



**LAND GOVERNANCE AND REDISTRIBUTIVE REFORM – FOR THE
SAKE OF ACCELERATING THE NATIONAL RESETTLEMENT
PROGRAMME OF NAMIBIA**

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ABSTRACT

Several studies on land reform in Namibia have focused on analysing the country's land reform programmes with a focus on its general progress. Many of them have not assessed the issue of improving the National Resettlement Programme from the perspective of acceleration. This study closes this gap. It is based on in-depth understanding of the land acquisition and resettlement processes in Namibia's National Resettlement Programme. The study explores the possible ways of speeding up the implementation of the National Resettlement Programme without undermining its effectiveness and efficiency. It uses case-oriented methods to draw conclusions and provide answers to critical research questions bothering on laxities in the procedures of the National Resettlement Programme. The major outcome of the study is that it identifies major causes for the slow implementation of the National Resettlement Programme. It also provides recommendations for speeding up the process without compromising good governance principles.

KEY WORDS: Land governance, land redistribution, land reform, land tenure, Namibia.

1. INTRODUCTION

The manner of land title and property rights (re)allocations have influence on the socioeconomic stability of societies and nations (Chigbu, 2015). In this regard, the current state of land challenges in many countries in sub-Saharan African countries reflect the nature of tenure governance within their geopolitical space. One of such countries is Namibia. Namibia experienced some distortions in its land governance systems during its colonial period. This led to unequal distribution of land and its resource – a situation whereby its indigenous population has limited access to land. More than two decades after its attainment of independence, the country still continues to face skewed distribution of land and its resources. The inequalities that exist in land access in the country have made it almost impossible for the majority of its population to derive the best possible benefits from their land. That this why – from both gender empowerment and land-use perspectives – the situation has become a topic of serious concern in Namibia. Answering the country’s land question (related to access to land, ancestral land issue, and ownership) remains the most challenging social matters that need to be addressed by the country.

Several studies on land reform in Namibia have focused on analysing the country’s land reform programmes with a focus on its general progress and challenges (see Adams, 1993; Hangula, 2000; Amoo & Harring, 2013; Lohmann *et al.*, 2014; William *et al.*, 2016). Not many researchers, if any at all, have particularly investigated it from the perspective of accelerating its procedures. This study is important because it closes this gap from an in-depth understanding of the land acquisition and resettlement processes in Namibia. It explores the possible ways of speeding up the implementation of Namibia’s National Resettlement Programme (NRP) without undermining its effectiveness and efficiency. It evaluates the implementation of the NRP to identify the causes of the NRP slow execution and then recommended ways on how to improve the factors militating against its speedy implementation. The study begins by reviewing literature necessary for understanding the land governance issues in Namibia from a land reform perspective.

2. UNPACKING LAND REFORM AND LAND GOVERNANCE IN NAMIBIA

In Southern Africa, current land reforms emerged in countries where white settler’s societies conquered the commercial agricultural land. To date, there is no standard land reform policy in the regional organization of Southern African Development Community (SADC). This resulted from the non-coordination of land policies in its post-colonial times (Herbst, 2000). South Africa, Namibia, and Zimbabwe have experienced similar colonial legacy, and it is on such basis that the land question is defined. However, the Southern African Human Science Research Council (2003) have shown that land reform policies in the SADC region were applied inconsistently by both the colonial policies and the current practices. In South Africa, land reform is not based on one single piece of legislation unlike in Zimbabwe and Namibia. In the SADC region,

the willing seller, willing buyer (WS-WB) principle — a situation where the landowners willingly offer land for sale to the government — has become one of the most acknowledged mode of land acquisition for resettlement purposes. The principle is provided for in the legal framework. Apart from the positivity of a legal backing, it is characterized by different challenges. These challenges come in different forms. This study provides the Namibian perspective.

2.1 NAMIBIA'S LAND GOVERNANCE AND REFORM LAWS, POLICIES AND INSTITUTIONS

Land tenure systems form a key aspect of land governance and reforms because they define and regulate how individuals, communities, and groups gain access to land and its resources, through formal or informal laws and practices (FAO, 2012). Land in Namibia is divided into three tenure forms namely, communal land, commercial and state land. The communal land comprises of 41% of the total land area while the commercial land covers 44%. The remaining 15% is covered by state land (Legal Assistance Centre, 2003). The commercial (freehold) and communal tenures account for a total area of 700 400 km² of Namibia's 824,290 km² land mass. This amounts to 85 % of the country's landmass and is available for agricultural purposes (Mendelsohn *et al.*, 2002). Various land tenures grant specific rights and responsibilities to the people who own rights or exercise rights under the various tenure systems. Both the rural and urban land can be part of any of the tenure forms. Land is governed by different regulations and policies in place. The relevant aspects of Namibia's law and policies in relation to land governance and land reform are presented here.

The Namibian Constitution is the ultimate foundation of law in Namibia. Article 16 (1) of the constitution stresses that “All persons shall have the right in any part of Namibia to acquire, own and dispose of all forms of immovable and movable property individually or in association with others and to bequeath their property to their heirs or legatees”. Article 16 (2) states that “The State or a competent body or organ authorized by law may expropriate property in the public interest subject to the payment of just compensation, in accordance with requirements and procedures to be determined by Act of Parliament.” *The National Resettlement Policy of 2001* ensures resettlement of eligible people in a manner that they can become self-reliant. It wishes to do so through resettling people in an economically, sociologically, institutionally and environmentally sustainable manner. It further gives emphasis on the need for stakeholder coordination and cooperation who are involved in the national land reform and resettlement programme. *The Agricultural Bank Amendment Act 27 of 1991 and the Agricultural Bank Matters Amendment Act 15 of 1992* lay down the basis for the Affirmative Action Loan Scheme (AALS). The Agricultural (Commercial) Land Reform Act (ACLRA) No. 6 of 1995 was enacted to address past injustice of an unequal land distribution and its resources. The Act provides for acquisition and distribution of such

land to previously disadvantaged, poor and landless Namibians through the national resettlement programme. *Namibia's National Land Policy* (NLP) was developed in April 1998. It is the government's tool as a response to redressing the inequitable land distribution as a result of the colonial regime, and it further aims at tackling issues of discrimination amongst many others. The policy was designed to provide for a unitary land system where no Namibian should be left out by making provision for equal rights, opportunities and security amongst the land tenure types irrespective of whether such land is in a communal or commercial area. The main organization for land reform implementation in Namibia is the *Ministry of Land Reform* (MLR). It is the main institution that drives the ministerial or administrative governance structure of land in the country. Land Reform is an important strategy of the Government of the Republic of Namibia. It aims at empowering Namibians and poverty alleviation through the provision of land as means of production as well as secures land tenure systems. In order to achieve this objective, the government established the MLR (previously known as the Ministry of Lands and Resettlement) at Namibia's independence. The MLR is mandated to administer and ensure equitable access to Namibia's land resources. With such a mandate at hand, the Ministry embarked on the land reform programme as a basis for achieving its mandate. The MLR aims at three pillars of land reform: redistributive land reform, affirmative action loan scheme and tenure reforms (Ministry of Land Reform, 2015).

2.2 LAND REFORM: NAMIBIA'S NATIONAL RESETTLEMENT PROGRAMME PERSPECTIVE

As a colony, Namibia's land tenure systems were understood under the colonial regime where the indigenous population had limited access to land. Since the attainment of independence in 1991, the government of Namibia's first priority was to come up with initiatives to redress the colonial imbalances. At independence, the white commercial farmer community which made up 6% of the Namibian population owned about 52% of the agricultural farmland whilst the remaining 94% of the population lived on 48% agricultural state-owned land known as communal areas (Hunter, 2004). Like any other colony settlers, the aim for Namibia's liberation struggle was ownership of land. Land is a very valuable resource on every day basis globally. Namibia experienced distortion which led to unequal distribution of land and its resource as a result of the colonial regime. As a result of the colonial regime, the country's farming sector consists of two sub-sectors namely the communal farming where farmers operate on state owned land with rain fed crop and livestock production. This sector occupies 41 % of the country total land area amounting to 32.6 million hectares. The other sector is the commercial farming where farmers operate on land held under freehold ownership, this sectors makes up 44% of the total land area of the country amounting to 36.2 million hectares. A national land conference which took place in 1991 stated that there is a need for historical wrongs to be rectified but confiscations of land from Europeans who have acquired successive amounts of land during the German and South African colonial powers is not the aim, but rather its main

objective should be to address the unequal land ownership through a process of national reconciliation through the constitution of the public of Namibia (Ondendaal, 2005).

As mentioned earlier the white Namibians own the highest percentage of agricultural farmland and with such a high proportion of inequality within the commercial farming sector a need for redistributive reform was necessary. Shortly after independence the Ministry of Land Reform was established as a custodian of land to administer it with the objective of addressing the land issue. Supported by the Agricultural (Commercial) Land Reform Act No. 6 of 1995 which provides the legal basis for the acquisition of agricultural commercial land. The Act makes provision for the government's preferential right to acquire agricultural commercial land. Under the redistributive reform, it provides for two modes of land acquisition – Willing-Seller-Willing-Buyer and Expropriation. The Division of Land Use Planning and Advice, under the Directorate of Land Reform and Resettlement is responsible for handling farm offers made to the state. The Government aims at achieving the land reform objectives through its two initiatives. The two land reform initiatives are the National Resettlement Programme run by the Ministry of Land Reform and the Affirmative Action Loan Scheme (AALS), implemented by the Agricultural Bank of Namibia (Agribank) (Legal Assistance Centre, 2005).

2.3 THE OBJECTIVES OF THE NATIONAL LAND REFORM AND RESETTLEMENT PROGRAMME

The land reform effort is geared towards addressing the skewed land distribution as a result of the colonial past, but it also important to note that is not its only primary aim. The reform also aims at achieving social and economic equity for all Namibians; the commercial farming sector should have a reflection of the society (Permanent Technical Team on Land Reform, 2005). The two main pieces of legislation spelling out the aims and objectives of the land reform are National Resettlement Policy of 2001 and the National Land Policy 1998. The resettlement policy clearly states that the overall objective is to resettle eligible people in an institutionally, sociologically, economically and environmentally sustainable manner in a way that these beneficiaries become self-reliant. The policy further indicated that there is an estimate of 243 000 Namibians who are poor and landless hence the need for redistributive reform. The land reform programme in Namibia involves three pillars namely:

- *Redistributive Reform:* This involves acquisition of agricultural commercial land by the state for the purpose of resettlement. This entails redistribution of such land to previously disadvantaged, poor and landless Namibians through the National Resettlement Programme.

- *Tenure Reform*: This type of reform is mainly aimed at communal areas. It entails registration of customary land rights and administration of leaseholds in such land with the aim of providing security of tenure through issuing certificates of registration. It is also aimed at developing underutilized land in communal areas into small-scale commercial farms. The act provides for two modes of land acquisition namely. (1) *The Willing-Seller Willing-Buyer mode (WS-WB)*. This is a state-led acquisition mode. It entails the purchase of land for commercial agriculture by the government from the willing sellers. The state has the preferential right, meaning that any farm that is to be alienated in Namibia has to be offered to the state first before it can exchange hands on the open market. The mode is however dependent on the farm offers made to the state, meaning if no land is offered, then there is no land to acquire. This is the current mode of land acquisition being used. (2) *And, expropriation*. This is the compulsory land acquisition in the public interest at market related compensation for the purposes of distribution to landless Namibians. This form of acquisition mostly targets underutilized, abandoned and excessive holdings of land. The government to date has rarely practiced this mode.
- *The Affirmative Action Loan Scheme(AALS)*: The main objective is to assist stronger farmers (previously disadvantaged) through provision of subsidized interest rates and loan guarantees in order to acquire their own commercial farms with aim of reducing the pressure on communal areas such as the grazing pastures. Under this initiative the farmers apply for entry into the scheme following same procedures they would have followed when applying at any other financial institution such as commercial banks. Upon approval of such a loan and purchase of the commercial farm, Agribank registers a mortgage bond over such land for a period of 25 years to serve as security (Ministry of Land Reform, 2015b).

The NRP is a key part of the land reform in Namibia. One thing that is fully agreed by all stakeholders in the implementation of Namibia's NRP is that it is slow (see Amoo & Haring, 2013; Lohmann *et al.*, 2014; William *et al.*, 2016; Sakaria, 2016). It is also common to read about Namibian politicians complain about the slow pace of the reform. The study is therefore relevant because it addresses one of the significant land issues in Namibia –the slow pace of the implementation of its land reform vis-à-vis the NRP.

3. METHODOLOGY

The methodological design of this study hinges on providing an outlook of the current redistributive reform in Namibia. It relied on in-depth literature review, and semi-structured expert interviews, supplemented by field inspections in Namibia. It specifically used primary qualitative data and supported with secondary

Cumulatively, the 20 persons interviewed and the farms visited to derive data for this research either came from or are located in the *Oshikoto, Hardap, Karas, Erongo, Otjozondjupa, Omaheke, Khomas* and *Kunene* regions of Namibia (see Figure 1). The derived data was used to evaluate the implementation procedures of the NRP and identified the causes of its slow implementation. Furthermore, the study investigated ways of improving and accelerating the implementation of the NRP from a good governance lens. The data was analysed using case-oriented methods to draw conclusions and provide answers to research questions bothering on the procedures, steps and pace of the NRP implementation. For details on case-oriented methods, see Ragin (2014); Graziano (2015) and Ho *et al.* (2016). The findings derived, relate to understanding the process or procedure of implementing the NRP — with focus on understanding the causes of its slow implementation — and grasping what can be done to fast-track the process.

4. PROGRESS OF THE NATIONAL RESETTLEMENT PROGRAMME

4.1 NUMBER OF FARMS AND HECTARES OF LAND ACQUIRED UNDER THE NRP

The MLR through the NRP has acquired 394 farms amounting to 2,784,797 hectares (as of September 2015) with over 5000 beneficiaries. This is a clear indication that with a target of acquiring 5 million hectares as a set target by 2020, the process has been ongoing at a slow pace. With less than three years to the target period it is unrealistic to say the remaining 2.3 million hectares yet to be acquired can be achieved. Figure 2 shows a breakdown of number of farms acquired from the inception of the programme. It is conclusive that the number of hectares required for actualizing the NRP target will be impossible to meet.

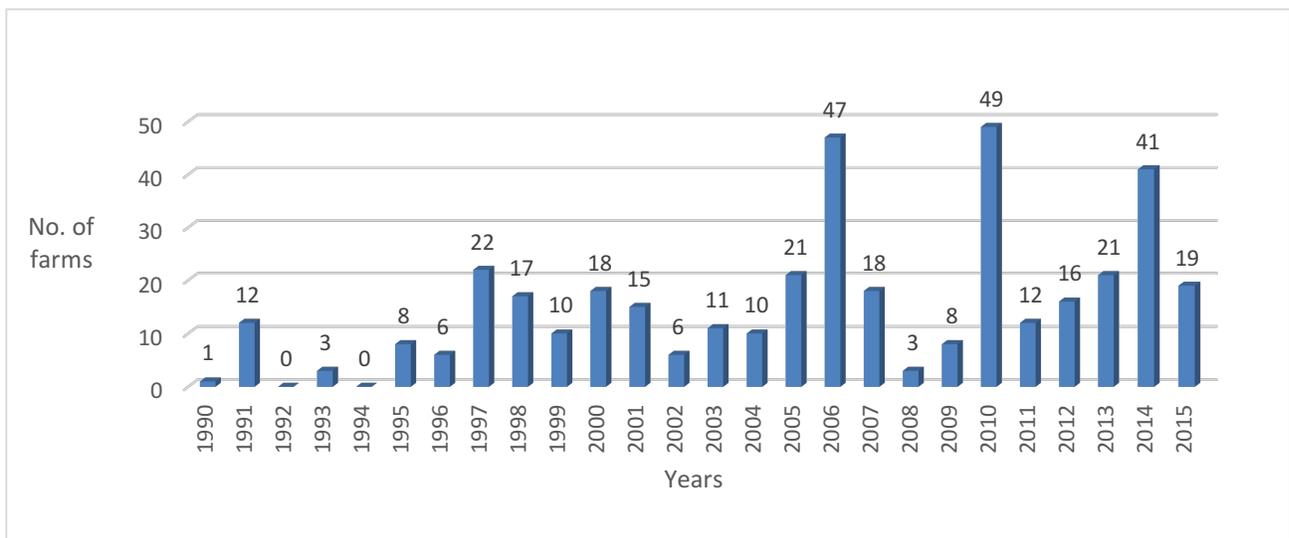


Figure 2: Number of farms purchased per year (based on data from MLR)

For example, if you look at the years 1999 and 2004 (in Figure 2), 10 farms were acquired in each of those years, even though the total number of farms (based on the sizes in hectares) vary as shown in Figure 3.

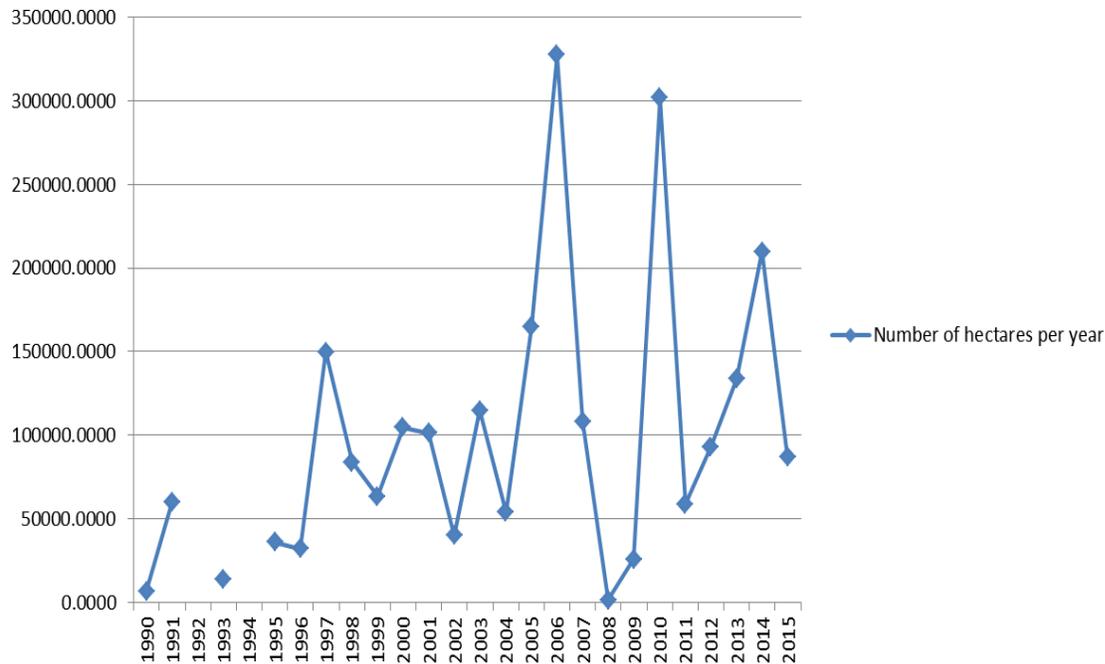


Figure 3: Number of hectares acquired per year (based on data from MLR)

Figure 3 shows the number of hectares acquired per year from 1990 till September 2015. There is a clear indication of fluctuation in the hectares. It is therefore important to note that the number hectares play much bigger role to meeting the set target even though it will eventually have to be made up of the number of farms acquired.

4.2 NUMBER OF FARMS ACQUIRED UNDER AALS AND THROUGH EXPROPRIATION

The AALS is implemented by the Agricultural Bank of Namibia. The role of the Agribank is to provide funding to previously disadvantaged farmers at subsidized interest rates. The scheme is expected to acquire 10 million hectares by the year 2020. To date about 57% has been acquired through the scheme. The AALS farms are distributed across the country but mostly acquired in regions such as *Oshikoto*, *Omaheke*, *Otjozondjupa* and *Kunene*.

Expropriation has rarely been practiced in Namibia. However, in the years 2005 to 2006 the government used it to acquire several farms. The government acquired seven farms totalling to 27,712 hectares between the years 2005 to 2006. The farms were acquired mostly in the central part three in *Omaheke*, two in

Khomas and other two in *Otjozondjupa* region. However, the government was taken to court under what is commonly known as the “Kessl Case” (Harring & Ondendaal, 2008; Glinz, 2009). The government was criticized for its administration of the expropriation process which reportedly violated the Namibian law on several grounds. Some judgments questioned government’s credibility in terms of its ability to plan and manage its own land reform programme (Harring and Ondendaal, 2008). It was from this point onwards that the government began to use expropriation only as a supplementary tool to the willing seller willing buyer mode.

5. PROCEDURES AND STEPS IN THE LAND ACQUISITION PROCESS

The WS-WB is the current mode of land acquisition. It is dependent on the land made available on the market by the sellers. The process entails predetermined steps and procedures which need to be followed. The Agricultural (Commercial) land reform Act No. 6 of 1995 makes provision for the states preferential right, this means that any agricultural land before it enters the open market the state through the MLR needs to express its interest. In simple terms, only when the state has waived its interest by issuing a certificate of waiver then a particular farm can be offered to private buyers.

The process starts when a willing seller makes an offer to sell agricultural land to the state. The offer is made on an official offer form provided by the MLR. The offer form consists of three main sections, section one makes provision for personal and farm details, including the size, selling price per hectare amongst many others whilst section two provides for details of the land and all improvements. The last section of the offer form is a declaration where the willing seller needs to commission under oath that he/she is offering the farm free of any conditions which might hinder the government’s take up of the farm after purchasing such as long-life usufruct. The second part entails receipt and scrutiny of the offer by the administration division and forwards it to the land user planners to carry out assessment and demarcation thereof. The planners carry out field visits to determine the farm suitability and demarcate the farm into farming units ranging from preferably 2500 ha and more or lesser depending on the carrying capacity and agro ecological zoning of that region. After the field visit, they make recommendations whether to waive or value the farm to the Land Acquisition Committee (LAC). When a farm is found suitable for resettlement purposes it is than recommended to be valued for possible purchase, but in the event where it is found unsuitable the LAC recommends to the Land Reform Advisory Commission (LRAC) to advise the Minister to waive such a farm. When a farm is found suitable, it is forwarded to the directorate of valuation, whereby a second team carries out field work to inspect the farm to determine the value. On the basis of this valuation a counter offer is recommended to the owner and price negotiations takes place.

In the event where the farm owner is not in agreement with the valuation price offered by the state, they are entitled to appeal to the lands tribunal as there is no room for withdrawal of such offer after counter offer is issued. The valuation reports, assessment reports by the land use planners and price negotiations outcomes are then submitted and presented to the LRAC for discussions and consideration. The LRAC has the right to oppose the recommendations of both the planners and valuers. The LRAC then advises the Minister to purchase such land if they are in agreement or either to waive it. The legal compliance is that the Act stipulates different time periods for the different stages within the land acquisition process. The farm offer has to be accepted within 90 days. The first stage of the process takes up to 60 days, the State must make a decision to either buy or not, and carries out activities such as assessment, presentation to LAC, valuation and recommendation to LRAC. The LRAC is required within 30 days to make recommendations to the Minister. The minister then has 14 days to accept or reject the offer. In the event where the minister rejects the offer a certificate of waiver (valid for 12 months) is issued as there is no present interest from the State. It is a must that the LRAC/Minister makes a recommendation within the stipulated timeframe in the event where any of the parties fails to do so, the offer is deemed declined by the farm owner and the Minister, upon the request of the farm owner has to issue a certificate of waiver. In the event where the state is interested in acquiring the farm and a counter offer is issued the farm owner must inform the Minister in writing whether the offer is accepted or not within 14 days from date of notice. A price negotiation committee is convened by the Minister to negotiate the purchase price with the farm owner and advise the minister thereof, if no agreement is reached during negotiations, the owner not later than 60 days may make an application to the Lands Tribunal for the determination of the purchase price.

6. THE LAND ALLOCATION (RESETTLEMENT) PROCESS

The other aspect of the NRP implementation is the process of land allocation, which is the physical allocation of such land to the beneficiaries (previously disadvantaged Namibians). The process starts off when the Resettlement division receives the approved allotment (demarcation) plan and notes from the LUPA division. After the first step, resettlement (legal) notices for the approved allotment plans are prepared. It is a compulsory step that the notices must be forwarded to Ministry of Justice (MOJ) for scrutiny by the legal drafters in order to ensure correctness. The scrutinized notices are then forwarded back to MLR for minister's signature and approval. After approval, the allotments are gazetted and thereafter advertisement follows.

The farming units available for resettlement are advertised in the local media, be it in the newspapers, advertising boards at the head office as well as regional offices, radio stations and so forth. The advert runs for a period of one month. The prospective beneficiaries then apply for the available farming units, using

a prescribed resettlement form available from the MLR. After the advertisement, Resettlement (LRAC) Regional Committee (RRCs) convenes in not later than two weeks from the date of closure of the advert to screen applications and recommend applicants to the LRAC. The LRAC sits once a month and select and makes final recommendation and submit the names of the successful applicants to the Minister. The Minister has the mandate to either reject or approve the LRAC recommendations. In the case where the Minister approves the LRAC recommendations, the LRAC minutes is signed by the chairperson or PS and preparation of the allotment letters commence. The allotment letters are prepared and forwarded to the Minister for signature. The signed allotment letters are than delivered to relevant regional offices, for notification and issue to the approved/successful applicants. The lease agreement is the legal binding contract between the state and the beneficiary as it stipulates the conditions of the lease to be agreed upon by both parties (MLR, 2014). The agreement is prepared and signed by lessee (beneficiary) and the Minister on behalf of the state (lessor). After signatory of the agreement, the beneficiaries are inducted and physically resettled on their farming units by resettlement officers of the MLR.

7. CAUSES OF SLOW IMPLEMENTATION OF THE REFORM

Several factors were identified to be militating against the quick delivery of the reform. They include the following factors listed below:

Legislative Impediments: The timeframe for lands tribunal is not regulated. It is almost indefinite. The process of land acquisition as stipulated in the law could take up to 194 days (nearly six and half months) to finalize one farm offer. According to the PPT (2005), the average time between offer and transfer which is the land acquisition process can take approximately 301 days nearly ten months, but could vary as from little as 130 days to as much as 789 days. The Act does not in any way compel the different stakeholders to execute their duties within the stipulated timeframe, apart from regulating the timeframe.

Rigidity: There is no flexibility in the current NRP implementation approach, the approach which has been used since 1991 is the same approach used today. There has been no room to allow any other mechanisms for change. And if the same approach (which is seen as slow paced since the inception of the programme) is continued with definitely, it will led to a worse situation.

High land prices: The market is associated with skyrocketing land prices. The farms which are waived by the government are sold on the open market especially at *oxion* on very high valuation prices. The prices on the open market are far too high than what the government can afford. The lack of unregulated market

has led to the imbalances between supply and demand. There is no restriction or what so ever on the open market prices, hence land might be available but not affordable for acquisition by the state.

Lack of human resource capacity: The NRP implementation process is very complex and requires a large operational capacity. There is a lack of human capacity, especially assessors and valuers to enable faster determination of suitability and prices. This has led to the slow execution of the administrative procedures. There are cases where by farms expires and the government is forced to waive them, because of lack of timely execution due to lack of human capacity.

Offers are not forthcoming: According to the annual ministerial reports, one of the contributing factors to the slow pace of the programme is that farm offers are not forth coming. The ministry has indicated that the WS-WB mode of land acquisition is based on the offers made by the willing sellers and if there are no offers what would be there to buy willingly. From our analysis, between the years 2011 to 2015 a total of 5.6 million hectares of land has been made available to the state, which is more than the 5 million hectares which was set as a target under the NRP. Only 10% (582,390 ha) has been acquired for resettlement out the offered hectares, whilst 65% (3,675,391ha) was waived because the land was found unsuitable or waived in favour of affirmative action candidates and the remaining percentages either withdrawn, sent back or pending purchases. The number hectares waived yearly is much higher than the number of hectares purchased, therefore from this analysis, it is deducible that offers are forthcoming but mostly waived.

8. POSSIBLE WAYS OF ACCELERATING THE NRP IMPLEMENTATION

Based on the impediments identified, this study provides recommendations for accelerating the NRP implementation process, without necessarily compromising with its objectives. They include the following:

There is need to evaluate the legislation and determine the loopholes: Through amendments, loopholes can be addressed, and the government would be able to regulate the market. It is through the unregulated market that land prices are inflated, because when farms are waived by the state and sold on the open market, the land is sold at much higher prices which lead to a balance between demand and supply. The government needs to embark on market control approach for example by imposing strict restrictions on the valuations of farms sold on the open market. With a regulated and control market, the government would be able to stabilize and reduce the imbalance as well as be able to afford more land. Therefore, the government needs to be flexible and more proactive. This approach will also put the government on the safe side when the law in place is intact and objectives of the land reform programme can be attained.

Capacity building: There is a need to capacitate the government officials involved in the NRP implementation. The lack of the necessary equipment's, instruments, knowledge and know how leads to slow pace of the implementation. The assessors and valuers need to be capacitated with the entire necessary tool in order to carry out proper assessment and valuations of the farms.

Option to purchase resettlement farming units: The 99 years' leasehold provides the necessary security of tenure which is the state objective but it is restrictive in a sense that it does not grant beneficiaries participation in the open market and therefore beneficiaries are not keen to investment in resettlement farms. The option to purchase the farming units would boost beneficiaries to invest more and be more productive. With their preferential right, they can then apply to alienate their farming unit so that the land reverts back to the state.

Probation for resettlement beneficiaries: The government should use the leaseholds as an instrument to enforce productivity. The beneficiaries can be granted the leasehold with a condition of five to ten years maximum subjected to monitoring and evaluation, and farmers who fail to be productive or are absent based on well-defined transparent criteria's their leases can be terminated.

Embark on demand driven land reform approach: The government based on the more than 24 years' experience should undertake a different approach to the land reform programme. The demand driven approach enables the government to know the market. This way it can target and determine the demand, preferences and needs of the nation, and then only acquire land after ascertaining the above mentioned possible steps for accelerating the programme. That way the government would acquire land in regions for different agricultural activities which are based on the needs and demand.

Mechanism to immediately absorb and allocate acquired land: The government needs to ensure that acquired farms are allocated immediately after acquisition. Most of the acquired farms are allocated after a very long period resulting from vandalism of the property. Although the government has a strategy of care takers in most cases, the care takers are not experienced in farming activities and maintenances of farming infrastructure which results into dilapidation of infrastructure even before allocation of such land. Advertisement of farms (refer to 9) for example should be done when the state is busy in the process of acquiring the farm, that way by transfer beneficiaries can be allocated immediately.

Pre- and post-settlement support: The government should prioritize the necessary support for the beneficiaries. Training and instruments are necessary. Funding's for beneficiaries should be on the

government's priority list. To ensure that resettlement beneficiaries are not left to feed themselves but supported in order to attain maximum productivity from the resettlement farms.

9. CONCLUSION

A major issue confirmed by this study is that any land reform that is characterized by excessive poor governance of tenure is likely to be slow in implementation. The NRP implementation is fraught with legislative Impediments – such as rigidity, poor monitoring and unaffordable land prices. The process in its current form lacks urgency, leadership and human resource capacity. Bureaucracy and poor communication also pose impediments to its on-time implementation. These have dire consequences on those whom the reform should benefit. If the NRP continues to be implemented at its current pace and procedure, it will not succeed in alleviating poverty and insecurity among its intended beneficiaries. As a way forward, this study has recommended important ways to accelerate the process and achieve the target, without undermining the efficiency and effectiveness of the programme.

Lastly, it is important to mention that the concept of willing-buyer-willing seller may be failing in Namibia because the sellers are almost compelled to make offers to the government first before deals are initiated. Perhaps, if the government were to direct more attention towards regulating the market conditions of land, it may enable them to buy land directly from the market since the market may not be able to raise the value higher than the government can afford. This may enable the government acquire more land for fulfilling the objectives of the redistributive reform.

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