods should continue to form the basis of the accelerated programme. Some suggestions are made on how to strengthen and support these tools in order to achieve set targets.

- The MLRR, together with landowners' representatives (such as the NAU) could negotiate a solution to the short- and medium-term acquisition of land. Targets for land acquisition could be set in terms of geographical areas and price. Ways to bring more land onto the market could be discussed.
- All farms/land should first be offered to the MLRR for consideration. Once the ministry has considered the land, AALS buyers could then be assisted by the ministry with land price information.
- The AALS should be strengthened and expanded to make provision for group borrowing, thus giving more people access to the scheme at a more affordable rate but without increasing the cost to government.
- Expropriation should be used in conjunction with targeting specific land areas for specific purposes (e.g. a smallholder resettlement project would be appropriate in the Maize Triangle) and as a last resort in cases where no land/farms are forthcoming.

Development of redistributed land

The National Resettlement Programme aims to enable resettled farmers to become economically self-reliant, to participate in the wider economy and to create jobs. The PTT resettlement survey indicated that individually resettled beneficiaries have increased their personal asset base in terms of livestock – in some cases, doubling their herds. However, the survey also revealed that the average beneficiary cannot survive on the income generated by his or her farm without a supplementary income. Farm incomes for those resettled on individual allotments was, on average, N$7 000 per annum.

The study also established that post-settlement interventions have a positive influence on the success of the resettlement process. Post-settlement support packages are calculated internationally at 2/3 of the land acquisition cost. The PTT benchmarked post-settlement support packages both within the SADC Region and internationally, and has recommended appropriate post-settlement support for Namibia at the current agricultural input prices. Hence, it is recommended that tailor-made support packages be designed according to specific defined needs for different categories of farmers.

Beneficiary selection

General eligibility criteria apply, like landlessness, resource ownership, access to capital, farming track record, ability to operate and maintain agricultural equipment and infrastructure, and readiness to relocate based on the principle of self-selection. Namibia's regular droughts have prevented the ministry from stringently following prescribed resettlement criteria. In such cases, beneficiaries have been found not to leave the areas allocated to them after the intended relief period has ended.

Establishing selection or eligibility criteria for resettlement has been a challenge for many countries dealing with land reform. Namibia is no different.

Recommendations:

- The government needs to improve beneficiary screening and selection by determining whether current criteria are socially and politically appropriate. Urgent consideration should be given to the priorities of those groups urgently in need of resettlement.
- The participation of civil society in the land reform process is important. Policy amendments should encourage community-driven resettlement, giving priority to beneficiaries who indicate a preference for rural, agriculture-based lifestyles and who have agricultural experience and/or other land-based production experience. According to a recently concluded PTT study, farm workers are suited to resettlement due to their aptitude for farming.

Lease agreements

To increase tenure security amongst beneficiaries, registered lease agreements must be issued as a matter of priority. Technical, financial and personnel shortages hamper the surveying of smallholder allotments and hence delay the registration of the lease agreements. This influences the ability of beneficiaries to make full use of their leases and land. Urgent technical and financial support should be given to the Office of the Surveyor General. Flexibility of leases should be considered in order to encourage beneficiaries to take full responsibility for their land and to encourage its optimal utilisation. Alternative and sustainable land use options should be encouraged and not circumscribed unnecessarily. The non-registration of lease agreements means that beneficiaries may justifiably withhold at least part of their obligatory lease (grazing) fee.

Water and rangeland management

The resettlement process sees large, formerly individually-managed farming units being subdivided into smaller allotments on which individual families are then resettled. This means that certain infrastructure and resources must be shared, and poses challenges for the sustainable management and utilisation of the resources, especially water. In some cases, optimal utilisation of rangelands is limited by the challenges caused by shared water resources.

Provision of boreholes to each allotment would pose financial, technical and environmental problems. Instead, institutional structures need to be encouraged amongst beneficiaries on individual farms in order to foster cooperation and joint responsibility for shared resources. For example, water point committees similar to those encouraged under the Water and Sanitation Policy could be established. In terms of drought mitigating strategies, cooperation amongst beneficiaries is vital. In this light, integrated resource management becomes important and needs to be encouraged and supported by collaboration between various ministries such as MET, MLRR and MAWRD.

Development of communal land

The development of communal land is a crucial component of land distribution. Making communal land more productive not only improves the overall productivity of the land, but also increases the chance that it will help to alleviate the problem of land hunger.

Development of communal land could benefit from the community-based natural resource management (CBNRM) models developed by MET taking the form of conservancies and community forests.

The notion of virgin land in existing communal areas is being revisited further to IDC reports which may have been misleading. A recent KFW (German Development Bank) mission found the quantification methodology and its generalist application flawed on the following grounds:

a) There seems to be a dispute as to whether there is pristine or virgin agricultural land lying ready to be developed in the said areas, as all land is either seasonally used or is not yet fully developed for agricultural use.

b) In some areas, like Omusati, people living on communal areas do not endorse the development of the areas as smallholder private holdings.

c) Large areas of identified virgin land are to be proclaimed a conservancy.

Recommendations:

- An urgent reassessment of under-utilised or "virgin" land (according to the IDC definition) should be carried out in communal areas as an important prerequisite for future land reform plans.
- Strong links to other government initiatives such as the Rural Poverty Reduction Strategy, Green Scheme and CBNRM programmes need to be created.
- Policies on community-based resource management should be expanded beyond wildlife and tourism to incorporate other natural resources such as water, land and land-based economic activities.
- The impact of illegal fencing in communal areas should be assessed together with the impact of illegal fencing on the environment in general.

Institutional sustainability and coordination

The PTT review identified major constraints preventing actual performance from meeting desired performance. The ministry needs to focus on improving coordination, implementation and monitoring of the roles and responsibilities of different stakeholders in the land reform process.

Constraints such as limited capacity (human and financial) were identified. Capacity constraints were also evident in other State organisations, non-State actors and NGOs.

Recommendations:

- The Cabinet Ad Hoc Committee on Land Reform and the Project Steering Committee should convert into permanent structures.

- A Technical Coordination Team should be established within the MLRR to advise and facilitate the implementation of the proposed Land Reform Action Plan.
- Coordination within the MLRR and with line ministries falls within the portfolio of the Directorate of Planning, Research, Training and Information Services. The directorate should be strengthened in order to fulfil this mammoth task.
- The Land Acquisition Committee and the National Resettlement Committee should be merged to become one body responsible for land acquisition and resettlement.
- Human capacity-building to enable efficient and effective implementation of the land reform process at both national and regional level should be supported.

1. Introduction

1.1 Background

Permanent Technical Team established in August 2003

On 17 August 2003, the Minister of Lands, Resettlement and Rehabilitation announced the establishment of the Permanent Technical Team on Land Reform (PTT). Since then, the PTT has produced two documents namely:

(a) A background reference document entitled "Background Researchwork and Findings of the PTT Studies". This document captures the background research work and findings of the PTT studies.

(b) Recommendations of the PTT Project Steering Committee (PSC) to the Cabinet Ad Hoc Committee on Land incorporating an Indicative Action Plan on Land Reform. This document is entitled "Recommendations, Strategic Options and Action Plan on Land Reform in Namibia"

The PSC, comprising permanent secretaries from eight line ministries and government institutions, oversees work of the PTT. In turn, the PSC reports to the Cabinet Ad Hoc Committee on Land Reform, which comprises cabinet ministers from the eight line ministries and government institutions.

This report presents the PSC's recommendations to the Ad Hoc Cabinet Committee, PSC's overall impression of progress made by the PTT since its inception, and describes work done up to date, as well as the constraints and challenges encountered. The report is informed by the continuous assessment of the PTT work by the PSC, through regular debriefing and commentary sessions. This report is organised into two sections: Section One covers the narrative report and Section Two is a matrix summarising the strategic options and recommended actions.

1.2 PTT terms of reference

Objective: To formulate a strategic plan for land reform in Namibia

The PTT's objective, as set out in the terms of reference, is to formulate a strategic action plan for land reform in Namibia. If endorsed by the government and stakeholders, this action plan would map out the process of land reform in Namibia, assisting the government by formulating strategic options, rather than providing a "blue print" for land reform. The development of the strategic action plan is a process that will incorporate adjustments based on continual monitoring and evaluation of the land reform experience.

The main objectives of the PTT exercise include the following:

(a) To take stock of and evaluate land policies and land actions to date.

(b) To assist the Namibian government in the formulation of strategic options for land reform.

(c) To design a consultation process with stakeholders, to hold a series of workshops in the regions to review different options and thereby to facilitate consensus building.

Within the context of current policy and legal framework

This exercise is concerned with communal land, commercial holdings and State-owned land within the context of the development objectives as set out in NDP2. Specifically, the PTT is required to review land reform actions in Namibia within the context of the current policy and legal framework. In addition, issues pertaining to economic and financial sustainability, institutional sustainability and environmental sustainability are considered, as well as related issues such as gender, HIV and AIDS, and the status of farm workers.

1.3 Methodology

Several studies were commissioned for this exercise. The following have been completed:

(a) Review of the Policy and Legal Framework with Regard to Natural Resources Management in General, and Land Reform specifically (Dr Wolfgang Werner and the Legal Assistance Centre).

(b) Resettlement Database and Profiles of Beneficiaries (NEPRU).

(c) Training Needs Assessment of Land Reform Institutions (Mrs Christine Nesangano and Mrs Grace Kalunduka).

(d) Sustainable Rangeland Management for Resettlement (Mr Bertus Kruger, DRFN).

(e) Sustainable Water Utilisation (Mr Jack Kambatuku, DRFN).

(f) Cost Benefit Analysis of the Smallholder Model (1 000 - 3 000 ha farming units (Mr K. Stephanus and Prof. R. Sumaila).

(g) Impact of Land Reform on Farm workers (IPPR & Associates).

(h) Impact of HIV and AIDS on Land Reform (Ms I. Mogotsi & Associates).

Study still in progress:

(i) Socio-economic Survey of AALS/NSIS (NEPRU).

In addition, the PTT undertook several desktop studies in order to study as much literature as is available in Namibia, Southern Africa and the rest of the world.

A socio-economic survey was undertaken on a number of resettlement farms to capture socio-economic indicators of resettlement beneficiaries, as well as to hear their opinions and recommendations.

A stakeholder mapping exercise was undertaken which led to a consultative process through regional workshops and written inputs from national institutions. Future consultations at local level are essential before the adoption of the final outcome by Cabinet.

In addition, the PTT visited countries within the SADC region, as well as Brazil. The SADC countries visited include Botswana, South Africa, Mozambique and Zimbabwe. The goal was to gain valuable insight into the best practices applied within those countries.

1.4 Terms of reference

The PTT produced a work plan outlining activities and their logical sequence of implementation. The proposed work plan and budget was approved by the Project Steering Committee in November 2003.

Four major phases were identified: planning and technical preparation, background information gathering, analysis of data/information collected, packaging of information and writing of the report.

1.5 Constraints and challenges

The team initially experienced several administrative obstacles, for example the lack of office space, which delayed the project.

The work plan and budget were only approved by mid-November 2003. This had a great impact on achieving the objectives. The PTT was initially given a timeframe of nine months: from September 2003 to May 2004. This timeframe was extended to the end of November 2004 in terms of a Cabinet Ad Hoc Committee resolution.

2. Cross-cutting issues

2.1 Gender

Situation analysis

Women play a pivotal role in Africa as farmers responsible for a substantial share of food production, as primary managers of natural resources and as caregivers. However, women have been largely ignored in attempts to raise farm productivity and to reduce general vulnerability to technical and economic change. Many studies have demonstrated that unfair property rights through customary tenure systems in Southern Africa prejudice women. But in addition, it now appears that with the conversion to private property tenure systems, land rights are becoming concentrated in the hands of persons like community leaders and male heads of households who successfully exert their ownership over land, whilst many women are unable to participate fully in the land market and lose the few rights they had.

Women have been largely ignored in attempts to raise farm productivity and to reduce general vulnerability to technical and economic

In Namibia there is strong formal and public commitment to gender equality, in particular to the notion that women have the same rights as men to own and control land. This is borne out by key policy documents. However, the connection between modernising land tenure and sustainable development is not clearly established. While the removal of legal barriers to women's equality is of fundamental importance, laws in and of themselves are unlikely to overturn social structures, beliefs and divisions of labour which structure women's access to and control over land. Providing for gender equality in law is one thing, implementing this at village level entirely something else. The reality is that socio-cultural pressures make it difficult for women to assert their legal rights.

Socio-cultural pressures make it difficult for women to assert their legal riahts

Households are often assumed to be homogenous and egalitarian. This view ignores the power relationships in patriarchal households that put women in marginal and vulnerable positions. It is necessary, however, to ensure that female landowners are in fact the operators and managers of the land they acquire. There is evidence to suggest that men demand that their wives apply for land and then step in as de facto landowners or decision-makers. A woman's right to land is often determined by her marital status and by the laws on inheritance and divorce. Membership of households is important particularly to poor women, as it provides them with access to resources. Land policy and legislation need to protect and extend the rights of women within households.

Table 2.1: Total beneficiaries by gender under government resettlement programmes

		Count	Col %
Sex	Male	4 081	47.9%
	Female	4 441	52.1%
Total		8 522	100%

Although female beneficiaries constitute slightly more than half (52%) of the group or cooperative beneficiaries, other evidence suggests that whilst women are indeed gaining sole access to land through government resettlement schemes, few have legal rights or title deeds (NEPRU).

Current land policy and legislation provide for the individualisation of land rights in the form of long-term leases. In other parts of Africa, individualisation of customary rights has frequently led to the erosion of traditional obligations which are of important social security value for certain sections of society. Also, secondary rights of women and younger men, for example the right to collect fruits, fuel wood and other forest products, have often been neglected in favour of rights to cultivate. Registering land rights in the names of individuals may undermine the economic security of all members of village communities, and hold economic differentiation in check.

High illiteracy rates amongst women in many societies reinforce male domination of decision-making processes. Women often stay at home when men move away to find work. Support networks rely increasingly on women to look after children, the sick and the old. One of the implications of the AIDS epidemic is that this responsibility often falls on the shoulders of young girls, which makes them more vulnerable to food insecurity, famine and abuse. Circumstances are often such that women are more concerned with fulfilling short-term needs than with planning for long-term sustainable development and management of natural resources.

Recommended actions

- Reports produced by the Ministry of Lands, Resettlement and Rehabilitation should include information about women's access to land in both freehold and non-freehold areas.
- Different forms of tenure rights, including the right to property ownership, need to be devised to allow for collective use rights and overlapping claims.

- Institutional support for implementation of gender policies in the land and resettlement sector needs to be provided. Capacity should be strengthened in the MLRR through gender awareness workshops and gender training to intervene effectively at policy level.
- Raising awareness of gender issues among civil servants and those responsible for land administration, such as traditional leaders, is needed. Dialogue with customary authorities on women's rights to build bridges is better than a confrontational approach.
- Gender balance on the LRAC, land boards, resettlement committees and any other bodies involved in land administration needs to be improved.
- All gender-based laws and policy reforms must be enforced. All regulations with elements that disadvantage women should be reviewed to provide for a non-segregationist approach to land reform in order to influence change in the lending practices of financial institutions.
- Women's awareness of their rights and opportunities, and the need for them to make choices, should be increased. Gender insensitive attitudes should be discouraged at all levels of decision-making.
- Baseline gender information is not available in Namibia. This makes it difficult to monitor the impact of government policies on gender. Disaggregated research information would be an important monitoring tool for women's land rights.

2.2 Farm workers

Situation analysis

Farm workers show very little interest in becoming involved in resettlement schemes

Farm workers report a low interaction with government services and may not have been in contact with MLRR officials in order to register their interest in settlement projects. They show very little interest in becoming involved in resettlement schemes and about 91% of farm workers interviewed have never applied to be resettled. Most commercial farm workers interviewed were on farms close to resettlement farms and they were aware of conditions on these farms and the decline in living standards experienced by some resettlement beneficiaries. This is thought to be the most likely reason for their lack of interest in resettlement.

When asked to express a preference, however, they expressed strong preferences for commercial farming ventures and joint ventures, showing little interest in communal farming and resettlement. It is of note that these preferences also showed commitment to the rural, on-farm lifestyle and to farming as a full-time occupation.

2.2.1 Farm workers and the Affirmative Action Loan Scheme

The AALS is aimed at the emerging middle

While the resettlement scheme is aimed at the poorest of the poor, including farm workers, the AALS is aimed at the emerging middle class. Agribank provides subsidised loans to persons who have more than 150 LSUs or 800 SSUs. Farm workers do not have sufficient livestock to qualify for AALS loans. Furthermore, there is compelling evidence that the AALS loans have a negative impact on farm worker livelihoods. Wage levels and other benefits are lower for farm workers working on AALS beneficiaries' farms. Also, farm workers are often replaced by family members of the AALS beneficiary.

Recommended actions

- Farm workers should not only be included in the land reform programme, but should be a priority target group in land reform projects.
- There is general consensus that farm workers lack the management skills to become effective farmers overnight. Although the literacy level among farm workers on commercial farms is the highest among Namibian rural dwellers, it is still low. Commercial farmers should be required to assist with the transfer of skills to emerging farmers.
- Taking farm workers' strong preference for commercial farming and cooperation with commercial farmers into account, the following recommendation is made. Joint ventures and shared ownership models between commercial farmers and farm workers should be encouraged as an appropriate land reform strategy. Such an approach would transfer land from white commercial farmers to emerging black farmers, without compromising the important contribution of commercial farming to the country's economy.
- The AALS should be extended to farm workers, on condition that they undergo compulsory training in or der acquire equity shares in existing farming enterprises. This scheme should develop a model of shareholder protection to avoid the elites selling the property or making arbitrary decisions without the consent of all shareholders.

  NB: *These proposals strongly resemble the farm worker equity schemes which have successfully been implemented in South Africa. In these projects, farm workers qualify for grants (and reduced interest rate loans) if they wish to purchase equity (shares) in the farm on which they work or on a neighbouring farm in co-ownership with their employer. These projects generally result in increased labour productivity and higher incomes for farm workers. These projects also allow farm workers to acquire the capital and skills to become independent farmers. In the light of the traditional paternalist*

labour relations system in place on most commercial farms, farm workers may feel insufficiently empowered to challenge managerial decisions. These beneficiaries could serve as mentors for the farm workers, and protect and advance their interests in the joint venture.

- Housing forms an integral part of a farm worker's remuneration. Although tied housing can lead to undesirable dependency on the employer, it is a necessity in an extensive farming system such as Namibia. The proposal of the NFWU (see background reference document) should be supported, since tied housing should be regulated. It is therefore recommended that the tenure rights of long-serving retired farm workers and their legal dependents should be formalised through legislation. However, farmer owners express a concern that such legislation would lead to uncontrolled squatting on their farms. This risk is negated by the limitation of these occupancy rights to the pensioner and his or her legal dependents, namely minor children, a spouse and parents.

- The tripartite forum referred to as Namibian Agricultural Labour Forum (NALF), tasked with the responsibilities of negotiating wages and working conditions in the farming sector, should be expanded to include the MLRR and the MAWRD with the express aim of assisting with the formulation of land reform policy, strategy and instruments in the commercial agricultural sector, particularly with regard to farm workers. Furthermore, it is recommended that this institution be introduced at a regional level as well. If a trade union is not represented in a particular region, then the services of shop stewards, farm foremen and local farmers' associations could be utilised.

- It is recommended that the ministry investigate the implementation of the Sundays River Land Reform Initiative currently operating in the Eastern Cape. The initiative comprises commercial farmers' representatives, the community (the African National Congress of South Africa), local, regional and national government representatives, parastatals (the Land Bank) as well as the local member of parliament. The Sundays River Land Reform Initiative devised a local land reform strategy, with the commercial farmers acting as mentors and peer reviewers, whilst the community and representatives from the government and non-governmental organisations ensure political support for the process. Within one year of its inception, land to the value of R21 million has been delivered to more than 500 beneficiary farm worker families. This model should be investigated for its applicability in Namibia.

2.3 HIV and AIDS – observations from the PTT survey

Situation analysis

Little direct information could be obtained

Due to the stigma of HIV and AIDS, little direct information was obtained about beneficiaries' personal HIV or AIDS status. No accurate statistics about the prevalence and impact of HIV/AIDS in the study area could thus be obtained.

More than 90% of respondents in this survey indicated their personal health status to be "satisfactory", "good" or "excellent". Only one person reported poor health. Any admission of less-than-peak physical health was allegedly no more than tiredness – although this had lasted more than a year. Clearly, no real conclusion can be drawn from this.

Despite their "good health", more than 60% of respondents feared they may be suffering from an unidentified long-term illness. This could be attributable to a general fear of HIV and AIDS, rather than an indication of real health problems. This fear should be addressed in any future programmes or campaigns focusing on HIV/AIDS awareness. Perhaps HIV/AIDS campaigns have created awareness rather than added to people's understanding, especially if sexual partners have been long-term relationships, as applied to most relationships indicated in the survey.

On the other hand, many resettlement farms are very isolated and their occupants marginalised, preventing them from access to national education programmes and policies. Although the survey did not suggest any cause for concern, the high infection rates in the country as a whole suggest that this situation should be monitored.

HIV and AIDS ranked last after other more short-term concerns like stock theft, poverty, isolation, lack of medical services, alcohol abuse and crime

A high proportion of respondents indicated HIV and AIDS as major concerns for the community. However, when compared with other concerns, HIV and AIDS ranked last after other more short-term concerns like stock theft, poverty, isolation, lack of medical services, alcohol abuse and crime. Of the respondents interviewed, 17.4% knew of someone living with AIDS. Only 8.3% knew anyone who had died of AIDS and in each case, the person who had died was a family member. Long-term hospitalisation of people living with AIDS is not possible in the Namibian context – not only could our health care infrastructure not cope with this, but it would also lead to increased isolation and stigmatisation. The importance of relatives and friends as caregivers should be recognised and supported.

Of the respondents interviewed, 91% indicated that they had never been tested for HIV. This may be an indicate respondents' confidence about the fidelity of their sexual relationships, but could be attributed to little knowledge or the absence of accessible testing facilities.

An HIV/AIDS support group has been established on one farm only. This may be a further indication of the low levels of HIV/AIDS infection on the farms surveyed, however it will become cause for concern if more farm residents are infected with the virus.

No respondents felt that HIV or AIDS have an impact on farm productivity; however, almost 50% of respondents expressed the fear that HIV/AIDS might, in future, affect their land rights.

Recommended actions

- Set up a mobile testing clinic to enable residents to undergo voluntary testing for HIV/AIDS.
- Land rights should be clearly explained to resettlement beneficiaries to calm their fears about future security in the event of a primary beneficiary dying.
- Attention should be paid to improving nutrition, reinforcing community-based support mechanisms and strengthening the role of the extension staff to incorporate HIV- and AIDS-related strategies.
- Government and other stakeholders should work together to expand AIDS education programmes to reach marginalised groups.
- Support groups should be established on all farms.
- Condoms should be made available to resettlement beneficiaries.
- Multi-sectoral collaboration is essential if we are to stop the spread of HIV.
- HIV and AIDS-related matters should be incorporated in all national policies, strategies and programmes.

3. A flexible and appropriate policy framework

Namibia has developed a number of national policy instruments, for example Vision 2030, National Development Plans 1 & 2 (NDP1 and NDP2), and the National Poverty Reduction Support Programme (NPRSP) and Action Plan. The National land Policy, the National Resettlement Policy (NRP), the land Tenure Policy, the Water and Sanitation Policy, the Community-Based Natural Resource Management Policy and the decentralisation policy are examples of strong sectoral policies that contributed to the development of these instruments; however this study has identified a number of challenges pertaining to those instruments.

Vision 2030 has identified a number of objectives:

- To ensure a fair and gender-responsive society and equal opportunities for all citizens.
- To further the principles of democracy and good governance.
- To develop a diversified and competent human capital resource.
- To transform Namibia into an industrial country.
- To ensure a healthy and food-secure nation with a high standard of living.
- To ensure sustainable development through sustainable utilisation of our natural resources.

It is therefore proposed that the National Land Reform Programme should strive towards increasing land reform beneficiaries' incomes by providing adequate and appropriate access to land, as well as by improving and facilitating sustainable land use. This would contribute greatly to the wider national development goals of reducing poverty, creating employment and stimulating economic development as set out in Vision 2030.

It is further recommended that critical policy areas be reviewed to facilitate an integrated approach to decision-making to ensure greater consistency, collective resource mobilisation and concerted output delivery.

3.1 Existing national policy instruments

Situation analysis

3.1.1 Vision 2030

Vision 2030 recognises land productivity as a major factor challenging overall land-based economies – including Namibia's economy. Namibia has scarce water sources (surface and groundwater), varying grazing conditions and low biomass. Together, these result in low livestock carrying capacities (GRN 2004) and limit diversification of land-based economic activities.

Sub-Vision: Water

"Namibia's fresh water resources are kept free of pollution and are used to ensure social well-being, support economic development and to maintain natural habitats."

In order to reduce fresh water depletion, the Vision proposes an "Integrated Water Resources Management and Water Demand Strategy" that incorporates reduction of evaporative losses, water recycling, improving catchments and basin management.

Sub-Vision: land and agricultural production

"Land is used appropriately and equitably, significantly contributing towards food security at household and national levels, and supporting the sustainable and equitable growth of Namibia's economy, whilst maintaining and improving land capacity."

The Vision aims to ensure equitable access to land and other natural resources while they are used in a sustainable and efficient way. The Vision advocates a shift towards empowering local resource-users' communities to allocate rights and manage natural resources. Many sectors are implementing this approach through the community-based natural resource management and community-based management of water resources strategies. Legislative tools have been developed (the Amendment Act 6 of 1996 to the Conservation Act and the Water Resources Management Bill). However, progress in the land sector has yet to match improvements made in other sectors, particularly in communal grazing areas.

Land degradation

Various production systems contribute significantly to land degradation.

- Livestock production is a major culprit due to overstocking and overgrazing of natural pastures.
- Declining land cover due to excessive trampling with limited time to allow the natural vegetation to recover.

Sub-Vision: Forestry

"Namibia's diverse natural woodlands, savannahs and the many resources they provide, are managed in a participatory and sustainable manner to help support

rural livelihoods, enhance socio-economic development and ensure environmental stability."

Woodland ecosystems contribute immensely to rural livelihoods through energy (fuel), construction materials, wild foods and medicinal products, and animal grazing. Woodland and savannah ecosystems maintain environmental health by curbing soil erosion and climate control. The biggest threat to Namibia's forest ecosystems is fire.

3.1.2 National Development Plan 2

In general, NDP1 and NDP 2 are important instruments that identify medium-term interventions as stepping-stones towards the long-term development vision of 2030. NDP2 has identified priority areas for government with little mention of land and/or land reform, despite it being a contentious topic in many public debates.

NDP2 recognises the need for cross-sectoral participation in the planning and administration of land by other stakeholders (relevant government institutions, NGOs and communities) but the institutional framework to facilitate the contributions of other stakeholders to the process of land reform is not clarified. Many local, regional and national institutions are not aware of the roles they should be playing to support land reform.[1]

Recommended action

- The mid-term review of NDP2 underway in 2004 must provide for a coordinated sectoral response to land reform as a national programme supported by various institutions (public, private and NGOs). This would require MLRR to develop specific indicators to measure the impact of land reform on poverty reduction. The participation of regional and local actors in regional development planning and implementation of land reform and its targets must be supported.

3.1.3 National Poverty Reduction Strategy Programme

Situation analysis

The National Poverty Reduction Strategy Programme (NPRSP) demonstrates the growing awareness of a need for a framework to coordinate sectoral responses to poverty. The policy recognises the high income disparity in all spheres of the Namibian society.

The institutional framework to effect delivery of programmes towards poverty reduction needs strong monitoring and evaluation. At this stage, this specific aspect of the NPRSP is weak at both national and regional levels. The NPRSP was unable to link land reform to poverty reduction during the elaboration of the National Poverty Reduction Action Plan Programme.

Recommended action

- Review the NPRSP to include specific activities and indicators on how land and land reform could contribute to poverty reduction.

3.2 The land policy framework and specific land issues

3.2.1 The National Land Policy and the National Resettlement Policy

Situation analysis

The two key policy documents spelling out the aims and objectives of land reform in Namibia are the National Resettlement Policy (NRP) and the National Land Policy (NLP). The NRP is more explicit on resettlement objectives and target groups. The overall objective is to resettle eligible people in an institutionally, sociologically, economically and environmentally sustainable manner and in such a way that they become self-supporting.

Both the NRP and the NLP recognise the need for close cooperation and coordination with a number of other ministries and institutions. However, the role of non-State actors and other civil society groups in supporting land reform could be further elaborated.

The National Land Policy envisages the establishment of a Land Use and Environmental Board (LUEB) to "ensure that land use planning, land administration, land development and environmental protection are promoted and coordinated on a national and regional basis to guarantee environmental, social and economic sustainability." On the other hand, the proposed Environmental Management and Assessment Bill of 2004 envisages the establishment of an Sustainable Development Advisory Council to replace the concept of an Environmental Commission.

Recommended actions

- Review the NLP and the NRP to ensure their consistency with the provisions of the draft National Land Tenure Policy in addressing group rights in respect of communal pastures.
- Strengthen the participation of non-State actors in the implementation of NLP and NRP, and define their roles clearly.
- MLRR and MET should cooperate to clarify the role of the LUEB with regard to the Sustainable Development Advisory Council.
- Duties and responsibilities for LUEB need to be clearly defined and its membership accordingly determined. This will require an holistic view of land reform, including social, economic, environmental and cultural aspects of land reform. It is desirable for this board to have a solid legal foundation to ensure its effectiveness and sustainability.
- Review and amend the National Resettlement Policy to relax the selection criteria to cater for the needs of marginalised groups eg

the San, farm workers and other displaced groups in need of resettlement.

3.2.2 The draft Land Tenure Policy

The draft Land Tenure Policy begins to grapple with one of the major shortcomings of the National Land Policy, namely the issue of granting group rights to communal pastures to communities or villages. This develops a reference made in the NLP to a strategy of encouraging group tenure in non-freehold areas. Such proposals begin to bring tenure policy in line with other natural resource sectors such as water, wildlife and forestry, where the policy and legal framework governing access to these resources and their management provide for group user rights.

Recommended action

- Develop a clearly defined policy on group user rights to non-freehold land that has arisen from other provisions of the NLP and other land, water, agriculture and environment sectoral policies.

3.2.3 Communal Land Reform Act 2002

The principle goal of the Act is to provide for the allocation of rights in respect of communal land, to establish communal land boards, to provide for the powers of chiefs and traditional authorities and land boards in relation to communal land, and to make provision for incidental matters.

The Act came into effect on 1 March 2003 and implementation of the Act has begun.

The Communal Land Reform Act of 2002 aims to improve communal land tenure systems by restoring the powers of chiefs and traditional authorities and by creating communal land boards as new statutory bodies with the following functions (2002: Section 3):

- To control the allocation and cancellation of customary land rights by chiefs or traditional authorities.
- To decide on applications for rights of leasehold.
- To create and maintain registers for the allocation, transfer and cancellation of customary land rights and rights of leasehold.
- To advise the minister on regulations to be made to meet the objectives of the Act.
- To give effect to the provisions of the Act.

To date, 12 communal land boards have been established. A study undertaken in 2004 by Division: Land Boards, Tenure and Advice to assess the institutional capacities of land boards and traditional authorities identified a number of obstacles (usually related to human resources, finances and institutional issues) that prevent effective implementation of the Act.

3.3 Wider land policy framework

3.3.1 National Agricultural Policy

The National Agricultural Policy (NAP) aims to realise national goals of reviving and sustaining economic growth, creating employment opportunities, alleviating poverty and reducing income inequalities. Agricultural policies need to take into account the fact that land reform beneficiaries constitute a special category of farmers. Although they are not communal farmers, they are not yet commercial farmers either. Policy implementation should provide support services for land reform beneficiaries (for example access to credit, marketing, etc) without which, land reform is likely to lose some of its potential benefits. This calls for closer cooperation between MLRR and MAWRD.

Several studies have suggested that coordination between the MLRR and other line ministries in the planning and implementation of land reform has remained largely elusive. This burdens the MLRR with tasks that fall outside its mandate and for which it lacks the required competencies.

Greater coordination would facilitate more effective extension of services to resettlement farmers than is currently the case. Although the Directorate of Rural Water Supply supports water point associations, the Directorate of Extension and Engineering Services (DEES) does not provide similar support to farmers' associations, and cooperatives as such cooperative resettlement schemes operate outside the scope of the cooperative movement and do not necessarily benefit from services of the Division of Cooperatives. Marketing support packages must be developed to grant recently resettled farmers access to markets in order to integrate them into the economy. MAWRD and MLRR should investigate how to accommodate resettlement irrigation schemes under the Green Scheme initiative.

Greater coordination of services and more support packages for resettlement farmers is

Recommended actions

- It is recommended that the MAWRD, in collaboration with relevant ministries and other stakeholders, should review the NAP in order to provide services based on the specific needs of all farmers, including emerging farmers.
- An institutional framework to facilitate the inter-ministerial planning and coordination of activities and budgets in support of land reform is needed.
- A clear description of the roles that the public, private and civil sector institutions are expected to play is necessary.
- Land reform is a national programme that requires the concerted effort of government. Experience gained from the National Poverty Reduction Programme could guide land reform collaboration.

3.3.2 National Drought Policy

The National Drought Policy represents a significant policy shift in the government's strategy by transferring responsibility to the farmer.

Under the new policy, government would assist farmers with drought management.

Recommended action

- Strengthen the implementation of the National Drought Policy by encouraging farmers' preparedness in mitigating the consequences of drought.

3.3.3 Subdivision of Agricultural Land Act, No 70 of 1970

This is the only legislation that provides for subdivision of agricultural land. The Act aims to maintain "economic units" in the commercial farming sector by controlling the subdivision of agricultural land. According to the Act, the Minister of Agriculture, Water and Rural Development must approve any subdivision of agricultural land. The Act also prohibits the vesting of undivided shares in any person unless the minister approves it.

The current units based on livestock production do not allow for other forms of land use, for example, crop farming, horticulture, game farming and hunting.

Current scheme does not allow for any land use other than livestock

Recommended actions

The MLRR should:

- Strengthen coordination between MAWRD and MLRR in the implementation of the Act.
- The Act must be reviewed in order to facilitate subdivision of agricultural land to provide for the following:
  - (i) The Act should facilitate the subdivision of land to allow land use types other than agriculture and livestock production, provided that a subdivision plan is supported by a comprehensive environmental assessment report as well as a comparative value assessment in terms of land use.
  - (ii) Freehold farmers wanting to dispose of parts of their units to AALS beneficiaries.
  - (iii) Possible joint ventures between current land-owning farmers and AALS beneficiaries or other partnership arrangements between AALS beneficiaries.
  - (iv) AALS farmers whose financial means limit their needs to small parcels of land.

3.3.4 Community-based natural resource management policy (Nature Conservation Amendment Act, Act 5 of 1996, and the Forest Act, 12 of 2001)

The Nature Conservation Amendment Act (Act 5 of 1996) and the Forest Act (Act 12 of 2001) provide for the devolution of rights and responsibilities for natural resource management to community level through the registration of conservancies and community forests. These statutes form the basis of the community-based natural resource management (CBNRM) policy of the Ministry of Environment and Tourism, and have brought about fundamental changes in the status of natural resources (principally wildlife and wild plants) in rural areas. This policy provides for the restoration of depleted resources and the development of income-generating activities from these resources.

The 32 registered conservancies currently generate in excess of N$15 million per year, although many are in the initial stages of development and have depleted wildlife resources. This concept could provide a model for more integrated environmental and resource management at community level, and could further integrate aspects such as agriculture and water resource management, as well as the management of fire, which creates serious food security risks and causes environmental damage in many rural areas.

The Environmental Management and Assessment Bill, 2004, provides for the establishment of the Sustainable Development Advisory Council, the functions of which will include promoting coordination and cooperation between government institutions, non-governmental organisations, community-based organisations, private sector organisations and funding agencies on environmental issues relating to sustainable development.

Approval has been granted for the proclamation of ten community forests in terms of Act 12 of 2001. The provisions of this Act provide for more property rights over natural resources, including grazing, than those enjoyed by conservancies. For example, in terms of this Act, fees may be charged for grazing and use of other resources.

Recommended actions

- Review sector-based policies in order to provide for an integrated approach to natural resource management and planning as envisaged with the proposed LUEB and Sustainable Development Advisory Council.[2]

- Review sector-based policies in order to address consistency issues and the possibility of a more integrated approach in the management of the full range of natural resources on farmland.

  For example:

  (i) The devolution of powers to communities in the management and sustainable utilisation of natural resources as advocated

for CBNRM policy, through the conservancy and community forest models and the community-based management strategy under the Water and Sanitation Policy through water point associations to facilitate group rights in respect of communal grazing areas.

(ii) The streamlining of the National Agriculture Policy and Water and Sanitation Policy to address the needs of resettled farmers in terms of the extension services and water provision currently being advocated for in the National Land Policy, National Resettlement Policy, draft Land Tenure Policy and the draft Land Use Planning Policy. Such an approach would require greater coordination amongst line ministries and a possible new forum for such coordination.

Forest Act No 12 of 2001

The Act provides for the establishment of a forestry council and the appointment of certain officials to consolidate the laws relating to the management and use of forests and forest produce; to provide for the protection of the environment and the control and management of forest fires; to repeal the Preservation of Bees and Honey Proclamation, 1923 (Proclamation No.1 of 1923), Preservation of Trees and Forests Ordinance, 1952 (Ordinance No. 37 of 1952) and the Forest Act, 1968 (Act No. 72 of 1968); and to deal with incidental matters.

In accordance with Part 1 (2), the minister will appoint a forestry council with the following functions (3):

- To advise the minister on forest matters including legislation applicable to the forestry industry.
- To advise the minister on the preparation and implementation of the national forest policy.
- To advise on any matter which the minister or a council member has placed before Council.
- To advise any person or institution requiring assistance or information on forestry-related matters.

Part 3 enables the minister, in agreement with the Minister of Lands, Resettlement and Rehabilitation, to declare three types of forest areas: State forest reserves, regional forest, and community forest. With regard to community forests, the Act confers rights (subject to the management plan) to manage and use forest produce and other natural resources, to graze animals, to authorise others to exercise those rights, to collect and retain fees, and to impose conditions for the use of the forest produce or natural resources.

Environmental Management and Assessment Bill 2004

This Bill aims to establish general management principles for the environment and all natural resources, to promote a coordinated

and integrated management of the environment, and to give effect to the Environmental Assessment Policy.

Part 3 of the Bill makes provision for the establishment of the Sustainable Development Advisory Council (SDAC). Council members will include line ministries and institutions (Environment, Mines, Agriculture, Fisheries, Regional & local Government, lands, Works, the National Planning Commission), the Chamber of Mines, the National Union of Namibian Workers, the Institute of Town & Regional Planners, the Non-Governmental Organisations Forum, and two experts in sustainable development.

The current composition of the SDAC excludes representatives of organised farmers unions, which are the major resource users.

Recommended action

- Redefine the composition of the SDAC to include representatives of organised farmers' unions (NAU and NNFU).

The functions of the SDAC would include promoting coordination and cooperation amongst government institutions, NGOs, CBOs, the private sector and donors on environmental issues relating to sustainable development, advising the minister on policy changes and ensuring the integration of environmental considerations in all aspects of development.

3.3.5 Water and Sanitation Policy

Under the Water and Sanitation Policy (WASP) passed in 1997, government Resettlement made a radical policy shift by handing over management and control of water resources in communal areas to communal resource users. The community-based strategy was developed in order to facilitate the new, localised management.

The WASP places emphasis on communal areas and in this way excludes resettlement farms from the MAWRD's list of priorities relating to water provision and shared maintenance of resources and infrastructure. Although they do not form communities such as those found in non-freehold areas, land reform beneficiaries are usually not fully fledged commercial farmers and they have special needs with regard to the provision of water. Water point committees on resettlement farms will differ from those in non-freehold areas, as land reform beneficiaries will ultimately register 99-year leaseholds over their land.

Recommended actions

- The Water and Sanitation Policy should be revised to deal more directly with the specific requirements and demands of land reform beneficiaries, especially those residing on resettlement farms.

- MAWRD, in consultation with the MLRR, should investigate how to adapt the community-based management strategy and the subsequent establishment of water point committees (or similar structures) on resettlement farms.
- Shared water points significantly circumscribe the rights conferred to lessees. The effect this may have on access to credit needs to be investigated.

3.3.6 Water Resources Management Bill 2004

This Bill provides for the management, protection, conservation and use of water resources, the establishment of the Water Advisory Council, the Water Regulatory Board and Water Tribunal, and other incidental matters. It gives effect to the Water and Sanitation Policy and the community-based management strategy. It also authorises any executive agency to assist the minister with the implementation of the Act.

The minister will establish basin management committees on application by interested persons or on individuals' own initiative. The basin management committees will protect, conserve, manage and control water resources within their water management areas, promote community participation in the management and control of water resources, and prepare water resources plans for their respective basins.

At community level, the Act encourages and provides guidelines for local water point users to establish water point user associations and local water user associations. Members of the water point user associations will elect water point committees to oversee daily management of water resources and financial issues.

A special court to be known as the Water Tribunal will be established to hear and decide on matters relating to water resources. The proposed Water Tribunal will enable water point users associations and water point committees to lay charges against water users who do not comply with the provisions of their respective water point rules.

3.3.7 Decentralisation in the context of land reform

The National Land Policy provides for the decentralisation of some land administration functions. It provides for the establishment of regional land boards. Land administration in non-freehold areas will be the responsibility of land boards and traditional authorities. While customary land allocations will continue as before, land boards will register such allocations after ensuring that they comply with certain regulations, such as land ceilings.

The importance of clarifying respective mandates in more detail is underlined by the fact that while land boards and the land registration system will contribute towards the protection of the rights of vulnerable groups, they are geographically far removed from

local communities, meaning that the latter may find it difficult to enjoy the services offered.

Regional and constituency development committees are integrated to play the role of resettlement committees.

Recommended actions

- Investigate decentralising land boards to sub-regional level.
- Strengthen the institutional capacities of regional and constituency development committees to enable them to play a more prominent role in coordinating development initiatives related to land reform at constituency and regional level.
- Clarify the role of land boards with regard to development, planning and natural resource management at community level, especially with regard to conservancies and community forests.

3.4 Conclusion

It is clear from sectoral policies (on natural resources, water, land and agriculture) that a well-conceptualised, inclusive and integrated natural resources management policy framework is urgently required to streamline policy direction, institutional collaboration and harmonisation at national, regional and local levels, so as to facilitate a well-coordinated and effective implementation strategy.

End notes

[1] *Resettlement Survey 2004, Institutional Needs Assessment, 2004, unpublished reports.*

[2] *Proposed Environmental Management and Assessment Bill due for Cabinet, August 2004.*

[3] *IDC Report on Communal Land Development 2000.*

4. Acquisition of freehold land

4.1 Acquisition targets

Situation analysis

To date, access to agricultural land in Namibia for formerly disadvantaged Namibians has been facilitated by the State and by market-assisted acquisition schemes based on the "willing seller – willing buyer" principle. The State acquisition scheme known as the National Resettlement Programme (NRP) acquires land for resettlement purposes in the market. The Ministry of Lands, Resettlement and Rehabilitation (MLRR) is the primary custodian of this process.

Historically, access to land has been State-assisted or market-assisted

The Affirmative Action Loan Scheme (AALS) is a programme implemented by the Agricultural Bank of Namibia on behalf of the Ministry of Agriculture, Water and Rural Development (MAWRD). This programme assists formerly disadvantaged persons to acquire land by themselves on the open market with subsidised interest rates.

At the 2000 Cabinet Retreat in Swakopmund, the government set an acquisition target of 9,5 million hectares of freehold land to be acquired and redistributed by the year 2006. Between 1990 and October 2004, the two programmes together redistributed 4,31 million hectares, or 12% of the total area of freehold land in Namibia, benefiting some 2 151 families. This amounts to 45% of the 9.5 million hectare target. Since 1992, the AALS has redistributed nearly four times the amount of land the NRP has redistributed since 1990, namely 3.47 million hectares compared with some 874 000 hectares. In addition, the MAWRD transferred 398 859 hectares to the MLRR in 1992.

Table 4.1: Indicators for land acquisition for the period 1990-October 2004

Type of resettlement	No. of Beneficiary Families	Land area (Ha)	Total acquisition cost to GRN (N$)	Average cost per beneficiary (N$)	Average Land per beneficiary (Ha)	Avg. Cost to GRN/ha (N$/ha)
MLRR Individual smallholder (1000ha & 3000ha) model	300	530,477	81,600,527	272,002	1,768	154
MLRR Project (Group) farms	1,226	195,369	21,119,242	17,226	159	108
AALS	625	3,470,672	160,650,468	257,041	5,553	46
TOTAL	2,151	4,196,518	263,370,238			

Source: Calculated from MLRR and Agribank statistics

Since April 2004, State-led acquisition has been supplemented with expropriation in the public interest. As an initial action, some 25 farms were identified and owners thereof notified to begin negotiations with the MLRR. No farms have yet been acquired as the negotiation and legal process continues.

The current acquisition models have both advantages and challenges. These are briefly discussed before recommendations are made on how to proceed.

4.2 Acquisition models/methods

4.2.1 State-led acquisition through willing buyer – willing seller

Advantages

- GRN intervention may benefit poorer members of society who are unable to access the market themselves.
- GRN has more bargaining power than individuals for the purposes of access to valuation services, etc.
- GRN can direct the access to land according to targeted beneficiary groups and in this way have greater impact targeting poverty.

Challenges

- Needs a large operational capacity. Bottlenecks exist in terms of personnel availability (eg too few valuators) and administrative procedures that increase the time between the offer to purchase and actual transfer. (The average time between offer and transfer is approximately 301 days –

roughly 10 months – although this time varies from as little as 130 days to as much as 789 days.)

- Transaction costs for all parties are increased.
- A non-competition policy with the AALS has made this approach less efficient. The non-implementation of the right of first refusal undermines this intervention seriously.
- Given that the poorer strata of society are the main target beneficiaries of resettlement on State-acquired farms, the provision of post-settlement support is fundamental to the success of this approach. Such support should be expanded to provide access to higher value forms of land use than just livestock production, especially since the individual smallholder resettlement model intrinsically limits livelihood and, by implication, the poverty reduction that may be achieved.

4.2.2 Expropriation

Although not yet fully implemented, expropriation has been initiated by the government. This approach has advantages, but also presents challenges.

Advantages

- GRN can identify land to acquire without waiting for it to come on the market.
- This would allow the GRN to acquire land in clusters (not necessarily neighbouring farms, but farms close to each other) in order to save support costs.
- The acquisition of land by the State would be accelerated.
- The legal instruments are, largely, in place.

Challenges

- This is not necessarily a cheaper option as fair compensation must be paid. If a landowner should object to the expropriation, this may lead to lengthy legal arbitration and hence prolong the acquisition process.

4.2.3 Affirmative Action Loan Scheme

Advantages

- Direct access to land of beneficiaries' own choice. Beneficiaries do not have to wait to be resettled by the State.

- Beneficiaries have full ownership over land.
- Income potential is higher as property sizes are larger.
- Time from identification to actual access is short. This lowers transaction costs for both buyer and seller.
- Has redistributed nearly four times as much land as the GRN intervention to date. More efficient redistribution.
- Lower fiscal cost to GRN to provide access.

Challenges

- Currently only available to wealthier members of society as minimum requirement of 150 LSU represents a high capital asset base.
- Interest subsidy increases demand for land and hence puts upward pressure on land prices (especially in the absence of an increase in the supply of land).
- Abundance of buyers, higher prices offered and quicker transaction periods appear to have reduced the amount of land made available to government through the willing buyer – willing seller system.
- Land particularly suited for smallholder or group resettlement models, or for intensive production that may have a greater potential for alleviating poverty in resettlement beneficiaries, ends up being bought through the AALS scheme.
- Currently only individuals qualify. This means that debt burdens are high. Subdivision restriction means that the size of the land is not always appropriate to the specific need. High debt burdens make it unlikely that AALS beneficiaries are able to invest in higher value production and so land with such potential may not be optimally developed.
- Land use options other than livestock farming are not considered. This further limits access to land.

4.3 Alternative acquisition methods/models

There are other appropriate mechanisms to facilitate the redistribution of land to formerly disadvantaged Namibians. Some are discussed below, but this list is not exhaustive.

4.3.1 Negotiated land reform

This is not a form of acquisition per se, but rather a facilitative mechanism through which more land could be made

available. In this case, the government would take the lead role in bringing different stakeholders together in order to facilitate the transfer of land from private owners to the NRP and/or market-assisted programmes like the AALS and/or other innovative mechanisms of land redistribution (equity schemes, joint ventures, etc).

A permanent forum for discussion is necessary to facilitate land

Consensus is required between sellers (current landowners) and buyers (in this case the government) that the distribution of land is not fundamentally different from the redistribution of other national resources such as mining or fishing rights. Negotiated land reform is a crucial tool for the Namibian government and landowners. The negotiated settlement approach was successfully utilised during the Namibian Constitution negotiations at Independence. A permanent forum for landowners and the government to discuss plans for distribution is required.

The proposal of negotiated land reform as an appropriate approach in Namibia has taken the Zimbabwean experience into account. Discussions in Zimbabwe indicated that many people believe a forum for land reform negotiations would have prevented many of the difficulties which subsequently arose.

Functions of the permanent forum

- To set and review targets, eg What land should be acquired? How much land? Where should it be situated? For what use would the land be intended? At what cost? Over what period of time?
- To develop indicators to measure progress towards achieving the targets collectively.
- To facilitate on-going stakeholders' discussions.

Advantages

- Targets for land acquisition could be negotiated on a consensus basis between landowners and the GRN. This would result in better buy-in from stakeholders.
- Would lead to less uncertainty about whom, what and how land reform and targets impact.
- Could set targets for both State acquisition and the market-assisted approach.
- Negotiated land reform would foster long-term macro-economic stability through investor confidence.

- Could result in clusters of farms being offered.

Challenges

- Not all landowners are part of organised institutions like the NAU.
- Mediation might be necessary if no consensus can be reached.

4.3.2 Corporate ownership

Beneficiaries would benefit from dividends and profits

The State could acquire large corporate farming enterprises such as dairies and large scale irrigation projects. Shares would be allocated to selected beneficiary families. Similar to the principle of shares in fishing quotas, the beneficiaries would benefit from dividends and profits paid out, rather than taking over the operations of these enterprises. Access to income deriving from the land is facilitated, rather than direct access to land. Poverty would be reduced as more people benefit financially. The State would incur fewer costs in terms of post-settlement support. Similar approaches are being observed in South Africa and in the Namibian fishing sector.

The challenge is that investment in agriculture may take some time before positive returns (and hence profit payouts) are realised. Reinvestment of profits or part thereof would be necessary in order to secure sustainability. This needs to be taken into account by both beneficiaries of such ventures and the government.

4.3.3 Equity schemes

The possibility of farm workers and/or other formerly disadvantaged Namibians becoming shareholders in existing farming operations should be investigated more carefully. This could be facilitated through different incentive schemes, including the proposed expansion under the AALS. Equity schemes have been tested in South Africa, especially in high value farming ventures such as grape farms.

Farmland or user rights (eg grazing rights) leased to formerly disadvantaged Namibians or made available by current landowners to farm workers should be inventoried and the terms under which such land or rights are leased or allocated should be formalised to prevent exploitation, promote tenure security and enable MLRR to have better insight into the amount of land made available in this way and the number of beneficiaries. The MLRR, in consultation with other stakeholders,

should compile standardised lease and rights allocation agreements and landowners should be required to lodge such agreements with MLRR.

4.4 Recommendations

4.4.1 Future distribution plans

Namibia's land redistribution efforts require strong State and donor intervention, given the unequal distribution of capital in the country and the resultant minority control over land. Given the resource limitations of the Namibian government, it is suggested that much has been achieved to redistribute land.

Targets are needed to determine the quantity and quality of land required for resettlement within any given year. It is necessary to plan the amount of post-settlement support required and the form that such support would take. The strategic plan for such distribution could be implemented in three five-year phases.

Other factors which play a crucial role should be taken into consideration when making top-level policy decisions. These factors include the impact of land reform on farm workers, the impact of HIV and AIDS, and the effect of land reform on matters relating specifically to women and gender issues.

Recommended action

- The government should raise its redistribution target from 9.5 million to 15 million hectares of freehold land by the year 2020. It is believed that higher acquisition targets would both maintain current economic production levels and simultaneously introduce formerly disadvantaged farmers into the mainstream of the country's economic production.

4.4.2 Acquisition methods

Recommended actions

a) State-led acquisition through negotiated land reform using willing buyer – willing seller and/or expropriation

- All farms or interest in farms (like shares) must continue to be offered to the MLRR for first consideration. If the ministry does not intend to buy such farms (or shares in farms), it could decline in favour of AALS.

  Exemptions in favour of AALS beneficiaries should, however, be subject to the provision of detailed information of the

intended transaction, including the furnishing of the agreement of sale. This is proposed in order for the MLRR to determine that fair procedures were followed and that land prices are not exorbitant. In cases where the MLRR feels that prices are unnecessarily high, the exemption could then be withheld until a more reasonable agreement has been reached.

Capacity and funds permitting, information on land values of farms on offer should be made available by the MLRR Directorate of Valuation to prospective AALS buyers through Agribank. This would have a stabilising effect on land prices. This option may lead to fewer farms on offer in any given year, but the ministry could expropriate land if necessary.

- In order to increase both time- and cost-efficiency, current State-led acquisition procedures could be merged or conducted concurrently. In addition, it is recommended that more authority be deferred to the Directorate of Valuation as well as to staff at the Division of Land Use Planning and Allocation to enable them to make decisions about whether or not to assess and valuate farms and, if suitable, to buy such farms. This would be subject to LRAC review.
- Government, through the MLRR, should take the lead in negotiating with current landowners (through representative bodies such as the NAU) on the short- and medium-term pace of land reform. A high-level negotiating team under the leadership of the MLRR should be established to drive this process.

  This team should indicate targets, such as the number of hectares required for resettlement and the regional distribution of land to be acquired annually. It would then be incumbent upon landowners to assist government in the identification of suitable farms for this purpose as well as in the negotiations for acquisition. This should be done within a certain timeframe (perhaps 6-12 months) and should include various issues like what land, in which areas, and by what mechanism(s).
- Expropriation can be used in conjunction with this negotiated land reform approach, where for instance specific land areas are targeted through negotiated consensus (for example, farms adjacent to communal areas or a number of farms in the Maize Triangle or within irrigation schemes associated with major State dams or within peri-urban areas). Such an approach would make the expropriation

policy more transparent and hence deal effectively with misconceptions that may arise. The public would thus be informed of the criteria and the basis on which expropriation may be anticipated.

This approach would speed up the provision and affordability of essential services such as education, health, roads and infrastructure, as well as post-settlement support in form of agricultural extension and support.

b) Affirmative Action Loan Scheme, broadened and strengthened

- The AALS should be expanded to cater for more people by introducing a group borrowing option. For example, two or more families could establish a legal entity such as a closed corporation and then apply to buy a farm. Criteria would necessarily include:
  (i) That groups jointly own at least 150 LSU or 800 SSU, or the equivalent in capital.
  (ii) That joint liability is accepted through a binding agreement between group members that provides for the group's right to lease out the land share of a member in arrears or to sell the share of a member who is in default. Beneficiaries would not necessarily produce together, but would be jointly responsible for the loan.

  Individual beneficiaries would incur less debt, whilst more people have access with the same subsidy. Thus, cost to the government per beneficiary would be greatly reduced.
- Given the increase in corporate ownership patterns, opportunities may exist for potential AALS candidates to acquire shares in farmland held by corporate entities. The AALS scheme should consider beneficiaries obtaining loans to acquire shares in existing landowning enterprises (like joint ventures, equity schemes, etc). This scheme may even be beneficial to farm workers wishing to acquire shares in the farm on which they are employed.

  Specific conditions should be attached to this loan option such as selling only to a specific category of people, like farm workers or previously disadvantaged people.
- Another option would be to consider a lending option for other land uses such as intensive cropping, aquaculture, game farming, non-traditional agriculture or tourism. Currently, the requirements under the AALS are biased towards livestock production. The Parliamentary Standing Committee on Economics, Natural Resources and Public Administration (National Assembly, 2004) has

recommended that more flexibility be granted in the minimum requirements under the AALS to provide for smaller pieces of land by way of subdivision, as well as other land use activities. MLRR should accordingly identify suitable land units for alternative forms of higher value land use for those persons who wish to acquire land specifically suited to such forms of land use, and where such land units may currently form part of freehold farms.

Projected Freehold Redistribution Strategic Plan 2006-2020

Model/Scheme Category	Estimated Cost/Subsidy per hectare (N$/Ha)	Average Hectares per Beneficiary Family (Ha)	Projected number of Beneficiary Families	Target Land Area (Ha)*	Estimated Land Acquisition Cost over total period (N$)	Estimated Land Acquisition Cost per annum (N$/year)	Average Unit Cost per Beneficiary Family (N$/Family)
1. Individual Smallholder model							
1.1 No land, no income, no livestock	250	1,000	2,000	2,000,000	500,000,000	33,333,333	250,000
1.2 No land, no income, some livestock	250	1,000	1,000	1,000,000	250,000,000	16,666,667	250,000
1.3 No land, some income, some livestock	250	1,000	600	600,000	150,000,000	10,000,000	250,000
Individual Resettlement Total			**3,600**	**3,600,000**	**900,000,000**	**60,000,000**	**250,000**
2. Group Smallholder model							
2.1 Freehold Group Resettlement	250	250	2,000	500,000	125,000,000	8,333,333	62,500
Total Resettlement in Freehold Areas			**5,600**	**4,100,000**	**1,025,000,000**	**68,333,333**	**183,036**
3. Affirmative Action Loan Scheme**	80	5,500	1,127	6,200,000	496,000,000	33,066,667	440,000
Total Freehold Land Objectives			**6,727**	**10,300,000**	**1,521,000,000**	**101,400,000**	

* Land area

Resettlement: Until date some 874 000 hectares already acquired of the proposed 5 million hectares, leaving roughly 4.1 million hectares to be acquired over the projected 15 years of the programme.

AALS: Current land area acquired under the AALS is some 3.47 million hectares. Assuming that the accelerated programme will start in 2006, it is estimated that until then the AALS land area would be some 3.8 million hectares.

** AALS: Subsidy component estimated at some N$80/hectare, i.e. cost to GRN.

5. Development of redistributed land

5.1 Beneficiary selection

Situation analysis

Although the resettlement policy defined resettlement eligibility criteria, various administrative and practical constraints, like droughts, have prevented the ministry from applying them in full. General eligibility criteria apply, like landlessness, resource ownership, ability to access capital, farming track record, ability to operate and maintain agricultural equipment and infrastructure, and readiness to relocate, based on the principle of self-selection. Namibia's regular droughts have resulted in the ministry not always following resettlement eligibility criteria. In some cases, access was granted outside the normal eligibility criteria and beneficiaries failed to leave the areas after the intended relief period.

Establishing selection or eligibility criteria for resettlement has been a challenge for many countries dealing with land reform. Namibia's case is no different.

Recommended actions

- The government needs to improve beneficiary selection and screening, and should revisit the current criteria used to determine whether the current distribution of beneficiaries is socially and politically suitable. Resettlement policy should take into account the established priorities of those groups of people in need of resettlement.
- Recent study visits have shown that increased beneficiary success rates can be achieved through decentralised, community-driven selection processes. This could be facilitated by future policy amendments. These policy amendments could draw on regional poverty profiles developed by the NPC to prioritise categories of beneficiaries who indicate a preference for rural, agriculture-based lifestyles as well as an aptitude for agriculture and/or other land-based production.

5.2 Support systems to beneficiaries

Situation analysis

The objectives of the National Resettlement Programme are:

- To enable resettled farmers to become economically self-reliant.
- To enable resettled farmers to participate in the wider economy (and pay income tax).
- To create jobs.

Studies show that beneficiaries resettled on individual allotments have doubled their personal asset base since being resettled. Farm incomes, however, remain very low at an average income of N$7 000 per annum, due to inadequate post-settlement support. On average, each beneficiary is allocated 1 500 ha; the income generated is thus N$5.00/ha.

The group resettlement study revealed that a beneficiary household earns an average income of N$460 per annum from livestock sales before input cost. This figure, when compared with the average group beneficiary income (from all income sources) of N$59, paints a grim picture of reliance on food aid from the government. This situation is compounded by the fact that about 78% of all household members have no other source of income.

A comparative review of the real economic benefits of past land settlement programmes, including the German colonial period, the Afrikaner Land Settlement scheme and the Bantustan Administration resettlement schemes, examined implementation successes and failures in order to design optimum post-settlement support packages for current beneficiaries. The study identified two common elements. Firstly, land reform efforts are costly; secondly, providing access to land needs well-planned and packaged post-settlement support schemes in order to make beneficiaries successful. The PTT estimates that the budget for effective settler support should be at least two-thirds of the investment cost of land acquisition. Similar post-settlement support packages were observed in Brazil and South Africa. Since 1995, Brazil has managed to resettle 580 000 families on approximately 20 million hectares of land at a cost of USD13.2 billion.

In conclusion, the review determined that the basis for land reform lies in its socio-political objectives:

- To achieve broad-based development through mass-based sectors with well-established traditional skills, namely agricultural development.
- To constitute a form of political redress for past injustices inflicted on African people.

Recommended action

- Support packages need to be tailor-made for different classes of farmers according to their defined needs. A farm worker with no education will have a different set of abilities and needs from a teacher or clerk. MLRR should define the different categories of beneficiaries and appropriate support packages. Below are three examples of targeted post-settlement support packages as a basis for future discussion.

Settlement Support Packages Category 1: People with neither land, income nor livestock

Description	N$	Comments
1. Direct Establishment Grant	20,000.00	Restocking ,Tilling Support, Beneficiary Support Assistance
2. Infrastructural Maintenance Grant	20,000.00	Infrastructural development over three years
3. Technical Assistance Grant	10,000.00	Technical Support over 3 years
Total Grant	**50,000.00**	
4. Credit Facility Limit	20,000.00	Credit limit with 25 % subsidy
5. Total Support Entitlement	**70,000.00**	

Settlement Support Packages Category 2: People with no land no income, but some livestock

Description	N$	Comments
1. Direct Establishment Grant	15,000.00	Restocking ,Tilling Support, Beneficiary Support Assistance
2. Infrastructural Maintenance Grant	15,000.00	Infrastructural development over three years
3. Technical Assistance Grant	10,000.00	Technical Support over 3 years
Total Grant	**40,000.00**	
4. Credit Facility Limit	60,000.00	Credit limit with 25 % subsidy
5. Total Support Entitlement	**100,000.00**	

Settlement Support Packages Category 3: People with no land, but with income and livestock

Description	N$	Comments
1. Infrastructural Maintenance Grant	10,000.00	Infrastructural development over three years
2. Technical Assistance Grant	10,000.00	Technical Support over 3 years
Total Grant	**20,000.00**	
3. Credit Facility Limit	100,000.00	Credit limit with 25 % subsidy
4. Total Support Entitlement	**120,000.00**	

All scenarios include a three-year period of grace.

- **Restocking grant**

This grant is earmarked to provide for livestock acquisition over a three-year period and 75% of the direct establishment grant is proposed. If a beneficiary does not need the restocking facility, this money could be used for relocation costs incurred by the beneficiary.

- **Beneficiary support assistance**

This specific grant is aimed at the two lower categories of beneficiaries and would serve as a bridging grant for a period of one year. This facility is modelled on the current old-age pension and could help to prevent resettlement beneficiaries from using the breeding stock acquired during the first year for personal consumption or to generate an income.

- **Tilling grant**

This grant would enable resettlement beneficiaries to establish home gardens by providing access to seeds and tractors to encourage food self-reliance.

- **Infrastructural development over three years**

This would help beneficiaries to maintain the crucially important water provision infrastructure. It is intended that this grant would be spent over three years. Beneficiaries sharing a water source could contribute in equal shares from their individual entitlements.

- **Monitoring and evaluation grant**

This grant is intended to cover implementation costs and is intended to enable the government to outsource the implementation of these post-settlement support packages to

service providers like financial institutions and other competent organisations. It is calculated at 30% of the total grant.

- **MET wildlife breeding stock seed capital support facility**

This programme aims to help resettled farmers enter the lucrative wildlife farming and tourism industries to complement other forms of land uses.

Breeding groups of selected species would be loaned to farmers in terms of a contractual agreement which would provide that the original number of animals introduced would be recoverable by MET, whilst the remaining stock would become the property of the farmer. During the contract period, technical assistance would be provided and a degree of economic utilisation of the breeding stock and their offspring would be permitted. This facility would be best suited for land with game-proof fencing, but certain species of wildlife could also be kept on other fenced land.

Settlement Support Projections 2006 -2020

Suggested Settlement Scheme	Projected Number Beneficiaries	Unit Cost of Grants per ben.	Projected Cost of PSSS Basic grants over 3 yrs.	Loans per beneficiary	Unit Cost of loan grant per Ben. / PSSS*	Projected Cost of PSSS Loans over 3 yrs.	Projected Cost to the MLRR over Total period	Total PSSS Cost Annually
1. Individual Resettlement								
1.1. No livestock, no income and no land	2,000	50,000	100,000,000	20,000	5,000	10,000,000	110,000,000	7,333,333
1.2. Some livestock, no income and no land	1,000	40,000	40,000,000	60,000	15,000	15,000,000	55,000,000	3,666,667
1.3. Some livestock, has income and no land	600	20,000	12,000,000	100,000	25,000	15,000,000	27,000,000	1,800,000
Total Individual Resettlement	**3,600**		**152,000,000**			**40,000,000**	**192,000,000**	**12,800,000**
2. Group Resettlement								
2.1. Commercial Group Resettlement	2,000	50,000	100,000,000	20,000	5,000	10,000,000	110,000,000	7,333,333
2.2. Communal Group Resettlement	20,000	50,000	1,000,000,000	20,000	5,000	100,000,000	1,100,000,000	73,333,333
Total Group Resettlement	**22,000**		**1,100,000,000**			**110,000,000**	**1,210,000,000**	**80,666,667**
Total PSSS	**25,600**		**1,252,000,000**			**150,000,000**	**1,402,000,000**	**93,466,667**

*This cost constitutes only 25% of the total loan

5.3 Water and rangeland management

Situation analysis

The resettlement process sees large farming units being subdivided into smaller allotments on which individual families may be resettled. This will mean that certain infrastructures and resources must be shared and poses certain challenges for the sustainable management and utilisation of resources, especially water. In some cases, optimal utilisation of rangelands is limited by the challenge of sharing water resources.

Disparities of wealth, different expectations, competition, jealousy, and to a certain extent, different cultural backgrounds, inhibit cooperation and coordination at farm level.

In some cases, the legal and institutional vacuum created by the absence of a monitoring agency to oversee the smooth implementation of resettlement, illegal occupation and abuse of power cloud the situation even further. Consequently, beneficiaries may not feel a sense of ownership over water points and related installations. This may make them reluctant to spend money on repairs and maintenance. No attempt is made to monitor and regulate water consumption on the farms.

Recommended actions

- The resettlement of a homogenous group – whether a large family or a self-selected group who want to farm together – should be considered. This should not be done through enforced grouping, as is the case with current "group" farms, but rather by voluntary self-selection of groups. In this scenario, a group takes joint responsibility for the management of the farm as a single unit. One immediate advantage is that the beneficiaries would either know each other, or would have made a conscious decision to cooperate with each other. Nevertheless, both institutional support and prior preparation are required.

- Providing each individual with a borehole would pose financial, technical and environmental problems. Instead, beneficiaries should be encouraged to cooperate and accept joint responsibility for shared resources. For example, water point committees similar to those established under the Water and Sanitation Policy could be established. Technical and institutional support would ensure the sustainable management and utilisation of the natural resources. In terms of drought-mitigating strategies, cooperation amongst beneficiaries for the optimal utilisation of the whole farm may be beneficial.
- Integrated resource management will become important and should thus be encouraged and supported through the collaboration between various ministries such as MET, MLRR and MAWRD.
- A need exists for an up-to-date database of prevailing conditions on farms. The database should be held at the Department of Water Affairs. Beneficiaries could be encouraged to take samples of their water for hydro-chemical analysis on a regular basis. To avoid prohibitive costs, the collection of baseline data on the ground needs to be entrusted to people who are on the farms every day.

5.4 The right to extend grazing rights to others

Situation analysis

The main aim of the resettlement process is to enable formerly disadvantaged families to make a living. Most beneficiaries have very low (if any) income, few livestock (if any) and little or no productive capital. The current resettlement programme offers little by way of post-settlement support in terms of start-up capital or grants. It stands to reason that many beneficiaries must seek alternative sources of income from their land. Many allow other people to use the land for a fee, however this is in conflict with the provisions of the resettlement policy and the lease agreements that beneficiaries enter into with the MLRR.

The problem is further exacerbated by the fact that they have no recourse against lessees who do not pay. Once lessees place livestock on the land, controlling their numbers becomes a problem. People fear losing their access to the land. Rental fees received by beneficiaries were in most cases far below the market price, or non-existent.

5.4.1 Advantages of extending grazing rights to others

- **Economic advantages**

Allowing other people to use a beneficiary's land for a fee could provide some income for that beneficiary. Below is a simple calculation of what such a family could earn from subleasing their land.

Rent/LSU/Month (N$)	Number of LSU	Income/Month(N$)	Income p.a. (N$)
20	100	2 000	24 000

The current average net income per beneficiary from his or her own production, currently on the farms according to the resettlement survey is some N$7 000 per annum compared with a potential income of N$24 000. This would reduce the need for post-settlement support and rental payable by the beneficiary to the ministry would be paid from this revenue.

Being permitted to grant the right to use the land gives the land an economic value, which could be of assistance when applying for a loan.

- **Administrative advantages**

The reality is that many beneficiaries grant other people the right to use the land for a fee. This makes sense to any responsible person who has a family to provide for. If legal contracts to protect the beneficiary and the MLRR were drawn up to determine the amount to be paid, the time period of the agreement, the number of livestock allowed, the ministry would have greater administrative control and the bargaining power of the beneficiary would be

increased. Sustainable usage of the land could also be monitored.

Although the administrative duties of regional offices may increase, this would be offset by the advantage of having better control.

- **Social advantages**

HIV and AIDS may mean that some families lose their "farmers" and will be faced with loss of income and eventually loss of their land. Allowing others the right to use the land for a fee would allow them to retain this asset and would generate an income for the family, whilst simultaneously ensuring the productive use of the land.

Is it in the spirit of land reform to allow beneficiaries to give others the right to use their land? Should only the resettlement beneficiaries themselves farm on the land? Surely the aim for resettlement is to empower beneficiaries to generate an income for themselves? If the government is unable to provide significant post-settlement support, the poorest beneficiaries will not be able to use the land effectively to support themselves.

The Estate Management Division could facilitate the drafting of contracts and co-manage the land to realise the intended objective.*

Recommended actions

- The lease agreements entered into between the beneficiaries and the MLRR could be amended in order to make provision for beneficiaries being allowed to grant others the right to use their land for a specified period in cases where they are not able to utilise the land themselves in order to give the beneficiary an opportunity to acquire capital (whether in the form of money, livestock or seed).
- The regional offices of the MLRR should facilitate the drafting of legal sub-lease agreements and act as mediators in cases of dispute.
- That a portion of the income thus generated by resettlement beneficiaries be paid into a central account in order to facilitate the acquisition of

productive assets (for example cattle) and to start utilising the land.

5.5 Credit and collateral issues

Situation analysis

Commercial banks have indicated that a 99-year lease may not in itself be sufficient security for credit. To compensate for this problem, the government could create a loan guarantee fund for leasehold farmers. This fund could be similar to the AALS scheme, and could be administered by Agribank or another financial institution. To take account of differences between beneficiaries, different types of loans could be designed. Residents of non-freehold areas who comply with the requirements of a lease in the communal areas as stipulated in the Agricultural (Communal) Land Reform Act of 2002 would qualify for a guaranteed loan.

Recommended actions

- The MLRR could introduce a loan guarantee fund for resettlement beneficiaries for the purpose of obtaining farming credit using the lease as security.
- It should be investigated whether, as a future option, beneficiaries could be allowed to purchase their allotments from the government if they so wish. This approach was observed in Brazil. The MLRR could obtain a right of first refusal, as applies to the sale of commercial farmland. This right could then be waived in favour of a new or existing beneficiary wishing to purchase the land. This would also effectively give the lease a value for the purposes of securing a loan.

5.6 Grazing and rental fees

Situation analysis

Rental fees represent an important source of revenue to the government in order to maintain the resettlement farms, which the government is legally obliged to do. This revenue is supposed to be paid into the Land Acquisition and Development Fund. Grazing fees have been proposed as a practical instrument to partly address the issue of rental fees. To date, no grazing fees have been collected. This is attributed to the fact that the standard lease agreement (as amended) has yet to be approved by the Land Reform Advisory Commission.

Determination of grazing fees presents some problems. The fees have been set at N$1.50 per large stock unit and 50c per small stock unit. Fees are calculated on the carrying capacity of the land (the potential number of animals able to graze on the land). Investigation revealed that fees were determined arbitrarily by the National Resettlement Committee as far back as 1998 and have never been adjusted to make provision for inflation. In fact, there is no official procedure for calculating fees. The current fees are extremely low and would certainly not cover maintenance costs. In fact, it is doubtful that the fees even warrant collection costs.

Lease agreements have not yet been registered at the Deeds Office due to a severe bottleneck in surveying farms. The Deeds Act requires that a surveyed diagram of the specific allotment must accompany a lease agreement before it can be registered. This non-registration means that beneficiaries may justifiably withhold at least part of their obligatory payment of the lease (grazing) fee.

Recommended actions

- Determination of rental fees should be based on a farm-by-farm basis. The MLRR divisions of Valuations and Estate Management and Land Use Planning should be able to assist in this regard, given the valuation and assessment of farms for acquisition. These valuations could be used as guidelines for determining a base value for grazing fees. Factors that should be

considered are grazing potential (carrying capacity), water supply and infrastructure availability. The ability of a beneficiary to pay may of course warrant consideration during the determination.

- Bearing in mind the fact that such beneficiaries are not affluent, one option would be to give a grace period to beneficiaries to pay. This grace period should be for the first two or three years, being the period during which beneficiaries require the most support. Nonetheless, fees should be collected as soon as possible. The resettlement survey showed that many beneficiaries are lower-middle income earners who may well be in the position to pay some grazing fees. Exemptions could be made in cases where lease agreements have not yet been registered.
- The collection of grazing fees should be done through the regional offices of the Ministry of Lands, which could then utilise the opportunity for monitoring and evaluation purposes. The Division of Estate Management would ultimately be responsible for collecting fees and using this revenue to maintain farms and farm infrastructure.
- Lease agreements should be more flexible in terms of rights to use the land. Beneficiaries could be allowed to develop alternative income options, which would make it more affordable to pay the (higher) fees, whilst also ensuring both productive use of the land and a source of revenue for the State to fulfil its obligations in terms of the lease. This would encourage financial viability.

6. Alternative land use models

6.1 Options for diversification

Situation analysis

Agriculture in Namibia is largely associated with extensive livestock production. However, in more recent years, alternative agricultural activities, as well as other non-agricultural land use options have shown exciting potential and promise. Diversification of land and other natural resources use is encouraged under several policies of the government in order to promote and encourage the sustainable and optimal utilisation of the natural resource base.

Developing alternative and more sustainable income streams in light of the threat that drought presents in Namibia, is to be considered a good survival strategy. Policies should therefore encourage a more flexible and hence adaptable approach to land use and should reward those which succeed. The important thing to remember is that policies should be facilitative and not restrictive and prescriptive. Communities that express needs for alternative income generation should be supported.

Diversifying sources of income can be a good survival strategy

6.2 Irrigation

The development of Namibia's irrigation infrastructure is vital for the growth and ability of the agricultural sector to produce more food and create more jobs, but it is also important for the sustainable and most efficient use of the scarcest resource in Namibia: water. This has been recognised by the Ministry of Agriculture, Water and Rural Development. Under its Green Scheme Policy, the potential of irrigation is to be fully explored and developed to the benefit of the country and its people.

Potential irrigation areas in Namibia are restricted to the perennial rivers along the Namibian borders, a few dams which are not used for water supply for domestic consumption, and a few aquifers. A survey of the potential for irrigation development in Namibia was carried out by MAWRD and a total of 46 754 ha were identified. Crops currently irrigated include dates, table grapes, citrus, mangoes, melons, prickly

Environmentally sustainable water usage is essential

pears, oranges, olives, sweet potatoes, asparagus, onions, various other fruits and vegetables, groundnuts, tobacco, sugar cane, cotton, lucerne, maize, wheat, mahangu and rice.

6.2.1 Advantages

Irrigation, under certain conditions and circumstances, may present opportunities with regard to land reform and resettlement models. Depending on the crop or product under irrigation, values and incomes per hectare far exceed any conventional agricultural activity. In other words, less land would be needed in order to obtain similar or higher income levels than more traditional agricultural approaches. Indications by the MAWRD and the National Development Corporation (NDC) indicate that depending on the product, gross margins per irrigated hectare may range from some N$1 500/ha in the case of irrigated maize to N$260 000/ha in the case of dates.

6.2.2 Challenges

It needs to be understood that in many instances, irrigation requires high capital outlays as well as specialised management and skills. Support to emerging farmers who do not have the necessary capital and skills, will be of utmost importance if this model is pursued. The MAWRD has already established Build-Operate-and-Transfer (BOT) projects along the Orange River at Aussenkehr, where beneficiaries were awarded some land under irrigation which was developed and initially operated by the NDC on their behalf. Cooperation between the MLRR and MAWRD should be encouraged to investigate possibilities that may be presented by the Green Scheme and similar undertakings.

Recommended actions

- That the MLRR and the MAWRD together investigate the feasibility of establishing joint resettlement irrigation projects, possibly using the BOT model, in suitable areas such as along Namibia's perennial rivers.
- That the potential of irrigation on acquired farms be investigated with the help of MAWRD and where feasible, be developed in order to increase the income potential of beneficiaries, whilst also ensuring the sustainable and efficient use of water resources.

6.3 Non-agricultural land use

6.3.1 Wildlife, tourism and complementary activities

The agricultural sector in Namibia, especially in the commercial sector, has started to diversify into other non-agricultural land use options. This is in part brought about by the relative exhaustion of the livestock potential on commercial farms due to declining land productivity induced by more erratic rainfall patterns and bush encroachment, as well as increasing global competition that slowly erodes profitability. In addition, the increase in alternative, more profitable and possibly sustainable land use options like tourism (consumptive and non-consumptive) and game farming have also contributed to the structural diversification. Areas with lower and more erratic rainfall and hence lower agricultural potential, especially along the western and southern areas of Namibia, are characterised by tourism and alternative land use activities. It is estimated that some 20% of commercial farmland in the north-western region is registered for hunting.

Advantages

- Several studies[1] have indicated that some alternative land use activities, especially tourism (consumptive and non-consumptive), have increased income potential from land. One study by Erb[2] estimates that in certain cases, income measured at farm level increased by some 17.7% over the last decade mainly due to diversification into trophy hunting and guest farming. Conservancies in communal areas have also shown great promise in increasing livelihood options for poor people. Employment opportunities have also emerged in conservancies found in the commercial farming areas, not only in terms of quantity but also quality (for example, farm workers being trained as registered hunting guides, with higher wages, etc).
- Not only do these activities seem to boost income from (agricultural) land, it may even indicate that such land is used in a more environmentally sustainable manner compared with traditional livestock farming.

Challenges

Land use options like game farming and/or tourism require special skills and in many cases large capital outlays. Special support programmes would have to be in place. MET has recently obtained approval for an innovative wildlife breeding stock loan scheme aimed at formerly disadvantaged farmers,

principally resettled farmers, to facilitate their entry into wildlife farming and tourism to complement other forms of land use and to diversify economic activities on farmland.

Recommended actions

- Major potential in complementary forms of land use has not yet been fully explored or developed (eg indigenous plants, medicinal plants, marula). Both MAWRD and MET are active in this field and their programmes should be further supported. MLRR should work more closely with these ministries to develop alternative strategies to benefit farmers.
- Transfer of skills and knowledge through potential joint ventures between resettlement beneficiaries and other interested investors should be encouraged.
- Lease agreements need to be more flexible. Alternative income and land use options should be developed, where possible together with the beneficiaries, as part of the planning involved with the set-up of resettlement schemes. Beneficiaries should be informed about all possible land use options for their specific allotments and farms, and supported if required. Coordination in this regard with the MET and the MAWRD, but also other ministries and institutions, should be actively sought and implemented.
- Support for research programmes looking into alternative land use options such as those programmes under the MAWRD and MET should be further supported and MLRR should seek close cooperation with these ministries in this regard.

6.3.2 Aquaculture

Aquaculture (or "fresh water fish farming"), was initiated recently by the Ministry of Fisheries and Marine Resources through its Strategic Plan for Aquaculture Development. Although most projects are currently planned for the areas bordering the perennial rivers alongside the borders of Namibia, some projects for inland dams are also on the cards. The recent opening of the Omahenene aquaculture project saw fingerlings or juvenile tilapia and catfish being sold at nominal prices to locals in Oshakati and Ondangwa. The fish are raised in homemade fishponds and dams for selling and/or home consumption.

- **Advantages**

While in need of water, land is less important. In addition, such enterprises can be integrated into a land use model, which may include other activities such as small scale irrigation and/or chicken rearing, etc. Aquaculture in certain cases can be low cost and more affordable for poorer households.

Recommended actions

- Initiatives like aquaculture need to be investigated to see how they could fit into the resettlement programme. Options here could also include smaller settlements around larger towns and villages on municipal land. This would have the advantage of proximity to markets (both input and output), lower transportation and service costs, etc. In many cases, sizeable areas of land belong to town and village councils. These lands represent important income sources for town and village councils as they are currently leased out to commercial farmers. Active involvement and cooperation with those towns and village councils as well as the Ministry of Local and Regional Government and Housing in this regard would be most advisable.

  This cooperation should lead to innovative ways to access such land for the benefit of resettlement without having a negative impact on the revenues of affected towns and villages.

End notes

1 *Barnes, 1998; Barnes & Humavindu, 2003; Erb 2003, etc*

2 *2003, as quoted by Sherbourne, 2003*

7. Development of communal areas

7.1 The crucial component of land reform

Development of communal land is a crucial component to land reform. Making these lands more productive not only improves overall productivity of the land, it also increases the chance that improved communal or "non-freehold" land will become an alternative solution to the problem of land hunger.

Recent studies suggest that at present there are four million hectares in communal areas that could be developed.

Development of communal land could also benefit from the CBNRM models developed by MET in the form of conservancies and community forests.

Recommended actions

- Strong policy links to other government initiatives such as the Rural Poverty Reduction Strategy, Green Scheme and CBNRM programmes need to be created.
- Policies on community-based resource management should be expanded beyond wildlife and tourism to incorporate other natural resources such as water, land and land-based economic activities.

Projected Non-Freehold Land Development Strategic Plan 2006-2020

Model/Scheme Category	Average Hectares per Beneficiary Family (Ha)	Target Land Area (Ha)	Projected number of Beneficiary Families
Non-Freehold Group Resettlement	250	5,000,000	20,000
Estimated Development Cost per hectare (N$/Ha)	**Target Land Area (Ha)**	**Estimated Land Development Cost over total period (N$)**	**Estimated Land Development Cost per annum (N$/year)**
160	5,000,000	800,000,000	53,333,333

7.2 Communal Land Reform Act 2002

The principle goal of the Act is to provide for the allocation of rights in respect of communal land, to establish communal land

boards, to provide for the powers of chiefs, traditional authorities and boards in relation to communal land, and to make provision for incidental matters.

The Act came into effect on 1 March 2003 and implementation of the Act has begun.

The Communal Land Reform Act of 2002 aims to improve communal land tenure systems by restoring the powers of chiefs and traditional authorities and by creating communal land boards as new statutory bodies with the following functions (2002: Section 3):

- Controlling the allocation and cancellation of customary land rights by chiefs or traditional authorities.
- Deciding on applications for rights of leasehold.
- Creating and maintaining registers for the allocation, transfer and cancellation of customary land rights and rights of leasehold.
- Advising the minister on regulations to be made to meet the objectives of the Act.
- Giving effect to the provisions of this Act.

To date, 12 communal land boards have been established. A 2004 study undertaken by the Division of Land Boards to assess the institutional capacities of the land boards and traditional authorities identified a number of obstacles (material, financial and human resource) that prevent the effective implementation of the Act.

7.2.1 Issues to consider in the implementation of the Communal Land Reform Act (Act No. 5 of 2002)

- **Registration forms**

Article 21 of the Act provides for communal farmers to register for three rights:

- Residential units (which may be fenced);
- Cropping units (which may be fenced); and
- Grazing land within a shared commonage (shared with others and may not be fenced).

Registration forms 1 and 2 do not provide for farmers to register for customary grazing rights as envisaged in the Act. In addition, other types of land use, such as conservancies, are not included. They should be included to encourage more integrated natural resource management at community level.

Recommended action

- Amend forms 1 and 2 in order to allow for registration for the three abovementioned statutory rights.

- **Letters from a traditional chief**

Form 1 is supposed to be accompanied by a letter from a recognised traditional chief who granted the customary right. There are, however, many unrecognised chiefs and as a result, many farmers are unable to submit applications.

Recommended action

- Interim measures should be developed by the MLRR in close collaboration with MRLGH in order to resolve the issue with regard to land rights and unrecognised traditional chiefs.

- **Public display**

The applications are supposed to be displayed at a public place for seven days to allow others whose rights might be violated by a given claim/application the opportunity to scrutinise them. However, most public places are not easily accessible to farmers.

Recommended action

- Allow senior headmen, foremen, local caretakers and/or farmers' associations to keep applications for inspection. Allow at least three persons to sign a document to confirm that they have seen the application and that they have no objection to such an application for registration.

- **Number of livestock**

The regulation currently allows each resident to keep 300 LSU and 1 800 SSU in commonage. This undermines the government's Affirmative Action Loan Scheme which aims to facilitate acquisition of commercial farms by farmers owning more than 150 LSU or 800 SSU. Very few households in commonage areas are able to accumulate livestock in these numbers. Allowing each household to accumulate livestock in these quantities could contribute to overstocking and overgrazing which the Act seeks to prevent.

Recommended action

- The number of animals allowed must be reduced to 800 SSU and 150 LSU. MAWRD and Agribank require the same

number of livestock for a farmer to qualify to purchase commercial land. Restricting the quantity of livestock according to carrying capacity is needed to secure long-term sustainability of livestock production.

- **Land users' associations**

Recommended actions

- The ministry should facilitate the establishment of land users' associations (LUA) at commonage level, run in a similar manner to water point users' associations. Each LUA should include residents or representatives from households that share unfenced rights within a given commonage. Such LUAs would be able to assist the MLRR, traditional chiefs and regional land boards to:
  - Monitor the implementation of stipulations as outlined in the relevant Act and regulations.
  - Provide farmers with information about the Act.
  - Communicate farmers' suggestions and problems to the land boards.
  - Link farmers and farmers' associations with the ministry.
  - Consult/brief farmers and farmers' organisations regularly.
  - Consult farmers before making recommendations to the regional boards; and
  - Create platforms for information-sharing and problem-solving.

  LUAs could serve as platforms for awareness-raising to facilitate the implementation of the Act, could assist with data collection for future planning, could advise the ministry and regional land boards, and could verify applications before customary rights are submitted to land boards for registration.

8. Institutional coordination and support

8.1 Coordination of efforts

Situation analysis

The MLRR is responsible for consulting and coordinating with line institutions and other service providers. It is also responsible for designing and reviewing land reform interventions. Despite well-intended statements in the National Resettlement Policy (NRP) that recognise the need for coordinated efforts and identify the roles of various institutions in the land reform process, the MLRR has found the coordination task for this exercise challenging because it is unequipped to compel other institutions to fulfil their designated roles.

Recommended actions

- The Ad Hoc Cabinet Committee on Land Reform and the Project Steering Committee should be converted into permanent committees. The Cabinet Committee on Land Reform (CCLR) should provide policy directives to implement the Land Reform Action Plan. This committee should meet twice each year. The Minister of Lands Resettlement and Rehabilitation should chair the CCL.
- The Permanent Steering Committee (PSC) consisting of the permanent secretaries of line ministries should translate policy directives into programs, assign tasks, coordinate and oversee the sectoral implementation of the Land Reform Action Plan. This committee should meet quarterly.
- The Inter Ministerial Technical Committee (IMTC) on Land Reform consisting of technical staff from line ministries should work out implementation strategies to implement the action plan on land reform.
- A Technical Coordination Team on Land Reform (TCT) consisting of technical staff should be established under the MLRR Directorate of Planning, Research, Training and Information Services. This committee should be tasked with consulting, coordinating, monitoring and evaluating the day-to-day implementation of specific tasks allocated to line institutions. The TCT should report through the PSC to the CCLR. To provide a sectoral response to land reform, TCT meetings should call for the participation of line institutions

represented on the Inter-Ministerial Technical Committee (IMTC).

Expertise required on the TCT

- Broad knowledge of land reform policies, and land reform issues.
- Wide knowledge of natural resource management
- Land Economists.
- Land tenure and land /property law expert
- Social and rural development.

Main functions of the TCT

- Coordinate the implementation of the Land Reform Action Plan.
- Facilitate the development of MLRR and line ministry technical proposals with regard to the Land Reform Action Plan.
- Support MLRR directorates and line institutions with specific activities related to land reform.
- Provide secretarial services to the IMTC, PSC and CCLR.
- Coordinate land reform initiatives of non-State actors.
- Prepare progress, monitoring and evaluation reports for the PSC.

Additional responsibilities could include the following:

- Creating a database of all stakeholders who are willing and able to contribute to land reform activities, grouped according to their geographical location and the types of service they can provide.
- Investigating alternative strategies for the implementation and monitoring of roles and responsibilities of the different stakeholders in the land reform programme.
- Convening forums for stakeholders to discuss issues relating to land reform.

Main functions of the IMTC

- Expand the role of the TCT to achieve wider coordination and implementation of the Land Reform Action Plan as per directives from the PSC and CCLR.
- Facilitate joint planning, budgeting, implementation, reporting, monitoring and evaluation of land reform activities.
- Coordinate land reform initiatives of non-State actors.
- Identify institutions' capacity shortfalls that may undermine effective service delivery in land reform and recommend remedial action.

- Assess the social and financial requirements of different institutions and make the necessary recommendations to the PSC.
- A statutory coordination policy obliging individual institutions' commitment to land reform and other development programmes is critical. Government needs to develop a coordination policy which will allow stakeholder institutions to implement land reform and other developmental government programmes. In order to do so, senior managers of all stakeholders involved in the land reform process should liaise with the PSC as they revisit the tasks assigned to them. Monitoring and evaluation mechanisms could then be agreed upon.

8.2 The duration of resettlement procedures

Situation analysis

Resettling people on acquired land involves a series of 20 different activities performed by different directorates within the ministry, including land identification, assessment, valuation, demarcation into allotments, advertising, gazetting and selection of beneficiaries. Each activity is assigned a number of days over which it must be performed. The total number of human days allocated to these 20 activities adds up to a minimum of 411 and a maximum of 441. Of the minimum number of days, 38.8% is time spent directly by the MLRR. Of this 38.8%, 15.8% is used by the ministry's technical directorates. Their activities include land suitability assessment, valuing land to determine the purchase price, and surveying to determine and demarcate individual plots. Of the total time allocated, 25% is taken up by activities performed by the Land Reform Advisory Committee (LRAC). These activities include making day-to-day decisions, like deciding which farms should be acquired and which people should be resettled.

Recommended actions

- The LRAC should carry out its functions as stipulated in the Agricultural (Commercial) Land Reform Act of 1995 (Act 6 of 1995). The commission should make recommendations to the minister on land-related issues and should not be involved in day-to-day decision-making about MLRR acquisition and resettlement activities. Negotiating prices with sellers should be the responsibility of MLRR directorates.

The LRAC should meet on a quarterly basis to oversee these processes, provide guidance and act as a monitoring and evaluation body for the MLRR. The LRAC should consist of members of the public and private sectors as stipulated in the Agricultural (Commercial) Land Reform Amendment Act of 2002.

- The Land Acquisition Committee and the National Resettlement Committee should be incorporated into the MLRR. MLRR directorates should be responsible for day-to-day line activities, such as assessment, valuation, demarcation, surveying, acquisition and resettlement of beneficiaries. The LRAC should provide guidelines for these processes.
- At regional level, the regional resettlement committees, consisting of regional heads of line institutions, should screen applications, select beneficiaries and make recommendations to the MLRR. To avoid creating "Bantustans" or giving preference to local applicants, the ministry and the LRAC should provide regional resettlement committees with guidelines to encourage applicant selection from regions not adjacent to the area in which a specific commercial farm is acquired. Recommendations by the RRC should be subject to review by the MLRR and the LRAC.

8.3 Capacity to support land reform

Situation analysis

8.3.1 Ministry of Lands, Resettlement and Rehabilitation

Directorates within the MLRR experience a variety of obstacles such as limited qualified staff as well as inadequate resources to carry out their tasks effectively. It is anticipated that the expropriation of farms will place greater pressure on MLRR services. Creating new posts to enable MLRR to recruit competent staff would increase efficiency.

The ministry should continue to outsource services that could be provided efficiently and effectively by the private sector. Criteria for outsourcing should be developed, feasibility studies commissioned and all outsourced services properly monitored and controlled.

Recommended actions

- As a matter of urgency, each directorate should evaluate the qualifications of its staff and determine their long-term training requirements. Funds should be made available to enhance in-service training and institutional capacity assessment to equip staff with the necessary knowledge and skills. If government funds are insufficient, the ministry should seek funds from donors to supplement the shortfall. All critical vacancies should be filled. Addressing training needs is of crucial importance.
- The ministry should continue to seek technical assistance through bilateral agreements with neighbouring SADC countries. In the interim, the ministry could also consider seconding its staff to other institutions involved with land reform, especially in the SADC Region.

8.4 Line institutions

Situation analysis

Line ministry staff and non-State actors have varying degrees of understanding of the tasks assigned to them in terms of the resettlement policy. It became apparent during interviews that some technical managerial staff (at all levels) are not formally informed of their duties and that few seem interested in carrying them out.

About 50% of staff members interviewed by the PTT indicated that they had seen neither the policy document nor the National Resettlement Programme 2001-2005.

8.4.1 Ministry of Agriculture, Water and Rural Development

MAWRD expertise could be of critical importance to resettled farmers. The ministry's mandate is, however, to serve small-scale communal farmers. In some regions, MAWRD has insufficient staff and the ratio of extension technicians to farmers is 1:2 000. Regional officers of the Department of Rural Water require subsistence and travel allowances (S&Ts) and kilometre coverage in order for them to reach resettled farmers.

8.4.2 Ministry of Environment and Tourism

The MET supports conservancies and community interests and has initiated complementary programmes to add value to

natural resources, empowerment in tourism, sustainable land use, and the recovery of degraded land and resources. Many of these programmes are constrained by insufficient funding and a lack of specialised staff at regional level. MET indicated a need for additional resource economists and regional environmental officers and planners, as well as resources for tourism development.

Resettled farmers could benefit from diversifying their production base by considering land use options which include tourism or game farming, making use of the MET's wildlife breeding stock loan scheme.

8.4.3 Ministry of Regional and Local Government and Housing

This ministry has been involved with many land reform-related activities. For example, the minister chairs the Cabinet Committee on Land and Social Issues. Regional councils and traditional authorities are represented on land boards and other committees. However, the ministry has inadequate capacity to effectively coordinate regional stakeholders' inputs to land reform. In addition, the ministry is responsible for the proclamation of settlement areas and its role at regional level in land reform needs to be strengthened.

8.4.4 National Planning Commission Secretariat

The NPCS directs the national long-term vision for all partners (government, private sector, NGOs, universities, civil society and international development partners). It provides a framework for collaboration and cooperation. Achieving Vision 2030 requires a paradigm shift from sector development to integrated approaches through strategic partnerships.

Structural changes and innovative thinking are required. A number of challenges remain if the NPCS is to achieve the vision of "Spearheading the Course of National Development". Some of these include the need to:

- foster greater participation with sectoral ministries;
- support and build capacity;
- integrate and coordinate development efforts; and
- engage all stakeholders, State and non-State actors in the development process.

8.4.5 Ministry of Finance

The MOF is responsible for fiscal and financial policies that optimise growth and equity in the country. The MOF is currently preparing for the implementation of land tax. Two options are being considered:

1. Linking the land tax collection and billing system to the existing computerised income tax collection system.
2. Setting up a stand-alone computerised billing and collection system.

If resettlement beneficiaries were assisted to generate an income at a taxable level, they would be contributing to the national economy.

8.4.6 Ministry of Mines and Energy

The ministry provides exploration licences. Once the presence of resources has been established, the ministry provides mining licences.

8.4.7 Office of the Attorney General

The Office of the Attorney General provides legal services necessary for the transfer of property, other property transactions and litigation. It also provides legal advice relating to policy formation and the implementation of legislation. It is anticipated that the service of at least one lawyer dedicated to the implementation of the law reform strategy will be required.

Non-State actors have no clear role to play and are thus an under-utilised resource

Recommended action

- Senior and middle management of all stakeholders involved in land reform need to meet, review and agree on designated tasks and their subsequent implementation. Targets and indicators for all land reform activities could be determined at the same time. These would enable the Directorate of Planning, Research, Training and Information Services to assess the impact of interventions undertaken by different stakeholders.

8.5 Non-State actors

Many non-State organisations (NGOs and CBOs like NAU, NNFU, NACOBTA, NACSO and the NNF) are willing and able to support land reform. As yet, they have no defined role to play, either in terms of the Act or in terms of MLRR policy. Their involvement in

the implementation, coordination and monitoring of land reform needs to be elaborated.

Recommended action

- Non-State actors and members of civil society could be invited to discuss how they could contribute to the process of land reform. Responsibility for coordinating their contributions could vest in the Technical Committee on Land Reform of the Directorate of Planning, Research, Training and Information Services.

8.6 Planning mechanisms

Situation analysis

Business plans guide the activities of all directorates, however the concern was expressed that these business plans are prepared in isolation of other line ministries and non-State actors. Coordination between role players would benefit action plans tremendously.

Recommended actions

- Ministries and other line institutions should ensure that their planning complements the government's development goals as set out in Vision 2030, NDP2 and the National Poverty Reduction Strategy Programme. Performance indicators and targets should be developed to enable the Technical Committee on Land Reform of the Directorate of Planning, Research, Training and Information Services to measure the impact of stakeholder interventions. Ministries should demonstrate how they intend to implement these plans.
- In line with standard government practice, a customer charter should be designed for resettlement applicants in order to keep people focused and customer-friendly. Applications should be processed by the Directorate of Resettlement in Windhoek to ensure more complete record keeping and eradication of possible corruption.

9. Conclusion

Research results show that a uniform policy framework to structure long-term rural development strategy accentuates the effectiveness of land reform; furthermore, concurrent post-settlement investment support is crucial for sustainable agricultural resettlement.

Clearly, the government should continue with the current land reform programme. However, in order to achieve the goals set out in the table below, it is necessary for the following criteria to be met:

- Improved inter-ministerial planning and coordination.
- A flexible and interactive policy environment.
- The availability of financial and human resources.
- Bilateral and multilateral resource mobilisation to implement future programmes.

The table illustrates a long-term acquisition and development strategy. All prices are calculated at the current agricultural input prices.

Table 9.1: Estimated Direct Total Cost of Land Reform

Intervention/Cost Item	Nr of Beneficiary Families	Total hectares (Ha)	Programme period 2006-2020 (N$)	Cost per annum
Total Freehold Acquisition	5,600	4,100,000	1,025,000,000	68,333,333
Total AALS	1,127	6,200,000	496,000,000	33,066,667
Total Non-Freehold Development	20,000	5,000,000	800,000,000	53,333,333
Total Cost PSSS for Resettlement	25,600		1,402,000,000	93,466,667
Total National Cost (N$)	**26,727**	**15,300,000**	**3,723,000,000**	**248,200,000**

The above costs indicate the ideal situation for achieving increased land and beneficiary targets[1]. This would require

[1] These costs, however, do not include the addiditional costs needed for the institutional support to land eform in the form of enhanced capacity within line minsitries and institutions, etc. In the indicative Action Plan some of these costs were estimated.

substantial resource mobilisation on the side of the government and, possibly, donors. In addition, these fund requirements may impact on other government development projects.

However, it should be remembered that funds are already allocated to this process. The government currently budgets N$50 million annually for land acquisition and development. In fact, N$40 million thereof is earmarked for land acquisition, whilst N$10 million is allocated for infrastructure development.

Land tax is expected to yield in the region of N$30 million annually from 2005. These funds will be channelled into the Land Acquisition and Development Fund (LDAF).

This brings the total funding available to the MLRR from the LDAF to N$80 million. In addition, the MAWRD has capped AALS subsidies spent by the State at N$50 million per annum. Total funds thus directly available for land reform in the short-term are some N$130 million per annum.

The tables below indicate what could be achieved each year, given this level of funding.

Table 9.2: Annual land reform cost and targets, given available funds

Intervention/Cost Item	Cost per annum (N$/year)	Unit cost/hectare for GRN (N$/ha)	Total hectares (Ha)	Nr of Beneficiary Families
Total Freehold land Acquisition	30,000,000*	250	120,000	210**
Total AALS	50,000,000	80***	625,000	114
Total Non-Freehold Development	30,000,000****	160	187,500	750*****
Total Post Settlement Support Cost for Resettlement	20,000,000*			960
Total National Cost (N$)	**130,000,000**		**932,500**	**1,074**

* Using only 60% of the N$50 million allocated for land acquisition and development specifically for acquisition alone, and 40% for post-settlement support. The post-settlement support is geared towards the beneficiaries under the resettlement programmes in freehold and non-freehold areas.

** Number of beneficiaries was calculated on the basis that 25% of the land area acquired be utilised for group/project resettlement at an average of 250 ha per beneficiary family. The remaining 75% of land redistrbuted at an average of 1 000 ha per beneficiary family.

*** The N$80/ha represents the estimated portion of the loan cost subsidised by GRN.

**** The land tax income was assumed to be utilised here for the development of underutilised/undeveloped non-freehold land.

***** Average land area allocated in communal lands was taken at 250 ha per beneficiary family.

Table 9.2: Total land reform cost over the proposed 15 years from 2006-2020, based on a projected level of investment of N$130 million per year

Intervention/Cost Item	Cost over 15 years (2006-2020)	Unit cost/hectare for GRN (N$/ha)	Total hectares (Ha)	Nr of Beneficiary Families
Total Freehold Acquisition	450,000,000	250	1,800,000	3,150
Total AALS	750,000,000	80	9,375,000	1,705
Total Non-Freehold Development	450,000,000	160	2,812,500	11,250
Total Cost PSSS for Resettlement	300,000,000			14,400
Total National Cost (N$)	**1,950,000,000**		**13,987,500**	**16,105**

This amount (N$1.95 billion) falls short of the total cost of land reform over 15 years as envisaged in the Action Plan, which is expected to be in the region of N$3.72 billion, but demonstrates that significant resources are already available to government to implement the proposed action plan in the short-term. It may well be possible to increase the level of investment through additional appropriation as macro-economic circumstances dictate, as well as to obtain additional support from development partners or through concessionary loans.

These targets could be strengthened even further if the National Land Reform Programme were linked with other on-going initiatives in different ministries. Examples of such initiatives include the MAWRD Green Scheme, MET's CBNRM programme and the joint sustainable land management programmes of the MET, MLRR, MRLGH and MAWRD. The aquaculture development projects of the Ministry of Fisheries and Marine Resources, MRLGH's village development projects, MAWRD's German-funded water basin management programme and the EU-funded Rural Poverty Reduction Programme coordinated by the NPCS are also of note.

Although not directly related to land reform per se, all would have a positive effect on land reform: both in quantitative and qualitative terms. Funds allocated to such initiatives could indirectly contribute to the achievement of land reform targets.

Section Two: Indicative Action Plan

LOGICAL FRAMEWORK MATRIX FOR LAND REFORM ACTION PLAN

	INTERVENTION LOGIC	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
Overall Objectives	1. Equitable distribution of land improved. 2. Sustainable economic growth increased. 3. Efficient and sustainable land use enhanced. 4. Skewed income distribution reduced. 5. Food security enhanced. 6. Poverty reduced. 7. Biodiversity maintained.		Mid-term NDP Reviews	
Purpose	Land reform beneficiaries' access to land improved and income and sustainable land use increased.	15 million hectares of freehold land area of which 5 million hectares earmarked for State acquisition under user rights (lease) to resettlement beneficiaries, and 10 million transferred through title deeds to AALS and/or alternative land transfer scheme beneficiaries by the year 2020. Incomes of land reform beneficiaries increased to at least double the poverty datum line on the basis of sufficient policy support, institutional and management, capacity, financial and economic viability, gender equality and appropriate technology by the year 2020. Sustainable land use increased by at least 30% of total land area used with adequate policy, appropriate technology gender equality and environmental protection by the year 2020.	MLRR Report. Agribank Reports. MAWRD Reports. NPCS Reports. MET Report. Line Institutions (NGOs).	1. No adverse climatic changes and natural calamities. 2. No policy change. 3. Sufficient funds available in time.
Results	1. Flexible and appropriate policy framework in place.	A flexible and appropriate policy framework in place and coordinated by the Permanent Cabinet , Permanent Steering and the Technical Committees on land reform as well as line institutions with adequate policy support, economic and financial capability, institutional and management capacity and being sensitive to gender, environmental protection and socio-cultural issues by the year 2007.	Policy documents of Line Institutions.	1. Political stability maintained. 2. Sufficient funds available in time. 3. Multilateral cooperation maintained.
	2. State land acquisition targets achieved.	5 million hectares of freehold land acquired for the improved access of 5 600 resource-weak beneficiaries through provision of lease agreements and appropriate policy support by the year 2020.	MLRR Records. LRAC Records. (Regional Resettlement Committees' Records).	1. Sufficient funds available in time. 2. Political stability maintained. 3. Namibian capacity. 4. No change of policy and political will.
	3. AALS strengthened and broadened.	10 million hectares of total freehold land transferred through a strengthened and broadened AALS open to resource-strong communal full-time and part-time farmers and groups, with policy support (eg interest rate subsidies), to acquire title deeds by the year 2020.	Agribank Records. MAWRD Records. MOF Reports. MLRR - Deeds Records. MTI Reports.	1. Subsidy contribution available 2. Political stability maintained.
	4. Non-freehold land for resettlement developed and secure tenure provided.	Approximately 5 million hectares of non-freehold land developed for individual and group resettlement beneficiaries and secure user rights (lease) provided between 2005 -2020.	MLRR Records. Traditional Authorities' Records. Project Reports. Communal Land Boards' Records.	1. Sufficient funds available in time. 2. Cooperation by all traditional authorities/communities. 3. Supportive physical environment. 4. No change of policy and political will. 5. Political stability maintained.

	INTERVENTION LOGIC	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
	5. Pre- and post-settlement support packages provided.	All land reform beneficiaries provided with tailor-made pre- and post-settlement support packages and policy support through the year 2020.	MLRR Records. Agribank Records MAWRD Reports.	1. Funds available in time.
	6. Land tenure of resettlement beneficiaries improved.	25 600 beneficiary families' land tenure improved by providing registered user rights, policy support and institutional and management capacity by the year 2020.	MLRR Records NPCS (M & E) Reports.	
	7. Diversification of production and income of on- and off-farm activities increased.	Production and income of 75 % of all land users increased through environmentally-sustainable diversification encouraged by policy support and appropriate technology provision by the year 2020.	MLRR Quarterly and Annual Reports. Beneficiaries' Records. MAWRD Records. Agricultural Board Marketing Reports. NPCS M & E Reports. MET Records.	1. Supportive physical environment. 2. No major adverse climatic changes. 3. Appropriate technology available. 4. Human and financial resources available.
		30% of all land users (male and female) developed off-farm income-generating activities encouraged by gender-balanced policy support by the year 2020.	MTI Records and Reports. MLRR Records. MWACW Reports. Municipalities' Records. Labour Survey Reports. Projects Reports	1. Namibian capacity. 2. Appropriate technology available. 3. Human and financial resources available.
	8. Appropriate infrastructure on State-acquired freehold land developed.	Appropriate infrastructure on 5 million hectares of State-acquired freehold land developed to the benefit of resettlement beneficiaries through policy, technical and managerial support by the year 2020.	MLRR Records. Project Reports. NDP's Review Reports. LRAC. NPCS. MRLGH. MBECS. MOHSS. MWTC.	1. Sufficient funds available in time. 2. Supportive physical environment.
	9. Capacity of MLRR improved.	Capacity of 153 technical and managerial staff in MLRR improved through institutional and financial resources of the Ministry by 2010.	MLRR Training Reports. Project Reports. NDP's Review Reports.	1. Sufficient funds available in time.
	10. Capacity of line ministries improved.	Capacity of at least 25% of staff from directorates dealing with land reform in line ministries improved through awareness-raising, policy, technical, financial and managerial support by 2010.	MLRR Training Reports. NPCS. MRLGH. MBECS. MOHSS. MWTC. Staff Development Reports.	1. Sufficient funds available in time.
	11. Capacity of non-State actors improved.	The capacity of at least 75% of critical CBOs and NGOs involved with land and land-related issues improved through institutional and management support, socio-cultural and policy support by the year 2010.	MLRR Reports. NPCS Reports. MRLGH Reports. MAWRD Reports. Land Board Records. Academic Institutions.	1. Sufficient funds available in time. 2. Supportive physical environment.
	12. Cooperation and coordination between partner organisations improved.	Permanent Cabinet, Permanent Steering and technical committees on land reform consisting of line institutions involved in land-related issues established for improved cooperation and coordination at national, regional, constituency and community level between partner organisations with adequate policy support, institutional and	MLRR Reports. Technical Committee Reports. PSC Reports.	1. Sufficient funds available in time.

	INTERVENTION LOGIC	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
		management capacity, financial capability and gender equality from 2005-2008.		
	13. An effective Monitoring and Evaluation System established.	Integrated monitoring and evaluation systems established at both internal and external level (including an annual land reform audit) within the MLRR, NPCS and Planning Divisions/Directorates of line Institutions with adequate institutional and management capacity, policy support and financial capability by the year 2006.	MLRR Reports. NPCS Reports. Project Reports. Line Institutions Reports.	1. Sufficient funds available in time. 2. Reliable information and dissemination system in place.
	14. Participatory consultative process on land reform improved.	An annual consultative process set up and improved throughout the 13 regions, engaging public and private sectors at large with ownership, policy support institutional and management capacity, economic and financial capability and gender equality from 2005.	MLRR Reports. NPCS Reports. Project Reports. Line Institutions Reports.	1. Sufficient funds available in time. 2. Political will maintained.

Activities	INTERVENTION LOGIC	MEANS	COSTS	ASSUMPTIONS
FLEXIBLE AND APPROPRIATE POLICY FRAMEWORK IN PLACE	**Result 1**			
	A. 1.1. Bring the National Land Policy (NLP) and the National Resettlement Policy (NRP) in line with the provisions of the Draft National Land Tenure Policy in addressing group rights in respect of communal pastures.	Facilitator 1 x one-day Central Workshop. 8 x two-day Regional Workshops. Workshop Materials, Stationery.	N$15 000 N$480 000	1. Sufficient funds available in time. 2. No change in policy and political will.
	A. 1.2. Conduct further research to inform policy areas	Consultancy services @ N$80 000 in five year intervals starting in 2010.	N$240 000	1. Sufficient funds available in time.
	A. 1.3. Clarify the Land use and Environmental Board with the functions of the Sustainable Development Advisory Council.	4 meetings per year in 2006.	N$24 000	1. Sufficient funds available in time. 2. No change in policy and political will.
	A. 1.4. Review sector-based policies to facilitate a more integrated approach to land use planning, especially with regard to CBNRM.	1 x two-day Central Workshop. 12 x three-day Regional Workshops.	N$60 000 N$1 080 000	1. Sufficient funds available in time. 2. Human resources available.
	A.1.5. Review the National Agricultural Policy to provide for the needs of all categories of farmers and to facilitate service delivery.	In five year intervals starting in 2006.		1. Sufficient funds available in time. 2. No change in policy and political will.
	A.1.6. Develop a national policy on group user rights and common grazing management in the non-freehold areas.	1 x three-day Central Workshop. 12 x two-day Regional Workshops at five year intervals starting in 2006.	N$90 000 N$720 000	1. Sufficient funds available in time. 2. No change in policy and political will.
	A. 1.7. Amend the Subdivision Act of Agricultural Land	Consultancy services to include a longitudinal study spanning over a year including regional comparative review. Facilitators / Regional Expert. 2 x two-day Central Workshop 2 in 2006 and 2 in 2007. Workshop materials, stationery.	N$700 000 N$12 000	1. Sufficient funds available in time. 2. No change in policy and political will.

	INTERVENTION LOGIC	MEANS	COSTS	ASSUMPTIONS
STATE LAND ACQUISITION TARGETS NOT ACHIEVED	**Result 2**			
	A. 2.1. Establish regional and national master list of land demand need by gender.	Execute a nationally representative survey based on the national sample frame.	N$3 000 000.	1. Sufficient funds available in time. 2. No change in policy and political will. 3. Human resources available
	A. 2.2. Establish a database of all farmland held under corporate ownership as part of wider Integrated Land Information System in collaboration with MTI.	In-house MLRR effort at no added cost.		1. Sufficient funds available in time.
	A.2.3. Review existing resettlement criteria and facilitate beneficiaries' selection process.	1 x one-day Central Workshop. 12 x one-day Regional Workshops. In five year intervals starting in 2005.	N$30 000 N$360 000	1. Sufficient funds available in time. 2. No change in policy and political will.
	A. 2.4. Redesign Resettlement Application Form.	MLRR in consultation with sector stakeholders.		1. Human resources available.
	A. 2.5. Update and maintain beneficiaries' database by gender and beneficiary category.	MLRR supported by a database expert annually for analytical input.	N$30 000	1. Sufficient funds available in time. 2. Human resources available
	A. 2.6. Create awareness of resettlement programme.	MLRR to raise awareness through media campaigns.		
	A.2.7. Resettle homogenous groups – either large families or self-selected groups of people who want to farm together.		N$1 500 000 over three years.	1. Sufficient funds available in time. 2. No change in policy and political will.
	A.2.8. Establish a high level negotiating team for land acquisition consisting of stakeholders (NAU / NNFU / farm workers representatives etc.) under the leadership of MLRR to drive the process.	High level task team to negotiate target land areas from 2005 onwards.	N$200 000 per annum.	1. Sufficient funds available in time. 2. No change in policy and political will.
	A. 2.9. Identify specific land areas for specific land use purposes for acquisition.	Land targets to be identified by the POCLR.	N$200 000 per annum	1. Sufficient funds available in time.
	A. 2.10. Mobilise individual commercial farmers or representatives to participate voluntarily in achieving land targets.	4x mobilisation meetings a year @ N$6 000 per meeting.	N$24 000	1. Sufficient funds available in time. 2. No change in policy and political will.
	A.2.11. Streamline activities within the MLRR to increase efficient and timely acquisition of farmland.	Review of activities every five years.		1. Human resources available.
	A.2.12 Acquire 5 million hectares for resettlement.	Funds, human and technical resources.	N$67 500 000 per annum.	1. Sufficient funds available in time. 2. No change in policy and political will.

	INTERVENTION LOGIC	MEANS	COSTS	ASSUMPTIONS
AALS STRENGTHENED AND BROADENED	**Result 3** **A. 3.1.** Redesign the Affirmative Action Loan Scheme to include groups, equity schemes for farm workers and others.	A technical team comprising of line ministries and financial institutions led MAWRD and Agribank. Commencing in 2006.		1. Sufficient funds available in time. 2. No change in policy and political will. 3. Human resources available.
	A. 3.2. Create awareness of the new scheme.	10 meetings per year commencing in 2005.		1. No change in policy and political will.
	A. 3.3 Establish information desk for prospective AALS beneficiaries.	MLRR Directorate of Estate Management and Agribank must expedite this dissemination process beginning 2005.		1. No change in policy and political will.
	A.3.4. Enhance the financial capability of the AALS.	MOF, MAWRD and MLRR to spearhead.	N$54 000 000 annually	1. Sufficient funds available in time. 2. No change in policy and political will.
NON-FREEHOLD LAND FOR RESETTLEMENT DEVELOPED AND SECURE TENURE PROVIDED	**Result 4** **A. 4.1.** Update the identification of under-utilised land as was previously done by MLRR (IDC study).	Will be conducted by the POCLR.	N$200 000	1. Sufficient funds available in time. 2. Human resources available.
	A. 4.2. Conduct consultation with stakeholders on their development needs by gender.	Facilitators 6 x two-day Workshop 2 in 2006. Workshop materials, stationery.	N$360 000	1. Sufficient funds available in time. 2. Human resources available.
	A. 4.3. Develop non-freehold land. Conduct Surveying and Mapping of non-freehold land, Analyse soil and water potential, Set up infrastructure (fences / water infrastructure).	MLRR, donors to budget and fund this activity.	N$50 000 000	1. Sufficient funds available in time. 2. No change in policy and political will.
PRE- AND POST-SETTLEMENT SUPPORT PACKAGES PUT IN PLACE	**Result 5** **A. 5.1.** Design grants and loan guarantee schemes and their operational procedures for the 3 categories of leasehold beneficiaries (0.0.0, 0.0.1 and 0.1.1).	MLRR / MOF to lead the process with a consultant team culminating in a two-day national workshop.	N$540 000 N$60 000	1. Sufficient funds available in time. 2. No change in policy and political will.
	A. 5.2. Design an integrated monitoring and evaluation plan.	Consultants to design an integrated monitoring and evaluation plan.	N$180 000	1. Sufficient funds available in time. 2. Human resources available.
	A. 5.3. Establish and provide support and training to local institutional (farm level) structures such as committees for water, grazing and rangeland monitoring and management in order to encourage cooperation amongst individually resettled beneficiaries.	MLRR/ MAWRD to facilitate 28 training sessions, held annually @ N$10 000 per session.	N$280 000 annually	1. Sufficient funds available in time.
	A.5.4. Provide post-settlement training, support and advice through extension and information dissemination.	Resettlement grants on average N$48 906 per beneficiary. Over 3 years.	N$1 252 000 000 in total	1. Sufficient funds available in time. 2. No change in policy and political will.
	A.5.5. Facilitate service delivery support to beneficiaries by non-State actors.	Meetings with NSA-involved training and extension to integrate into wider support delivery to land reform beneficiaries.		1. Human resources available 2. Sufficient funds available in time.

	INTERVENTION LOGIC	MEANS	COSTS	ASSUMPTIONS
LAND TENURE OF RESETTLEMENT BENEFICIARIES IMPROVED	**Result 6**			
	A. 6.1. Finalise, prepare and sign lease agreements in order to give beneficiaries security.	Human resources needed; an in-house effort.		1. Human resources available 2. Sufficient funds available in time.
	A. 6.2. Provide financial support to the office of the Surveyor General in order to address the backlog in the surveying of allotments and hence the registration of lease agreements.	Funds, technical and human resources to survey the backlog of 581 000 hectares of resettlement land.	N$4 067 000 in total	1. Sufficient funds available in time.
	A.6.3. Provide information to beneficiaries on what lease agreements entail in terms of rights and obligations.	Done when signing the lease agreements.		
	A.6.4. Create an enabling mechanism for the beneficiaries to extend their user rights on a temporary basis to third parties.	MLRR human resources already in the regions.		1. No change in policy and political will.
DIVERSIFICATION OF PRODUCTION AND INCOME OF ON- AND OFF - FARM ACTIVITIES INCREASED	**Result 7**			
	A. 7.1. Conduct research studies on alternative land use models.	Consultancy services required to carry out research. Overseen by MLRR, MET and MAWRD in 2005/6.	N$180 000	1. Sufficient funds available in time. 2. Human resources available
	A. 7. 2. Enhance research capacity and disseminate results on an on-going basis to all land users.	Human resources and funds required. Research results to be disseminated 2006-2011.	N$500 000	1. Sufficient funds available in time.
	A. 7. 3. Provide extension services and train beneficiaries in integrated land use planning and management.	On-farm training through clustering to minimise cost. 156 training sessions are envisaged.	N$1 560 000	1. Sufficient funds available in time.
	A. 7. 4. Investigate how initiatives of line ministries/institutions such as the Green Scheme and the commercialisation of mahangu can be linked with resettlement initiatives in order to benefit from each other.	Commission a study in 2006.	N$80 000	1. Sufficient funds available in time. 2. Human resources available
	A.7.5. Identify suitable town land for resettlement and possible alternative land uses.	The identification will be done by the POCLR.	N$200 000 per annum for 5 years	1. Sufficient funds available in time. 2. Human resources available.
	A.7.6. Negotiate acquisition of identified town lands with relevant Local Authorities.	Four meetings per year required through 2010.	N$25 000 annual through 2010	1. Sufficient funds available in time.
	A.7.7. Develop appropriate infrastructure on the identified town lands.	Develop 300 000 hectares @ N$250 per hectare.	N$75 000 000 in total	1. Sufficient funds available in time.
	A.7.8. Draw up a monitoring and evaluation plan.	Commission a consultancy in 2006.	N$180 000	1. Sufficient funds available in time.
	A.7.9. Conduct studies on off-farm income opportunities for farmers.	Commission a consultancy in 2006.	N$180 000	1. Sufficient funds available in time.

	INTERVENTION LOGIC	MEANS	COSTS	ASSUMPTIONS
	A.7.10. Train beneficiaries in entrepreneurship.	On-farm training through clustering to minimise cost. 156 training sessions are envisaged.	N$180 000	1. Sufficient funds available in time.
APPROPRIATE INFRASTRUCTURE ON STATE - ACQUIRED FREEHOLD LAND DEVELOPED	**Result 8** **A. 8.1.** Mobilise and train beneficiaries in farm maintenance.	On-farm training through clustering to minimise cost. 156 training sessions are envisaged.	N$1 560 000	1. Sufficient funds available in time.
	A. 8.2. Develop close cooperation with specialist agencies eg NamWater, the Dept of Water Affairs, DEA etc. to assist in the rehabilitation equipping and the development of water and rangeland infrastructure.	No cost.		
	A. 8.3. Rehabilitate, equip and develop water and rangeland infrastructure on farms.	Requires annual funding over 15 years.	N$10 000 000 annually	1. Sufficient funds available in time.
	A. 8.4. Determine rentals and grazing fees on a farm-by-farm basis considering factors such as grazing potential, water and infrastructure availability.	Commission a consultancy in 2006.	N$80 000	1. Sufficient funds available in time.
	A. 8.5. Collect lease and grazing fees considering relief measures in the event of natural disasters.	No cost, as revenue collection system already in place. To commence 2006.		1. No change in policy and political will
	A. 8.6. Conduct a study to determine what proportion of funds collected from rentals and land taxes in freehold areas and from resettlement areas in order to guide reinvestment into local institutions and infrastructure.	Internal evaluative study, no cost.		1. No change in policy and political will
CAPACITY OF MLRR IMPROVED	**Result 9** **A. 9.1.** Implement MLRR capacity-building programme to handle increased land reform activities.	Annual expenditure on staff development through 2020.	N$600 000. MLRR. N$3 600 000. MOF.	1. Sufficient funds available in time.
	A. 9.2. Strengthen the capacity of Land Boards and Traditional Authorities to implement the Communal Land Act.	Annual funds required over 15 year commencing in 2006.	N$3 000 000	1. Sufficient funds available in time.
CAPACITIES OF LINE MINISTRIES IMPROVED	**Result 10** **A.10.1.** Enhance capacity of line ministries in areas relating to land and land reform.	Annual funds and donor support required over 15 years commencing 2006. MLRR / MOF/ MAWRD/ MET. Non-State actors.	N$1 300 000 N$3 000 000	1. Sufficient funds available in time.
CAPACITIES OF NON-STATE ACTORS IMPROVED	**Result 11** A. **11.1.** Enhance capacity of relevant non-State actors in areas relating to land and land reform.	Annual funds and donor support required over 15 years commencing in 2006. MLRR / Non-State actors.	N$3 000 000	1. No change in policy and political will 2. Sufficient funds available in time.

	INTERVENTION LOGIC	MEANS	COSTS	ASSUMPTIONS
	Result 12			
	A. 12.1. Convert the current Ad Hoc Cabinet Committee and Project Steering Committee on land reform into permanent structures.	Budget allocation of N$200 000 per annum.	N$3 000 000 through the year 2020.	1. No change in policy and political will 2. Sufficient funds available in time.
	A. 12.2. Establish a Technical Coordination Team (TCT) on land reform as a permanent structure.	Budget allocation of N$5 000 000 per annum.	N$75 000 000 through the year 2020.	1. No change in policy and political will 2. Sufficient funds available in time.
	A. 12.3. Establish an Inter-ministerial Technical Committee on Land Reform (IMTC) including the line ministries involved in the CCLR and PSC.	Incorporated in Activity 12.2		1. No change in policy and political will 2. Sufficient funds available in time.
	A. 12.4. Establish Regional Management Units (RMU) at regional level to oversee and coordinate land reform activities regionally.	Incorporated in Activity 12.2.		1. No change in policy and political will 2. Sufficient funds available in time.
	A. 12.5. Develop a sectoral coordinating policy and guidelines to guide collaboration and cooperation amongst sectoral institutions.	Developed by three structures above.		1. No change in policy and political will.
	A. 12.6. Establish coordinated sectoral response to land reform as a national programme supported by various institutions (public, private and NGOs).	1 x three-day national workshop annually from 2006-2020.	N$1350 000	1. No change in policy and political will 2. Sufficient funds available in time.
	A. 12.7. Support participation of regional and local actors in regional development planning and implementation regarding land reform and its targets.	1 x two-day regional level workshop annually from 2006-2020.	N$11 700 000	1. No change in policy and political will 2. Sufficient funds available in time.
	A. 12.8. Facilitate the inter-ministerial planning and coordination of activities and budgets in support of land reform.	1 x one-day national workshop annually from 2006-2020.	N$450 000	1. No change in policy and political will 2. Sufficient funds available in time.
	Result 13			
	A. 13.1. Establish an integrated monitoring and evaluation system.	Commission a consultancy in 2006.	N$180 000.	1. Sufficient funds available in time.
	A. 13.2. Develop an integrated information system linking all relevant and related information systems of line institutions.	Incorporated in Activity 13.1.		1. Sufficient funds available in time.
	A. 13.3. Complete the computerisation of the Deeds Office as a basis of an integrated land information system.	Funds to complete the project.	N$3 000 000	1. Sufficient funds available in time.

	INTERVENTION LOGIC	MEANS	COSTS	ASSUMPTIONS
	A.13.4. Conduct a biannual land reform audit	Commission a consultancy biannually until 2020. Overseen CCLR/PSC/IMTC/TCT.	N$560 000 biannually.	1. Sufficient funds available in time.
	A.13.5. Harmonise the evaluation events on land reform to coincide with the National Development Plan review and formulation cycles.	No cost.		
PARTICIPATIVE CONSULTATIVE PROCESS ON LAND REFORM UNDERTAKEN	**Result 14** **A. 14.1.** Set up a participatory consultative process on land reform involving all stakeholders in the 13 regions.	1 x three-day national workshop annually through the year 2020 Commencing in 2006. 1 x one-day national workshop biannually through the year 2020 Commencing in 2006. Overseen CCLR/PSC/TCT/IMTC.	N$1 170 000. N$210 000	1. Sufficient funds available in time.
	A. 14.2. Conduct information-sharing events to provide information to stakeholders.	Included in Activity 14.1.		1. Sufficient funds available in time.
			PRECONDITIONS	1. An integrated policy framework is in place.
				2. Resettlement policy is amended.
				3. Feasibility studies are available.
				4. The Permanent Cabinet, the Permanent Steering and the Technical Committees on land reform are approved and entrenched by the Cabinet.
				5. An Integrated Monitoring and Evaluation System is put in place.

ACTIVITY SCHEDULE FOR LAND REFORM ACTION PLAN

ACTIVITIES	YEAR															
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
A.1.1: Align NLP and the NRP.																
A.1.2: Conduct further research to inform policy areas.																
A.1.3: Clarify the Land Use and Environmental Board.																
A.1.4: Review sector bases policies for integration.																
A.1.5: Review the National Agricultural Policy.																
A.1.6: Develop a national policy on user rights.																
A.1.7: Amend Subdivision Act on Agricultural Land.																
A.2.1: Establish regional and national demand needs.																
A.2.2: Establish a database of farmland with MTI.																
A.2.3: Review existing resettlement criteria.																
A.2.4: Redesign resettlement application form.																
A.2.5: Update and maintain beneficiaries' database.																
A.2.6: Create awareness of Resettlement Programme.																
A.2.7: Resettle homogeneous groups.																
A.2.8: Establish high level negotiating team.																
A.2.9: Identify specific land area for specific land use.																
A.2.10: Mobilise individual commercial farmers.																
A.2.11: Streamline activities within MLRR.																
A.2.12: Acquire 5 million hectares for resettlement.																
A.3.1: Redesign the Affirmative Action Loan Scheme.																
A.3.2: Create awareness of the new Scheme.																
A.3.3: Establish information desk for beneficiaries.																
A.3.4: Enhance financial capability of the AALS.																
A.4.1: Update the identification of under-utilised land.																
A.4.2: Conduct consultation with stakeholders.																

EXPERTS/PERSONNEL				
PM	OM	SP1	PSP	SP2
BS			BS	
BS			BS	
BS				BS
BS		BS	BS	BS
BS		BS	BS	
BS		BS	BS	BS
BS		BS		BS
BS	SUPPORT			
BS				BS
BS	SUPPORT			
BS		BS		SUPPORT
BS	BS			
BS				SUPPORT
BS		BS		
BS		BS		BS
BS		BS	SUPPORT	SUPPORT
BS		BS	SUPPORT	SUPPORT
BS	SUPPORT			
BS	SUPPORT	BS	SUPPORT	
BS			BS	SUPPORT
BS				SUPPORT
BS	BS	BS		BS
BS				BS
BS	SUPPORT	BS		SUPPORT
BS	SUPPORT	BS	SUPPORT	

ACTIVITIES	YEAR															
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
A.4.3: Develop non-freehold land.																
A.5.1: Design grants and loan guarantee schemes.																
A.5.2: Design an integrated M&E plan.																
A.5.3: Establish and support local structures.																
A.5.4: Provide post-settlement support and advice.																
A.5.5: Support service delivery to beneficiaries.																
A.6.1: Finalise, prepare and sign lease agreements.																
A.6.2: Financially support SG to clear survey backlog.																
A.6.3: Provide information on lease rights/obligations.																
A.6.4: Enable beneficiaries to extend user rights.																
A.7.1: Conduct studies on alternative land use models.																
A.7.2: Disseminate research results on on-going basis.																
A.7.3: Train beneficiaries on integrated land use.																
A.7.4: Investigate on linking various existing initiatives.																
A.7.5: Identify suitable town land.																
A.7.6: Negotiate acquisition of identified town lands.																
A.7.7: Develop infrastructure on town lands.																
A.7.8: Draw up an M&E plan.																
A.7.9: Study off-farm income opportunities.																
A.7.10: Train beneficiaries in entrepreneurship.																
A.8.1: Mobilise and train beneficiaries in maintenance.																
A.8.2: Develop close cooperation with specialists.																
A.8.3: Rehabilitate infrastructure on farms.																
A.8.4: Determine rentals and grazing fees.																
A.8.5: Collect lease and grazing fees.																
A.8.6: Determine proportion of funds from rentals.																

EXPERTS/PERSONNEL				
PM	OM	SP1	PSP	SP2
BS	SUPPORT	BS		BS
BS				BS
BS		BS		BS
BS	SUPPORT		SUPPORT	SUPPORT
BS	SUPPORT		SUPPORT	SUPPORT
BS	SUPPORT	BS		
BS	SUPPORT			
BS				BS
BS	BS			
BS				BS
		BS		
BS	SUPPORT	BS		
BS		BS		
BS	SUPPORT	BS		BS
BS	SUPPORT	BS		SUPPORT
BS	SUPPORT	BS	SUPPORT	BS
BS				BS
BS		BS		BS
BS		BS		BS
BS				BS
BS				BS
BS	SUPPORT	BS	BS	BS
BS				BS
				BS
	BS			BS
				BS

ACTIVITIES	YEAR															
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
A.9.1: Implement MLRR capacity-building programme.																
A.9.2: Strengthen Land Board and TA's capacities.																
A.10.1: Enhance relevant capacity of line institutions.																
A.11.1: Enhance capacity of relevant Non-State actors.																
A.12.1: Make ACC and PSC permanent structures.																
A.12.2: Establish a Technical Committee on land reform.																
A.12.3: Establish a POCLR in the PCC and PSC.																
A.12.4: Establish RMU at the regional level.																
A.12.5: Develop a sectoral coordinating policy.																
A.12.6: Establish coordinated sectoral response to LR.																
A.12.7: Support implementation of LR and its targets.																
A.12.8: Facilitate planning and coordination of LR.																
A.13.1: Establish an integrated M&E system.																
A.13.2: Develop and Integrated IS relevant to LR.																
A.13.3: Complete computerisation of Deeds Office.																
A.13.4: Conduct a biannual land reform audit.																
A.13.5: Harmonise LR evaluation with NDP cycles.																
A.14.1: Set up a consultative process for all regions.																
A.14.2: Conduct information sharing events.																

EXPERTS/PERSONNEL				
PM	OM	SP1	PSP	SP2
BS	BS	BS	BS	BS
BS	SUPPORT			
BS			BS	BS
BS				BS
BS				
BS		BS	SUPPORT	BS
BS		BS	SUPPORT	BS
BS		BS	SUPPORT	BS
BS		BS	BS	BS
BS		BS	BS	BS
BS	BS		BS	
BS		BS		
BS		BS		BS
BS		BS		BS
BS				BS
				BS
BS				BS
BS		BS		BS
BS		BS		BS

Milestones

1. Terms of reference for PMU committees drafted and approved
2. PMU of the Technical Committee established
3. PMC established and functional
4. Activity plans and budgets approved
5. Outstanding proposed studies completed and terms of reference prepared and approved
6. Technical proposals for result areas developed
7. Micro projects implemented, monitored, and evaluated
8. Monitoring and evaluation of projects prepared
9. On-going stakeholder consultative events in place
10. Terms of reference for Cabinet Committee and PSC revised and approved

Key

PM	Project Management
OM	Office Management
SP1	Land and Land Related Specialist
PSP	Policy Specialist
SP2	Other Specialists
BS	Basic Solution

RESOURCES SCHEDULE FOR LAND REFORM ACTION PLAN: QUANTITIES AND SOURCE OF FUNDING

Activities/Inputs	Unit	Quantity Per Planning Period																Cost Per Unit (N$)	Funding Source	Cost Codes	
		2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020			GRN	DONOR
A.1.1: Align NLP and the NRP																					
One day central workshop	Workshop		1															15 000	GRN	MLRR	
Two day regional workshop	Workshop		8															60 000	GRN	MLRR	
A.1.2: Conduct further research to inform policy areas.																					
Consultancy Services	Consult						1					1					1	80 000	GRN	MLRR	
A.1.3: Clarify the LUEB.																					
Conduct meetings	Meeting		4															6 000	GRN	MET	
A.1.4: Review sector-based policies for integration.																					
One day national workshop	Workshop		1															30 000	GRN	NPCS	
Three day regional workshop	Workshop		12															90 000	GRN	NPCS	
A.1.5: Review the National Agricultural Policy.																					
One day central workshop	Workshop		1															30 000	GRN	MAWRD	
A.1.6: Develop a national policy on user rights.																					
Three day central workshop	Workshop		2				2					2						90 000	GRN	MLRR	
Two day regional workshop	Workshop		12				12					12						30 000	GRN	MLRR	
A.1.7: Amend Subdivision Act on Agricultural Land.																					
Two year study	Study		1															700 000	GRN	MLRR/MAWRD	
Two meetings per year	Meeting		2	2														3 000	GRN	MAWRD	
Two day regional workshop	Workshop		1															30 000	GRN	MAWRD	
A.2.1: Establish Regional and National demand needs.																					
Baseline Survey	Survey		1															3 000 000	GRN	MLRR	
A.2.2: Establish a database of farmland with MTI.																					
Existing human resources	Person		6	6														0	GRN	MLRR	
A.2.3: Review existing resettlement criteria.																		0	GRN	MLRR	
Existing human resources	Person		5	5														0	GRN	MLRR	
A.2.4: Redesign resettlement application form.																					
One day central workshop	Workshop	1	1															30 000	GRN		
Two day regional workshop	Workshop	12	12															60 000	GRN		
A.2.5: Update and maintain beneficiaries' database.																					
This is a no cost element																					
A.2.6: Create awareness of resettlement programme.																					
Media events	Event	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	0			
A.2.7: Resettle homogeneous groups.																					
Three year resettling scheme	Lump		1	1	1													500 000	GRN		DONOR
A.2.8: Establish high level negotiating team.																					
Existing human resources	Person	4																0	GRN		
A.2.9: Identify specific land area for specific land use.																					
Task team consisting of 12 members	Task team		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	200 000	GRN	MLRR+LI	
Surveying	Hectare																				
A.2.10: Mobilise individual commercial farmers																					
Meetings during the year	Meeting	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	6 000	GRN	MLRR	
A.2.11: Streamline activities within MLRR.																					
Existing human resources	Person	8					8					8					8	0	GRN		
A.2.12: Acquire 5 million hectares for resettlement.																					
Acquisition	Hectare		270 000	270 000	270 000	270 000	270 000	270 000	270 000	270 000	270 000	270 000	270 000	270 000	270 000	270 000	270 000	250	GRN	MLRR	
A.3.1: Redesign the Affirmative Action Loan Scheme.																					

Activities/Inputs	Unit	Quantity Per Planning Period																Cost Per Unit (N$)	Funding Source	Cost Codes	
		2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020			GRN	DONOR
Three day regional workshop	Workshop		1															90 000	AGRIBANK	AGRIBANK	
A.3.2: Create awareness of the new scheme.																					
Media events	Event		10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	0			
A.3.3: Establish information desk for beneficiaries.																					
This is a no cost element		1																0			
A.3.4: Enhance financial capability of the AALS.																					
Budgetary allocations	Number		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	54 000 000	GRN	MAWRD,MOF	
A.4.1: Update the identification of under-utilised land.																					
Task team consisting of 12 members	Task tTeam		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	200 000	GRN	MLRR+LI	
A.4.2: Conduct consultation with stakeholders.																					
Three day regional workshop	Workshop		6															90 000	GRN	MLRR	
A.4.3: Develop non-freehold land.																					
Physical surveying of 5 million hectares	Hectare		340 000	340 000	340000	340000	340000	340000	340000	340000	340000	340000	340000	340000	340000	340000	240000	150	GRN	MLRR+OI	DONOR
A.5.1: Design grants and loan guarantee schemes.																					
Consultancy services (group consultancy)	Consult		1															540 000	GRN	MLRR	DONOR
Two day national workshop	Workshop		1															60 000	GRN	MLRR	
A.5.2: Design an integrated M&E plan.																					
Consultancy services	Consult		1															180 000	GRN	MLRR	
A.5.3: Establish and support local structures.																					
Provide on-farm training in clusters	Session		16	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10 000	GRN	MAWRD	
A.5.4: Provide post-settlement support and advice.																					
Provide grants	Family		1 710	1 710	1 710	1 710	1 710	1 710	1 710	1 710	1 710	1 710	1 710	1 710	1 710	1 710	1 660	48 906	GRN	MLRR	
A.5.5: Support service delivery to beneficiaries.																					
Meetings during the year	Meeting		4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	6 000	NAU/NNF		
A.6.1: Finalise, prepare and sign lease agreements.																					
Existing human resources	Person	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	0			
A.6.2: Financially support SG to clear survey backlog.																					
Clear surveying backlog	Hectare		340000	241000														7			
A.6.3: Provide information on lease rights/obligations.																					
This is done when signing lease agreement																					
A.6.4: Enable beneficiaries to extend user rights.																					
Existing human resources in regions	Person																	0			
A.7.1: Conduct studies on alternative land use models.																					
Consultancy services	Consult	0.5	0.5															180 000	GRN+OI		
A.7.2: Disseminate research results on on-going basis.																					
Human resources, funds and equipment	Lump		1	1	1	1	1	1										5 000 000	GRN+OI		
A.7.3: Train beneficiaries on integrated land use.																					
Provide on-farm training in clusters	Session		16	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10 000	GRN	MLRR	
A.7.4: Investigate linking various existing initiatives.																					
Conduct an Investigative Study	Study		1															80 000	GRN	MLRR+MAWRD	
A.7.5: Identify suitable town land.																					
Task team consisting of 12 members	Task team		1	1	1	1	1											200 000	GRN	MLRR+LI	
A.7.6: Negotiate acquisition of identified town lands.																					
Meetings during the year	Meeting		4	4	4	4	4											6 000	GRN	MLRR+MRLGH	
A.7.7: Develop infrastructure on town lands.																					
Development of infrastructure	Hectare		60 000	60 000	60000	60000	60000											250	GRN	MLRR	DONOR
A.7.8: Draw up a Monitoring and Evaluation plan.																					
Draw M&E plan	Consult		1															180 000	GRN	MLRR	DONOR

Activities/Inputs	Unit	Quantity Per Planning Period																Cost Per Unit (N$)	Funding Source	Cost Codes	
		2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020			GRN	DONOR
A.7.9: Study off-farm income opportunities.																					
Conduct income opportunities study	Study		1															180 000	GRN	MLRR	
A.7.10: Train beneficiaries in entrepreneurship.																					
Provide on-farm training in clusters	Session		16	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10 000	GRN	MLRR+OI	
A.8.1: Mobilise and train beneficiaries in maintenance.																					
Provide on-farm training in clusters	Session		16	10	10	1	10	10	10	10	10	10	10	10	10	10	10	10 000	GRN	MLRR+MAWRD	
A.8.2: Develop close cooperation with specialists.																					
This is a no cost element																					
A.8.3: Rehabilitate infrastructure on farms.																					
Annual funding event	Number		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	10 000 000	GRN	MLRR	
A.8.4: Determine rentals and grazing fees.																					
Conduct a cost study	Study		1															80 000	GRN	MLRR	
A.8.5: Collect lease and grazing fees.																					
This is a no cost element (system in place)			1															0			
A.8.6: Determine proportion of funds from rentals.																					
This is a no cost element (system in place)			1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	0			
A.9.1: Implement MLRR capacity-building programme.																					
Annual training expenditure	Number		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	600 000	GRN	MLRR	
Annual administrative expenditure	Number		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	3,600 000	GRN	MLRR	
A.9.2: Strengthen Land Board and TA's capacities.																					
Annual expenditure	Number		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	3 000 000	DONOR		DONOR
A.10.1: Enhance relevant capacity of line institutions.																					
Donor contribution to annual expenditure	Number		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1 000 000	DONOR		DONOR
Budget allocation	Number		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	3 000 000	GRN	LI	
A.11.1: Enhance capacity of relevant non-State actors.																					
Annual expenditure	Number		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	3 000 000	GRN/DON		GRN/DON
A.12.1: Make ACC and PSC permanent structures.																					
Budget allocation	Number		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	200 000	GRN	MLRR	
A.12.2: Establish Technical Committee on land reform.																					
Budget allocation	Number		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	5 000 000	GRN	LI	
A.12.3: Establish a POCLR in the PCC and PSC.																					
Budget allocation	Number		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	0	GRN	LI	
A.12.4: Establish PMU at the regional level.																					
Budget allocation	Number		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	0	GRN	LI	
A.12.5: Develop a sectoral coordinating policy.																					
No cost. Set up by the PCC, PSC, and TC.																					
A.12.6: Establish coordinated sectoral response to LR.																					
Three day national workshop annually	Workshop		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	90 000	GRN	NPCS	
A.12.7: Support implementation of LR and its targets.																					
Two day regional workshop annually	Workshop		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	780 000	GRN	NPCS	
A.12.8: Facilitate planning and coordination of LR.																					
One day national workshop annually	Workshop		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	30 000	GRN	NPCS	
A.13.1: Establish an integrated M&E System.																					
Establishing M&E system and IS	Consult		1															180 000	DONOR		DONOR
A.13.2: Develop and Integrated IS relevant to LR.																					
Incorporated in A.13.1.																					
A.13.3: Complete computerisation of Deeds Office.																					

Activities/Inputs	Unit	Quantity Per Planning Period															Cost Per Unit (N$)	Funding Source	Cost Codes	
		2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020			GRN	DONOR
Human Resources, Finance, and Equipment	Lump		1															3 000 000	GRN	MLRR	
A.13.4: Conduct a biannual land reform audit.																					
Carry out land reform audit	Consult		1		1		1		1		1		1		1			80 000	GRN	MLRR	
A.13.5: Harmonise LR evaluation with NDP cycles.																					
This is a no cost element			1															0			
A.14.1: Set up a consultative process for all regions.																					
Three day regional workshop annually	Workshop		1		1		1		1		1		1		1			1 170 000	GRN	MLRR+LI	
Two day national workshop annually	Workshop		1		1		1		1		1		1		1			30 000	GRN	MLRR+LI	
A.14.2: Conduct information-sharing events.																					
Done with A.14.1.																					

KEY

LI Line Institutions
OI Other Institutions

RESOURCES SCHEDULE FOR LAND REFORM ACTION PLAN : COSTS

ACTIVITIES	TOTAL COST PER PLANNING PERIOD																PROJECT TOTAL
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	
A.1.1: Align NLP and the NRP	0	495 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	495 000
A.1.2: Conduct further research to inform policy areas.	0	0	0	0	0	80 000	0	0	0	0	80 000	0	0	0	0	80 000	240 000
A.1.3: Clarify the LUEB.	0	24 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	24 000
A.1.4: Review sector bases policies for integration.	0	1,110 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1 110 000
A.1.5: Review the National Agricultural Policy.	0	30 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	30 000
A.1.6: Develop a national policy on user rights.	0	540 000	0	0	0	540 000	0	0	0	0	540 000	0	0	0	0	0	1 620 000
A.1.7: Amend Subdivision Act on Agricultural Land.	0	736 000	6 000	0	0	0	0	0	0	0	0	0	0	0	0	0	742 000
Result 1 Total																	**4 261 000**
A.2.1: Establish regional and national needs.	0	3 000 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	3 000 000
A.2.2: Establish a database of farmland with MTI.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A.2.3: Review existing resettlement criteria.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A.2.4: Redesign resettlement application form.	750 000	750 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1 500 000
A.2.5: Update and maintain beneficiaries' database.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A.2.6: Create awareness of resettlement programme.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A.2.7: Resettle homogeneous groups.	0	500 000	500 000	500 000	0	0	0	0	0	0	0	0	0	0	0	0	1 500 000
A.2.8: Establish high level negotiating team.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A.2.9: Identify specific land area for specific land use.	0	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	3 000 000
A.2.10: Mobilise individual commercial farmers	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	384 000
A.2.11: Streamline activities within MLRR.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A.2.12: Acquire 5 million hectares for resettlement.	0	67 500 000	67 500 000	67 500 000	67 500 000	67 500 000	67 500 000	67 500 000	67 500 000	67 500 000	67 500 000	67 500 000	67 500 000	67 500 000	67 500 000	67 500 000	1 012 500 000
Result 2 Total																	**1 021 884 000**
A.3.1: Redesign the Affirmative Action Loan Scheme.	0	90 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	90 000
A.3.2: Create awareness of the new scheme.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A.3.3: Establish information desk for beneficiaries.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A.3.4: Enhance financial capability of the AALS.	0	54 000 000	54 000 000	54 000 000	54 000 000	54 000 000	54 000 000	54 000 000	54 000 000	54 000 000	54 000 000	54 000 000	54 000 000	54 000 000	54 000 000	54 000 000	810 000 000
Result 3 Total																	**810 090 000**
A.4.1: Update the identification of under-utilised land.	0	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	3 000 000
A.4.2: Conduct consultation with stakeholders.	0	540 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	540 000
A.4.3: Develop non-freehold land.	0	51 000 000	51 000 000	51 000 000	51 000 000	51 000 000	51 000 000	51 000 000	51 000 000	51 000 000	51 000 000	51 000 000	51 000 000	51 000 000	51 000 000	36 000 000	750 000 000
Result 4 Total																	**753 540 000**
A.5.1: Design grants and loan guarantee schemes.	0	600 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	600 000
A.5.2: Design an integrated M&E plan.	0	180 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	180 000
A.5.3: Establish and support local structures.	0	160 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	1 560 000
A.5.4: Provide post-settlement support and advice.	0	83 629 260	83 629 260	83 629 260	83 629 260	83 629 260	83 629 260	83 629 260	83 629 260	83 629 260	83 629 260	83 629 260	83 629 260	83 629 260	83 629 260	81 183 960	1 251 993 600
A.5.5: Support service delivery to beneficiaries.	0	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	24 000	360 000
Result 5 Total																	**1 254 693 600**

ACTIVITIES	TOTAL COST PER PLANNING PERIOD																PROJECT TOTAL
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	
A.6.1: Finalise, prepare and sign lease agreements.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A.6.2: Financially support SG to clear survey backlog.	0	2 380 000	1 687 000	0	0	0	0	0	0	0	0	0	0	0	0	0	4 067 000
A.6.3: Provide information on lease rights/obligations.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A.6.4: Enable beneficiaries to extend user rights.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Result 6 Total																	**4 067 000**
A.7.1: Conduct studies on alternative land use models	90 000	90 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	180 000
A.7.2: Disseminate research results on on-going basis.	0	5 000 000	5 000 000	5 000 000	5 000 000	5 000 000	5 000 000	0	0	0	0	0	0	0	0	0	30 000 000
A.7.3: Train beneficiaries on integrated land use.	0	160 000	100 000	100 000	10 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	1 470 000
A.7.4: Investigate linking various existing initiatives.	0	80 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	80 000
A.7.5: Identify suitable town land.	0	200 000	200 000	200 000	200 000	200 000	0	0	0	0	0	0	0	0	0	0	1 000 000
A.7.6: Negotiate acquisition of identified town lands.	0	24 000	24 000	24 000	24 000	24 000	0	0	0	0	0	0	0	0	0	0	120 000
A.7.7: Develop infrastructure on town lands.	0	15 000 000	15 000 000	15 000 000	15 000 000	15 000 000	0	0	0	0	0	0	0	0	0	0	75 000 000
A.7.8: Draw up a Monitoring and Evaluation plan.	0	180 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	180 000
A.7.9: Study off-farm income opportunities.	0	180 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	180 000
A.7.10: Train beneficiaries in entrepreneurship.	0	160 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	1 560 000
Result 7 Total																	**109 770 000**
A.8.1: Mobilise and train beneficiaries in maintenance.	0	160 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	100 000	1 560 000
A.8.2: Develop close cooperation with specialists.																	0
A.8.3: Rehabilitate infrastructure on farms.	0	10 000 000	10 000 000	10 000 000	10 000 000	10 000 000	10 000 000	10 000 000	10 000 000	10 000 000	10 000 000	10 000 000	10 000 000	10 000 000	10 000 000	10 000 000	150 000 000
A.8.4: Determine rentals and grazing fees.	0	80 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	80 000
A.8.5: Collect lease and grazing fees.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A.8.6: Determine proportion of funds from rentals.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Result 8 Total																	**151 640 000**
A.9.1: Implement MLRR capacity-building programme.	0	4 200 000	4 200 000	4 200 000	4 200 000	4 200 000	4 200 000	4 200 000	4 200 000	4 200 000	4 200 000	4 200 000	4 200 000	4 200 000	4 200 000	4 200 000	63 000 000
A.9.2: Strengthen Land Board and TA's capacities.	0	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	45 000 000
Result 9 Total																	**108 000 000**
A.10.1: Enhance relevant capacity of line institutions.	0	4 000 000	4 000 000	4 000 000	4 000 000	4 000 000	4 000 000	4 000 000	4 000 000	4 000 000	4 000 000	4 000 000	4 000 000	4 000 000	4 000 000	4 000 000	60 000 000
Result 10 Total																	**60 000 000**
A.11.1: Enhance capacity of relevant non-State actors.	0	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	3 000 000	45 000 000
Result 11 Total																	**45 000 000**
A.12.1: Make ACC and PSC permanent structures.	0	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	200 000	3 000 000
A.12.2: Establish Technical Committee on land reform.	0	5 000 000	5 000 000	5 000 000	5 000 000	5 000 000	5 000 000	5 000 000	5 000 000	5 000 000	5 000 000	5 000 000	5 000 000	5 000 000	5 000 000	5 000 000	75 000 000
A.12.3: Establish a POCLR in the PCC and PSC.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A.12.4: Establish PMU at regional level.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A.12.5: Develop a sectoral coordinating policy.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A.12.6: Establish coordinated sectoral response to LR.	0	90 000	90 000	90 000	90 000	90 000	90 000	90 000	90 000	90 000	90 000	90 000	90 000	90 000	90 000	90 000	1 350 000
A.12.7: Support implementation of LR and its targets.	0	780 000	780 000	780 000	780 000	780 000	780 000	780 000	780 000	780 000	780 000	780 000	780 000	780 000	780 000	780 000	11 700 000
A.12.8: Facilitate planning and coordination of LR.	0	30 000	30 000	30 000	30 000	30 000	30 000	30 000	30 000	30 000	30 000	30 000	30 000	30 000	30 000	30 000	450 000

ACTIVITIES	TOTAL COST PER PLANNING PERIOD																PROJECT TOTAL
	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	
Result 12 Total																	91,500 000
A.13.1: Establish an integrated M&E System.	0	180 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	180 000
A.13.2: Develop and Integrated IS relevant to LR.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
A.13.3: Complete compulerisation of Deeds Office.	0	3 000 000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	3 000 000
A.13.4: Conduct a biannual land reform audit.	0	80 000	0	80 000	0	80 000	0	80 000	0	80 000	0	80 000	0	80 000	0	0	560 000
A.13.5: Harmonise LR evaluation to NDP cycles.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Result 13 Total																	3,740 000
A.14.1: Set up a consultative process for all regions.	0	1 200 000	0	1 200 000	0	1 200 000	0	1 200 000	0	1 200 000	0	1 200 000	0	1 200 000	0	0	8.400 000
A.14.2: (Incorporated in A.14.1)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Result 14 Total																	8,400 000
OVERALL PROJECT TOTAL																	4,426,585,600

RESPONSIBILITY AND COLLABORATION MATRIX FOR LAND REFORM ACTION PLAN : A LIST

Activities	Responsible Institutions	Collaborators	Experts
A.1.1: Align NLP and the NRP	MLRR	AG's office, MAWRD, MET	Local facilitator, OM
A.1.2: Conduct further research to inform policy areas.	PCC, PSCLR, POCLR	MET, MLRR, MAWRD	Local
A.1.3: Clarify the LUEB.	MET, MLRR	NPCS	OM
A.1.4: Review sector bases policies for integration.	PCC, PSCLR, POCLR	AG's office, MAWRD, MET, MLRR, NPCS	Local facilitator
A.1.5: Review the National Agricultural Policy.	MAWRD	MLRR, NPCS, NAU, NNFU	Local facilitator
A.1.6: Develop a national policy on user rights.	PCC, PSCLR, TC		Local external supp.
A.1.7: Amend Subdivision Act on Agricultural Land.	MAWRD, MLRR		Local experts
A.2.1: Establish regional and national needs.	Resettlement Committee: - MLRR, Regional Offices		Local PM
A.2.2: Establish a database of farmland with MTI.	Deeds - MLRR, MTI		Local OM
A.2.3: Review existing resettlement criteria.	MLRR	Regional Councils, MAWRD, AgriBank, MRLGH	Local PM, OM
A.2.4: Redesign resettlement application form.	National Resettlement Committee: - MLRR		Local PM, OM
A.2.5: Update and maintain beneficiaries' database.	Resettle - MLRR		Local OM
A.2.6: Create awareness of resettlement programme.	Resettle - MLRR		Local
A.2.7: Resettle homogeneous groups.	National Resettlement Committee: - MLRR	Regional Councils, Traditional Authorities, community leaders	Local
A.2.8: Establish high level negotiating team.	MLRR		Local
A.2.9: Identify specific land area for specific land use.	PCC, PSCLR, POCLR		Local PM
A.2.10: Mobilise individual commercial farmers	PCC, PSCLR, POCLR		Local PM
A.2.11: Streamline activities within MLRR.	MLRR	LRAC	Local
A.2.12: Acquire 5 million hectares for resettlement.	MLRR	MOF, NPCS	Local
A.3.1: Redesign the Affirmative Action Loan Scheme.	MLRR, MAWRD, MOF	AgriBank	Local PM
A.3.2: Create awareness of the new Scheme.	AgriBank	MAWRD	Local
A.3.3: Establish information desk for beneficiaries.	AgriBank	DVEM - MLRR	Local
A.3.4: Enhance financial capability of the AALS.	MAWRD,MOF	NPCS	Local
A.4.1: Update the identification of under-utilised land.	MLRR, PCC, PSCLR, POCLR		Local PM
A.4.2: Conduct consultation with stakeholders.	MLRR	PSCLR	Local PM
A.4.3: Develop non-freehold land.	MLRR, PCC, PSCLR, POCLR		Local PM
A.5.1: Design grants and loan guarantee schemes.	MLRR, MOF	NPCS	Local PM, OM
A.5.2: Design an integrated M&E plan.	MLRR, PCC, PSCLR, POCLR		Local PM, OM
A.5.3: Establish and support local structures.	MLRR, MAWRD		Local
A.5.4: Provide post-settlement support and advice.	MLRR, MAWRD		Local
A.5.5: Support service delivery to beneficiaries.	NNFU, NAU	Agrifutura, Others	Local PM, OM
A.6.1: Finalise, prepare and sign lease agreements.	MLRR		Local
A.6.2: Financially support SG to clear survey backlog.	MLRR	MOF	Local
A.6.3: Provide information on lease rights/obligations.	Regional Offices - MLRR	Regional Councils	Local
A.6.4: Enable beneficiaries to extend user rights.	MLRR,PCC, PSCLR, POCLR		Local

Activities	Responsible Institutions	Collaborators	Experts
A.7.1: Conduct studies on alternative land use models	PCC, PSCLR, POCLR	Non-State actors	Local PM, OM
A.7.2: Disseminate research results on on-going basis.	PCC, PSCLR, POCLR		Local PM, OM
A.7.3: Train beneficiaries on integrated land use.	DEES - MAWRD, LUPA - MLRR		Local PM, OM
A.7.4: Investigate on linking various existing initiatives.	MAWRD, MLRR	Other line institution PM	Local PM
A.7.5: Identify suitable town land.	PCC, PSCLR, POCLR	Town Councils	Local PM
A.7.6: Negotiate acquisition of identified town lands.	MLRR, MRLGH	Town Councils	Local PM
A.7.7: Develop infrastructure on town lands.	MLRR, Town Councils		Local PM
A.7.8: Draw up a Monitoring and Evaluation plan.	PCC, PSCLR, POCLR		Local PM, OM
A.7.9: Study off-farm income opportunities.	MLRR, MAWRD, MTI	MOF, MET, NPCS	Local PM, OM
A.7.10: Train beneficiaries in entrepreneurship.	MLRR, MTI	NCCI, WAD, Town Councils	Local PM, OM
A.8.1: Provide materials for low cost housing.	MLRR	MWTC, NPCS, MOF	Local
A.8.2: Mobilise and train beneficiaries in maintenance.	MLRR, MAWRD		Local PM
A.8.3: Develop close cooperation with specialists.	MLRR	NamWater, DEA - MAWRD	Local PM
A.8.4: Rehabilitate infrastructure on farms.	MLRR, MAWRD		Local PM
A.8.5: Determine rentals and grazing fees.	DVEM - MLRR, MOF		Local PM
A.8.6: Collect lease and grazing fees.	Resettle - MLRR		Local PM
A.8.7: Determine proportion of funds from rentals.	MLRR	MOF, MAWRD	Local
A.9.1: Implement MLRR capacity-building programme.	MLRR	MOF	Local
A.9.2: Strengthen Land Board and TA's capacities.	LBTA - MLRR	MRLGH, MOF	Local
A.10.1: Enhance relevant capacity of line institutions.	POCLR	Line ministries	Local
A.11.1: Enhance capacity of relevant non-State actors.	MLRR	MOF, MAWRD, NPCS	Local
A.12.1: Make ACC and PSC permanent structures.	MLRR		Local
A.12.2: Establish a Technical Committee on land reform.	MLRR	MOF	Local
A.12.3: Establish a POCLR in the PCC and PSC.	MLRR	MOF	Local
A.12.4: Establish PMU at the regional level.	MLRR	MOF	Local
A.12.5: Develop a sectoral coordinating policy.	PCC, PSCLR, POCLR		Local
A.12.6: Establish coordinated sectoral response to LR.	PCC, PSCLR, POCLR		Local
A.12.7: Support implementation of LR and its targets.	PCC, PSCLR, POCLR		Local
A.12.8: Facilitate planning and coordination of LR.	PCC, PSCLR, POCLR		Local
A.13.1: Establish an integrated M&E System.	PCC, PSCLR, POCLR		Local. May need external support.
A.13.2: Develop and integrated IS relevant to LR.	PCC, PSCLR, POCLR		Local. May need external support.
A.13.3: Complete computerisation of Deeds Office.	DEEDS - MLRR	MOF	Local OM
A.13.4: Conduct a biannual land reform audit.	PCC, PSCLR, POCLR		Local
A.13.5: Harmonise LR evaluation with NDP cycles.	PCC, PSCLR, POCLR		Local
A.14.1: Set up a consultative process for all regions.	PCC, PSCLR, POCLR		Local PM
A.14.2: Conduct information-sharing events	PCC, PSCLR, POCLR		Local