REPUBLIC OF NAMIBIA

NATIONAL RESETTLEMENT POLICY

2023 - 2033

Cabinet Decision No. 6th/09.05.23/004

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FOREWORD

Land Reform and Resettlement remain one of the most challenging domestic policy issues faced by our country. We acknowledge that the Land Reform Programme (LRP), particularly the resettlement process, has been relatively slow and needs to be completed. Over the past 27 years, there have been increasing views from pressure groups calling on the Government to embark on the radicalisation of land reform, with brewing impatience from some citizens about the presumably slow process of land reform and ineffective resettlement process being evident. While these opinions expressed may be justified, it should be noted that resettlement is a process that not only involves the distribution of acquired land but encompasses other elements such as securing and protecting the tenure rights of the beneficiaries, planning for the proper use of acquired land, infrastructure development and rehabilitation on resettlement farms, provision of post and pre-settlement support, and continuous capacity building (training) to ensure sustainable agricultural production.

The 2001 NRP is a baseline policy for our national journey to ensure equitable distribution of acquired agricultural land. However, that policy has not sufficiently enabled the Government to effectively address the ongoing debate surrounding who should benefit from the process of resettlement. In other words, we have not been able to balance equality and justice on the one hand, and the agricultural productivity of the land acquired on the other hand.

This revised policy presents a blueprint with which the Government, aided by all key stakeholders and the citizens at large, can address the issues of efficiency, equity, transparency, tenure security, capacity building, and agricultural production as fundamental elements of a progressive and inclusive NRP.

Hon. Calle H.G Schlettwein
Minister of Agriculture, Water and Land Reform

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ACKNOWLEDGEMENT

The Government of the Republic of Namibia (GRN), through the Ministry of Agriculture, Water and Land Reform (MAWLR), extends its gratitude and appreciation to the multitude of stakeholders for their invaluable contributions towards this revised National Resettlement Policy (NRP). The 2023 National Resettlement Policy (NRP) is a product derived through comprehensive consultations by which divergent opinions and inputs from several stakeholders were advanced to bring about this policy.

It is our undertaking that this revised NRP presents our commitment, as the collective nation of Namibia, to addressing the land redistribution challenges that continue to plague our country in a more coordinated, inclusive, and transparent manner.

Ndiyakupi Nghituwamata (Ms)
Executive Director

EXECUTIVE SUMMARY

The 2001 National Resettlement Policy (NRP), which was adopted a few years after independence, was deemed ineffective in addressing the issue of land redistribution, especially since it had yet to be reviewed. Key challenges of the old policy include, among others:

a) Mismatch of the policy and criteria for the allocation of acquired land
b) Poor agricultural productivity on allocated land
c) Absence of pre and post-settlement support
d) Lack of effective monitoring and evaluation of the resettlement process and,
e) Poor stakeholder involvement and coordination.

These reasons triggered the need for a comprehensive review of the policy in order to ensure alignment with the current land reform and resettlement realities.

This policy aims to ensure the redistribution of land to attain racial equity and alleviate poverty. The policy's primary goal is to ensure that the land acquired is fairly and equitably allocated, and sustainably utilised to improve the beneficiaries' quality of life.

The Policy targets the resettlement of previously disadvantaged Namibians who do not own or otherwise have the use of agricultural land or adequate agricultural land and, foremost, those Namibians who have been socially, economically, or educationally disadvantaged by past discriminatory laws and practices. This is achievable by grouping the beneficiaries into three main target groups: *commercial farmers on leased land in commercial or communal areas, communal farmers, and non-farming individuals*.

In order to cover all groups of landless, displaced, and destitute people in the country, this policy advances three resettlement models which are deemed to be socially, economically, and politically appropriate, namely: *a) High Economic Value Model (HEVM), b) Moderate Economic Value Model (MEVM) and c) Low Economic Value Model (LEVM).*

One of the previous policy implementation's weaknesses was the lack of tenure security for resettlement farmers. Therefore, this policy directs that, in addition to allocating land on a leasehold basis, the option for freehold rights should also be granted to successful beneficiaries upon meeting the conditions of their lease agreement. Furthermore, it directs that tailored pre and post-settlement support in the form of support services/packages and starting capital will be developed and offered to resettled farmers.

Relevant institutional support should be established in order to ensure full stakeholder participation and coordination. The need to ensure effective monitoring and evaluation of implementation progress is underlined as the policy concludes by providing an implementation plan to ensure the attainment of the policy objectives.

ACRONYMS AND ABBREVIATIONS

Agricultural Bank of Namibia	**AGRIBANK**
Cabinet Committee on Land and Social Issues	**CCLSI**
Communal Land Boards	**CLBs**
Government of the Republic of Namibia	**GRN**
Gross Domestic Product	**GDP**
High Economic Value Model	**HEVM**
Land Reform Advisory Commission	**LRAC**
Land Reform Programme	**LRP**
Low Economic Value Model	**LEVM**
Ministry of Agriculture, Water and Land Reform	**MAWLR**
Ministry of Environment, Forestry and Tourism	**MEFT**
Ministry of Finance	**MoF**
Ministry of Justice	**MoJ**
Moderate Economic Value Model	**MEVM**
National Planning Commission	**NPC**
National Resettlement Policy	**NRP**
Office of the Attorney General	***AG***
Permanent Technical Team	**PTT**
Regional Resettlement Committees	**RRC**
Special Cabinet Committee on Land and Related Matters	**SCCLRM**
Technical Committee on Land and Social Issues	**TCLSI**
Technical Implementation Coordination Team on Land Reform and Resettlement	**TCTLRR**
Technical Support Provision	**TSP**

GLOSSARY OF CONCEPTS / TERMS

1. 70/30 ratio of land allocation
Refers to the ratio of land allocation between dispossessed communities, war veterans of the liberation struggle and their dependents and the national pool. The 70% is allocated to the former and the 30% to the latter.

2. Ancestral land
Refers to land that was occupied by the forebears of the Indigenous communities.

3. Affected communities
Refers to a community mostly and directly affected by the situation or condition on the ground, specifically communities that were the target of past discriminatory laws and practices which, as a result, have the highest number of people without agricultural land and/or the indigenous people that are affected by land dispossession.

4. Destitute
Refers to previously disadvantaged Namibian citizens who are extremely poor or lacking the means to provide for themselves.

5. Dispossessed/ Displaced
Refers to previously disadvantaged Namibian citizens deprived of land, property, or other possessions during a certain period or have been moved from their ancestral land.

6. Dual grazing
Refers to farmers who acquire farmland through freehold/leasehold means but still keep livestock in areas such as communal land where they moved from, and within new farming areas.

7. Farming unit
Refers to a surveyed land holding acquired by Government and made available for allotment in terms of Sections 38 and 39 of the Agricultural (Commercial) Land Reform Act, 1995 (Act No. 6 of 1995).

8. Generational farm worker
Refers to persons working on farms for at least a generation or longer, often leaving them with no roots in any other settlement area, village, town, or city. These people have lived and worked on farms for decades, together with their children and grandchildren, and have no relatives in any other part of the country.

9. Indigenous people
These are the original or earliest known inhabitants of Namibia, in contrast to groups that have settled, occupied or colonised the area more recently.

10. Landless
Refers to previously disadvantaged Namibian citizens who do not own or otherwise have access to the use of any or adequate agricultural land.

11. Marginalised
Refers to previously disadvantaged Namibian citizens treated as insignificant or placed in powerless or unimportant positions in society.

12. Most affected communities
Refers to communities in the central and southern parts of the country, namely the San, Ovaherero, Nama and Damara communities.

13. Previously disadvantaged Namibian(s)
Refers to Namibian citizens who have been socially, economically, or educationally disadvantaged by past discriminatory laws or practices.

14. Resettlement
A land allocation process that aims to ensure the fair and equitable distribution of agricultural (commercial) land to previously disadvantaged landless Namibian citizens who do not own or otherwise have the use of agricultural land or adequate agricultural land for the betterment of their livelihoods.

15. Strong farmers
Refers to farmers who are well established in terms of farming inputs and are engaged in serious farming but do not own land of their own as they may be leasing commercial land or are farming in communal areas.

16. Youth
Refers to Namibian citizens between childhood and adulthood as provided for in legislation on youth matters.

1. INTRODUCTION

1.1 Unequal land distribution stemming from Namibia's colonial history remains a post-independence political and socio-economic challenge. Redressing the imbalance in land distribution and improving the beneficiaries' quality of life forms the broad objective of the country's NRP, which was endorsed as early as 2001.

1.2 The aim of Namibia's LRP is to right past colonial wrongs and achieve social and economic equity for all its citizens (PTT: 2005). While the latter remains the broader aim of the programme, the effectiveness of the 2001 NRP has been questioned, especially given the perpetuation of unequal distribution and control of land mainly by a few, so many years after independence. In addition, some criticisms were that the acquired land had been misallocated and could not be put to good use by the beneficiaries.

1.3 Given these challenges and more, the Government sanctioned a comprehensive review of the 2001 National Resettlement Policy in order to ensure that the revised policy aligns with the current realities of agricultural (commercial) land redistribution.

2. BACKGROUND

2.1 Land Reform and Resettlement is still a multidimensional issue within Namibia and its political landscape. The 2001 NRP is one of the key post-independence policies developed to guide the Government's land redistribution efforts.

2.2 It is worth noting that, in the absence of a consolidated Land Act, the country's land mass of approximately 824 200 km2 hectares remains divided into communal and commercial land, with the former predominantly occupied by previously disadvantaged Namibians (Resettlement Programme, 2001 – 2005). The reforms of communal and commercial land are, therefore, guided by the Communal Land Reform Act, 2002 (Act No. 5 of 2002) and the Agricultural (Commercial) Land Reform Act, 1995 (Act No.6 of 1995), respectively. The NRP is, therefore, a post-land acquisition policy that deals primarily with the redistribution of agricultural (commercial) land acquired under the Agricultural (Commercial) Land Reform Act, 1995 (Act No.6 of 1995) to previously disadvantaged landless Namibians.

2.3 Under the National Resettlement Process, the Government targets the acquisition and distribution of 5 million hectares of commercial agricultural land and, of this target, 513 commercial farms totalling 3.1 million hectares of land have been acquired and allocated to over 5 300 beneficiaries either as individuals, groups, or cooperatives to date.

2.4 While it is stated in the 2001 Resettlement Policy that there are no definite figures of people in need of resettlement, the policy estimated that a total of 243 000 Namibians need land. Using this figure as the only available official estimate would mean that this target is still needs to be realised, even though over 62.81% of the targeted land has been acquired for resettlement.

2.5 This policy acknowledges that insufficient agricultural (commercial) land is available to cover the ever-increasing number of Namibians eligible for resettlement. However, land reform alone cannot address poverty in Namibia, and other avenues must be explored to meet the economic empowerment expectations of many previously disadvantaged Namibians.

a) 2.6 The 2001 NRPs effectiveness in addressing the broader challenges of the resettlement process remains in doubt, with the following gaps that led to the policy's review identified: *Mismatch of the policy and criteria for the allocation of acquired land*: It was felt that most of the land acquired for resettlement had been allocated to those without the required capacity to put said land to productive use. On the other hand, others felt that the land allocation modalities used favour already privileged or well-off individuals and that land reform should instead address the diverse needs of the multitude of landless Namibians.

b) *Poor agricultural productivity on allocated land*: Regardless of the absence of monitoring and evaluation, it is evident that agricultural production on most resettlement farms has been on the decline compared to when such land was under private ownership. This is attributed to numerous reasons, including lack of skills, training, and insecure land tenure rights. Other common challenges include labour issues, lack of marketing, poor farm infrastructure, water scarcity, limited credit facilities, smaller land sizes, animal diseases and stock theft.

c) *Absence of pre and post-settlement support*: The absence of adequately structured and coordinated support to resettlement beneficiaries is one of the main reasons for the poor agricultural productivity on most resettlement farms. Most resettlement farms seem to lack management capacity and basic agricultural skills, hence their perpetual reliance on random Government support.

d) *Lack of effective monitoring and evaluation of the resettlement process*: The absence of effective monitoring and evaluation is attributed as one of the significant pitfalls of resettlement. The absence of national statistics or proper records with regard to the level of farm production by resettled farmers makes it difficult to apply the corrective measures required to aid production on resettlement farms.

e) *Poor stakeholder involvement and coordination*: The lack of key stakeholder involvement and role fulfilment has been one of the major setbacks to the resettlement process in general. This is despite the listing of such role players and their roles in the 2001 NRP.

3. RATIONALE FOR AND PURPOSE OF THE NATIONAL RESETTLEMENT POLICY

3.1 It is necessary to review the relevance of the existing policy framework periodically in order to ensure that it remains relevant to the prevailing needs, expectations, and preferences of Namibians and addresses the critical issues currently confronting the overall programme implementation.

3.2 From the lessons learned in implementing the 2001 NRP, it is evident that the non-review of this policy 16 years after its adoption remains a challenge for implementer(s) and could also lead to a loss of direction in the implementation process. The revision was thus conducted with the following aims:

a) *To enhance guidance and give further direction to the ongoing implementation of the resettlement processes while tapping from implementation experience and lessons learned so far, and*

b) *To establish a coherent Resettlement Policy that addresses the possible lack of efficacy in the existing policy.*

4. ALIGNMENT TO EXISTING POLICIES / LEGAL INSTRUMENTS

The Government of the Republic of Namibia (GRN), through the Ministry of Agriculture, Water and Land Reform (MAWLR), has developed and implemented several policies and legislation since independence. This policy review has therefore been conducted in accordance with the provisions of the Namibian Constitution, key policies, legislations, and planning instruments as established to aid the various land reform programmes.

5. GUIDING PRINCIPLES

The principles entail that all persons performing functions and duties in terms of this policy and the applicable legislations shall, when interpreting and applying provisions of this policy and the applicable laws pertaining thereto, have regard and give effect to:

(a) the nation's commitment to address, in accordance with the Namibian Constitution, injustices of the past which included dispossessions, racial discrimination, inequitable access to and unequal distribution of land under colonialism and apartheid;

(b) a unitary land system, where Namibian citizens have equal rights, opportunities, and security with regard to land, irrespective of where the land is situated;

(c) make special provisions, as part of the land reform process in the allocation of land to Namibian citizens who -

(i) *do not own or otherwise have the use of any or of adequate land, and foremost to those Namibian citizens who have been socially, economically, or educationally disadvantaged by past discriminatory laws or practices in accordance with Article 23 of the Namibian Constitution;*

(ii) *are unemployed, incapacitated, indigent and disadvantaged pursuant to Article 95(g) of the Namibian Constitution to enable them to live a life which recognises their inherent dignity as members of the human family;*

(d) the nation's commitment to land reform to bring about equitable access to, and ownership of, Namibia's land resources, in order to address the results of past racial discriminatory laws or practices made under colonialism and apartheid;

(e) ensure that there is an established independent, expeditious, cost effective and just system for adjudication of land disputes which will hear and determine land disputes fairly and without delay;

(f) ensure the productive use of land in compliance with the principles of sustainable use for the benefit of present and future generations in accordance with Article 95 (l) of the Namibian Constitution;

(g) ensure that payment of just compensation for termination and or expropriation of property or rights thereof must reflect an equitable balance between the public interest, which includes the nation's commitment to land reform, and the rights of those affected;

(h) provide for an efficient, effective, economical, and transparent system of land administration and accountability of public officials.

6. VISION

Ensure a demand driven and evidence-based resettlement process that is relevant and responsive to the current and future land needs of the landless Namibian citizens.

7. MISSION

The policy seeks to build on the Ministry's existing corporate mission, which is "***to ensure that Namibia's land resource is equitably allocated, efficiently managed, administered and sustainably utilised for the benefit of all Namibians***" (GRN, MLR Strat Plan, 2012 – 2017). This is achievable through advocating equitable and transparent distribution of and access to land and sustainable occupation and utilisation thereof.

8. OVERALL GOAL

To redress the imbalance pertaining to land distribution and ensure that land acquired is fairly and equitably allocated by using the 70:30 ratio of land allocation, which is sustainably utilised in order to improve the quality of life of destitute ***and landless previously disadvantaged Namibians***. By so doing, enable the beneficiaries to become economically independent and self-sufficient in food production and contribute to the country's economy.

This is achievable through the careful acquisition of land acquired for resettlement as per the dictations of the Agricultural (Commercial) Land Reform Act, 1995 (Act. No. 6 of 1995) and through systematic identification and selection of beneficiaries while ensuring that those resettled are provided with the necessary tailored pre and post-resettlement support as suggested hereinafter, which only ceases when a leasehold of a beneficiary is transferred to freehold.

9. OVERALL POLICY OBJECTIVES

9.1 This policy aims to ensure that the resettlement process satisfies both the political and socio-economic expectations of all Namibian Citizens and thus contributes to the overall national development objectives aimed at economic progression.

9.2 Critical to attaining the above is the Government's ability to balance and aim for equilibrium in trying to meet the following socio-economic (development) and political (equity) objectives of the LRP and resettlement as outlined hereunder. First, the overall objective of the policy is to ensure that the land acquired benefits all categories of farmers with the will and ability to utilise it and who can contribute to the country's Gross Domestic Product. Given that the land acquired for redistribution is under production, the aim should be to perpetuate productive land use activities post-land acquisition and resettlement, thus ensuring that the economic contribution of all acquired farmland is not lost due to land reform. Finally, the policy's objective is to achieve equity by ensuring that the land acquired is fairly and equitably allocated to eligible previously disadvantaged landless Namibians regardless of their socio-economic status.

9.3 The above objectives form the core of the broader objectives of this policy as follows:

a) *To achieve equity in land distribution.*

b) *To ensure the productivity of redistributed land and perpetuate economic gains derived from such land post-land distribution.*

c) *To ensure the resettlement of eligible Namibian citizens through institutionally, sociologically, economically, and environmentally sustainable approaches, and*

d) *To empower eligible Namibian citizens with bankable freehold land rights.*

10. SPECIFIC OBJECTIVES

This policy sets out the following specific objectives:

a)	*To redress past imbalances in the distribution of land and ensure the attainment of equity.*
b)	*To provide previously disadvantaged landless Namibian individuals with an opportunity to access and own agricultural (commercial) land through freehold land rights to improve food security and nutrition in their households.*
c)	*To offer citizens an opportunity to access land where they can earn a decent living and contribute to the country's GDP.*
d)	*To bring the communal farmers into the mainstream of the Namibian economy to alleviate livestock pressure in overcrowded or congested communal areas.*
e)	*To bring landless small-holder farmers, farming in urban or commercial areas, into the mainstream of the Namibian economy.*
f)	*To create employment opportunities through farming and other income-generating activities thus, help reduce poverty.*

11. RESETTLEMENT TARGET GROUPS

The preamble of the Agricultural (Commercial) Land Reform Act, 1995 (Act No. 6 of 1995) identifies the beneficiaries of the LRP as "*Namibian citizens who do not own or otherwise have the use of agricultural land or adequate agricultural land, and foremost to those Namibians who have been socially, economically or educationally disadvantaged by the past discriminatory laws and practices*". The preamble entails that the beneficiaries or target group of this programme are all landless Namibians who were previously disadvantaged, including the *minority/marginalised communities, displaced/destitute groups, women, the youth, war veterans, dispossessed, and most affected communities*.

The policy further recognises the varying degrees of land dispossession suffered by the various communities during colonial times. It proposes that government land redistribution efforts should consider this fact. The target beneficiaries are classified into three main groups as follows:

a) *Commercial farmers*: Identified as citizens engaged in commercial farming on leased farm land from private individual owners, juristic entities or local authorities and large holder farmers in communal areas whose farming ventures are deemed vulnerable due to highly insecure land rights offered by the nature of their land occupation rights.

b) *Communal farmers*: These are small to medium holder farmers commanding relatively successful husbandry ventures but whose operations are constrained by the environment in which they are operating. The aim is to ensure the identification of potentially strong farmers and offer them an opportunity to enter the mainstream economy and, by doing so, reduce the congestion in communal areas especially with regards to livestock farmers with more than 150 large stock units (LSU) or 800 small stock units (SSU). However, these figures may be revised from time to time.

c) *Non-farming individuals*: This covers citizens without land or access to any land, either in communal or commercial farming areas. These are landless non-farming individuals with means or no means but who have the potential (i.e. academic qualification, farming experience, capital, and people with interest in agriculture) to operate productive or profitable farming ventures if given the opportunity.

12. BENEFICIARY ELIGIBILITY CRITERIA

12.1 The Agricultural (Commercial) Land Reform Act, 1995 (Act No. 6 of 1995) outlines the general eligibility criteria of resettlement beneficiaries by stating that those who should benefit from this programme are "*Namibian citizens who do not own agricultural land or adequate land for that matter. It further elaborates that such citizens are those that have been disadvantaged either socially, economically, or educationally by the past colonial discriminatory laws and practices*". This description does not prioritise any group(s) of people based on race, colour or creed, or ethnicity as potential beneficiaries. It is therefore congruent with Article 10(2) of the Constitution of Namibia which stipulates that "*No Persons may be discriminated against on the grounds of sex, race, colour, ethnic origin, creed, or social or economic status*".

12.2 The general eligibility criteria of potential beneficiaries of resettlement are set out as follows:

a) Should be at least 18 years old.
b) Resource ownership or access to capital.
c) Willingness and preparedness to hold land under leasehold and adhere to the conditions thereof. However, leasehold land rights may be transferred into freehold rights after a successful probation period.
d) Readiness to relocate and willingness and preparedness to relinquish any agricultural land rights held elsewhere based on fair and equitable land distribution principles.
e) Depending on the resettlement model advanced for the land on offer, beneficiaries should have some background on the land use activity for which the resettlement is based.
f) Persons who were resettled before or had acquired land through the Affirmative Action arrangements but lost their land/land rights are not a priority.
g) Qualify under the 70:30 ratio of land allocation.

13. RESETTLEMENT MODELS

13.1 This policy introduces three broader resettlement models purposefully tailored to the varying land needs of the eligible beneficiaries, namely: the *High Economic Value Model (HEVM), the Moderate Economic Value Model (MEVM), and the Low Economic Value Model (LEVM)*. The success of these resettlement models requires a clear understanding by all implementing institutions or agencies of the LRP in identifying the ideal resettlement beneficiaries, how to select among them, and the development and provision of tailored pre and post-settlement support.

13.2 Beneficiaries must be systematically profiled and grouped according to the models in order to ease the selection burden while using flexible but uniform selection criteria. The profiling requires the ranking of potential beneficiaries as per the models should be based on their land needs and within the framework of the broader resettlement objectives defined in this policy. The resettlement models described below are intended to cover all kinds of landless, displaced, and destitute people in the country. However, the 70:30 ratio of land allocation shall apply across all three models.

A. High Economic Value Model (HEVM)

This model targets the empowerment of mainly landless commercial farmers farming on leased commercial (agricultural) lands which are privately owned or belong to local authorities. Commercially oriented communal farmers with well-established farming ventures in communal areas are also included in this model. This category mainly focuses on farmers who cannot secure loans through the Agricultural Bank of Namibia (Agribank) as Affirmative Action Candidates. The model aims to "*enable beneficiaries to become economically self-reliant, to participate in the wider economy and to create jobs and to systematically address the existing skewed land ownership by phasing formerly disadvantaged Namibians into the mainstream of the national economy*".

No minimum land size should be prescribed for this model as this would depend on the land use requirement. However, a land ceiling of 7 000 hectares is proposed but could be extended or reduced depending on the agro-ecological zone in which the farm is situated and also the nature of the farming venture suitable for the type of land acquired.

The beneficiaries' leasehold land rights may be transferred into a freehold land right that confers on them the opportunity to own the leased land at the end of the probation period or to continue leasing it beyond the lease period until such time the beneficiary meets criteria for the transfer of leasehold into freehold. Leasehold rental fees shall be transferred into land tax once the leasehold is transferred to a freehold land right.

B. Moderate Economic Value Model (MEVM)

This model targets small and medium-holder communal farmers in overcrowded areas whose farming ventures are threatened by the environment in which they operate. The objective of this model is to "*enhance the welfare of the people through improvement of productivity and to enable them to be self-reliant in terms of food security and to right past colonial wrongs and to enable all Namibian citizens to achieve social and economic equity.*" This model thus serves as the bridging model between beneficiaries targeted under the HEVM and LEVM. In addition, it targets people who have demonstrated through their ongoing farming ventures in communal areas that they can farm commercially if provided with an opportunity to do so. This model provides an effective way to decongest overcrowded communal areas. It builds on the existing practice of buying and partitioning land into farming units in an attempt to cover a wider spectrum of beneficiaries as opposed to the HEVM.

The beneficiaries under this model should ensure that the land allocated to them is productively utilised by engaging in meaningful agricultural activities which may not necessarily be at full commercial farming capacity levels. This model could also be considered as a stepping stone to full commercial farming.

No minimum land sizes are suggested but depending on the agroecological zone where the farm is located, allotment units of any size but not exceeding 3 000 hectares (central going north) and 7 000 hectares (central going south), respectively, may be allocated.

The beneficiaries' leasehold land rights may be transferred into a freehold land right that confers on them the opportunity to own the leased land at the end of the probation period or to continue leasing it beyond the lease period until such time that the beneficiary meets the criteria for the transfer of leasehold into freehold. Leasehold rental fees shall be transferred into land tax once the leasehold is transferred to a freehold land right.

C. Low Economic Value Model (LEVM)

This model leans heavily on the socio-political aspect of land reform as it targets landless citizens who are neither farming in communal areas nor leasing on privately owned commercial farmland. It also includes those with or without access to capital (bank loans, cash, or livestock), low to medium-income earners, or those without income. It aims to contribute to the objective *of enhancing the welfare of the people through the provision of destination areas where potential beneficiaries are supposed to earn a decent living*. It recognises the fact that quite a significant number of previously disadvantaged Namibians, e.g. former farm workers, war veterans, people with disability, retired professionals or pensioners who were in formal employment in various sectors, have no income and secure place to live. These people may not necessarily be farmers, but they, too, have no land and need land to sustain themselves by engaging in ventures that aim to improve food and nutrition security in their households.

This model is purposefully tailored to respond to land needs, including any land-based activity such as *tailoring, brick making, poultry, piggery, horticulture, floriculture, aquaculture, cropping (vegetable gardening), etc*.

Allowing people to engage in the above, albeit on a small-scale level, ranging between 1 and 100 hectors as it offers them an opportunity to fend for themselves and generally lessen their dependence on Government support. Therefore, post settlement support in the form of housing, infrastructure, knowledge, and skills could carefully be offered to this category of beneficiaries in order to afford them an opportunity to develop and maintain their new environment and gradually ensure self-reliance.

The beneficiaries' leasehold land rights may be transferred into a freehold land right that confers the opportunity to own the leased land at the end of the probation period or to continue leasing it beyond the lease period until the beneficiary meets the criteria for the transfer of leasehold into freehold. Leasehold rental fees shall be transferred into land tax once the leasehold is transferred to a freehold land right.

14. LAND ALLOCATION / DISTRIBUTION MODALITIES

14.1 This policy advances three modalities of resettlement, of which each is focused on addressing the specific land needs of the target beneficiaries while taking cognisance of the key objectives of the policy from a political and socio-economic perspective.

14.2 This policy requires a regular review of the current resettlement selection criteria in order to ensure that it is tailored according to the specific models of resettlement suggested herein and that the land acquired and made available for allotment should be targeted towards beneficiaries falling within a particular model of resettlement. This entails that in order to limit competition across beneficiaries of the various models when it comes to applying for resettlement, any land offered to the State for resettlement must be assessed, profiled, and matched to a specific resettlement model. This is necessary in order to limit the speculative tendency of acquiring land and only to look for potential beneficiaries. While the allocation of land should be done in alignment with the resettlement models as listed, preference should be given to allocating the majority of the land to the most affected communities in line with the 70/30 ratio. The review of the Resettlement Criteria should consider the decongestion of overcrowded communal areas.

14.3 This policy prohibits dual grazing. Therefore, communal farmers who acquire resettlement farms shall not keep livestock in communal areas to decongest communal areas.

15. LAND OCCUPATION / TENURE ARRANGEMENTS

15.1 This policy directs that land should first be allocated on a leasehold basis with the option for a freehold right being granted to successful beneficiaries upon meeting the conditions of their lease agreement. The duration of the lease should vary depending on the resettlement model with the suggestion to provide tailored pre and post-settlement support in the form of support services and starting capital to resettled farmers.

15.2 All resettlement leases granted should be registered in the deeds registry within 90 days from the date of signature of the lease by both the lessor and the lessee, and upon the transfer of the leaseholds to freehold, the title deed shall be issued to the beneficiary accordingly. Two resettlement beneficiaries from the same or two different farms/farming units who wish to exchange farms/farming units may apply to the Minister jointly for consideration.

15.3 In order to ensure real security of tenure and bankability of land rights allocated through resettlement, successful beneficiaries should be accorded the opportunity to be issued with freehold land rights of their farming units as this will offer them the opportunity to own their farmland and avoid being perpetual lessees of the State. This will also clear the current uncertainty regarding the inability of resettlement beneficiaries to use their lease agreements as collateral to access credit from commercial banks.

15.4 A lease over a resettlement farm forms part of a joint estate where the beneficiaries are married in community of property; thus upon dissolution of such union, the lease would naturally form part of a divorce settlement agreement.

16. SUB-LEASE OF RESETTLEMENT FARMING UNITS

The provision in the Agricultural (Commercial) Land Act 1995 that allows resettlement beneficiaries to sublease their farming units has contributed to the non-productive use of land by the beneficiaries. As a result, there has proven to be an opportunity cost to those who could otherwise have used the land more productively should they have been resettled. Therefore, the subleasing of resettlement farms by beneficiaries will not be allowed during the leasehold period - this will promote the beneficial use of the land. Therefore, relevant amendments to the said Act should be effected to remove such provision. For productivity and as a last resort, resettlement farmers may, however, enter into joint ventures with investors or any other person approved by the Minister.

17. INHERITANCE OF RESETTLEMENT FARMING UNITS DURING LEASEHOLD PERIOD

The issue of inheritance has often resulted in the marginalisation of agricultural production on resettlement farms following the death of the farming units' primary beneficiary(s). This policy effectively addresses this matter and directs the introduction of a clause in the lease agreement and allotment letter, which requires the resettlement beneficiary to file a written statement with the Minister indicating the successor of their leasehold right upon their death. This shall be in the form of a written Last Will and Testament, or any other format as prescribed by the Minister.

18. LEASE FEES

It is expected from all resettlement beneficiaries that they pay annual rentals fees as may be determined by the Minister on the recommendation of the Land Reform Advisory Commission (LRAC). Such fees should, with all due considerations, be at most 0.5% of the farming unit value so leased per annum. The MAWLR, in collaboration with relevant role players, should therefore find or establish a mechanism for the billing and collection of leasehold fees from resettlement beneficiaries. The purpose of the payment of leasehold fees should be to augment the funding requirements of the implementation of the LRP. These fees should be deposited into the Land Acquisition and Development Fund as a revolving funding component to support the land acquisition and resettlement processes. Upon the transfer of the leasehold land right into freehold, the farmers' rental fees shall be converted into land tax.

19. PRE-SETTLEMENT SUPPORT

19.1 Resettlement farms should be operated such that pre-farm acquisition productivity on such farms is maintained. To ensure success, those selected and allocated land for resettlement should be adequately inducted and provided with basic farming knowledge.

19.2 Effective pre-settlement support interventions linked to the identified models of resettlement should be investigated and formulated in order to benefit newcomers to the commercial farming arena. Such options include mandatory pre-settlement qualifying/induction training as a prerequisite, linking the beneficiaries to mentors, and offering relocation support accompanied by a once-off start-up grant.

19.3 Pre and post-settlement support packages tailored to each of the proposed model should be developed. These packages should thus be reviewed to make them relevant to the suggested models and their financial values also escalated to reflect each model's current financial needs.

20. POST-SETTLEMENT SUPPORT

20.1 Concurrent post-settlement investment support to beneficiaries is crucial for sustainable farming. post-settlement support interventions have a positive influence on the success of the resettled farmers. Therefore, optimum post-settlement support packages linked to each of the proposed resettlement models should be designed for the success of resettlement farmers. For the leasehold period, agricultural extension officers and advisors shall be assigned to support resettled farmers in transforming their farms into productive farms.

20.2 The post-settlement support packages should gradually be implemented subject to periodic review based on current agricultural input costs. In addition, the implementation should consider the specific support needs of the potential beneficiaries of each of the three resettlement models advanced in this policy.

Table 1: Pre and Post-Settlement Support Packages

	Support	Description	Beneficiary Model
a)	*Establishment and Start-up Grant*	Effective support and financing programmes are key to farming success. This package is a pre-resettlement or start-up support package aimed at enabling beneficiaries to set up their commercial farming ventures. The grant would, among others, offer start-up means in the form of relocation support, induction training, restocking, tilling, wildlife breeding stock seed capital, and other support required by new beneficiaries to enter and become meaningful in commercial farming ventures. This package should consider the integration of farm management support for increased productivity of resettlement farms allocated to individuals, groups, or legal entities such as Cooperatives.	LEVM and MEVM
b)	*Infrastructure Development and Rehabilitation Grant*	Providing sound farm infrastructure and farm inputs is key to farming success. A bridging grant aimed at ensuring that new beneficiaries are enabled to build on their existing capacities, especially prior to or immediately after (during the 1st year) of physical resettlement of beneficiaries, would facilitate infrastructure and farm inputs and ultimately support growth in the agricultural sector Alternatively, cash could be availed to individual farmers, groups, or legal entities such as Cooperatives.	LEVM and MEVM
c)	*Technical Support Provision*	Building the capabilities of beneficiaries through mentorship, training and other capacity-building initiatives is imperative to the success of resettlement beneficiaries. This package presents ongoing support to all resettled farmers, which should be made available, especially during the probation period of the individual beneficiaries, groups, or legal entities such as Cooperatives. The MAWLR shall develop and implement a strategy for linking all resettlement farmers to agricultural extension officers for training and mentoring purposes.	All models
d)	*Limited Credit Facility Provision*	Farming is a capital-intensive undertaking, thus a need for readily available, accessible, and sustainable credit facilities to cater for the imminent farming needs of the resettled farmers. The loan grant available at Agribank for resettlement farmers should be expanded to cater to the resettlement farmers' varying farming needs. Resettlement farmers shall not qualify for livestock loans in communal areas. This package shall also consider integrating farm management support for increased productivity of resettlement farms allocated to individuals, groups, or legal entities such as Cooperatives.	HEVM and MEVM

21. IMPLEMENTATION ARRANGEMENTS

To achieve the purposes of the above support packages, it is important to recognise the need for strong collaborations among key role players in the resettlement process. Any situation where the implementing institution is left to implement the programme without the necessary support from other key stakeholders should be avoided. This can be achieved by ensuring that the rendering or implementation of the support packages is offered to line ministries and institutions or other reputable service providers such as those listed in paragraph 22 below.

22. INSTITUTIONAL IMPLEMENTATION ARRANGEMENTS

22.1 While it is expected from the MAWLR, as the custodian of the programme, to ensure improved coordination, the implementation processes and the monitoring of roles and responsibilities of the various key stakeholders in the resettlement processes should not be the sole responsibility of the MAWLR. Instead, the MAWLR should be the facilitator that ensures improved inter-ministerial/ institutional planning and coordination in order to enable the attainment of the goals and objectives of this policy. While a flexible policy approach is advocated, bilateral and multilateral resource mobilisation is required to implement this policy successfully. The following institutions are identified as key stakeholders in the resettlement process:

A. Government Institutions

a) Special Cabinet Committee on Land and Related Matters (SCCLRM)

Despite the identification of key stakeholders and their roles in the 2001 NRP and the stated need for coordinated efforts of various institutions, the MAWLR has found it challenging to coordinate the roles of other Offices, Ministries and Agencies (O/M/As) since the MAWLR is not legally authorised to compel line institutions to fulfil their roles. Therefore, this policy requires that the existing SCCLRM should play this role and provide policy directives to allocate and compel line institutions to fulfil their roles in implementing the policy directives as outlined. Accordingly, the SCCLRM shall consist of Ministers of the following ministries:

i. Ministry of Agriculture, Water and Land Reform
ii. Ministry of Environment, Forestry and Tourism
iii. Ministry of Urban and Rural Development
iv. Ministry of Labour and Employment Creation
v. National Planning Commission
vi. Ministry of Finance
vii. Any other ministries to be identified by the Minister

b) Technical Committee on Land and Social Issues (TCLSI)

Aiding the work of the Cabinet Committee on Land and Social Issues (CCLSI) should be the Technical Committee on Lands and Social Issues (TCLSI). This committee will ensure the translation of Cabinet Policy Directives into programmes and initiatives implemented at a sectoral level by line institutions. In order to ensure the effectiveness of this committee, a plan of action for implementing this policy in terms of stakeholder role fulfilment will have to be adopted and implemented collaboratively. Furthermore, in order to avoid a recurrence of any situation in which key role players have little understanding and knowledge of the tasks assigned to them in the 2001 NRP, this committee would serve as the formal mechanism to inform them of their duties and compel them to fulfil their roles unconditionally.

c) Technical Implementation Coordination Team on Land Reform and Resettlement (TCTLRR)

This is one of the key mechanisms proposed under the Permanent Technical Team (PTT report (2005) to be established under the MAWLR to execute functions of consultations, coordination, monitoring, and evaluation of the day-to-day implementation of specific tasks allocated to line institutions. As the PTT report suggests, this committee comprises technical staff with broad knowledge of land reform policies and issues, natural resource management, land economics, land tenure and land/property law, and social and rural development.

The following are the main functions of the TCTLRR:

i. Develop and coordinate the implementation of the Resettlement Action Plan (RAP)
ii. Develop and agree on a monitoring and evaluation mechanism
iii. Support the implementing ministry and other line institutions in the execution of their roles as per this policy
iv. Provide secretarial services to the TCLSI
v. Coordinate land reform initiatives on non-Government institutions
vi. Prepare regular progress reports on the resettlement process for the TCLSI
vii. Convene stakeholder forums to discuss issues pertaining to resettlement

d) The Land Reform Advisory Commission (LRAC)

The LRAC was established by the ACLRA 1995 to execute functions stipulated therein. The advisory role of the commission is key in shaping the direction of the resettlement process, especially when it comes to the identification, profiling and acquisition of agricultural land targeted towards the three main models of resettlement and, equally important, the identification, profiling, and selection of resettlement beneficiaries. The commission should also assist in making recommendations in terms of how the remaining 1.9 million hectares of land could be acquired and re-distributed among the proposed categories and the proportions thereof, together with the level of pre and post-settlement support to be availed to beneficiaries.

e) The Land Acquisition Committee

The Land Acquisition Committee should comprise technical staff from line institutions based on their expected role in the LRP to offer pre- land acquisition technical support and advice. Their role is primarily to qualify (scrutinise, assess, and evaluate) land offered for resettlement by making recommendations to the LRAC as to the suitability of such land for resettlement. Their key functions will be to identify, profile and acquire suitable agricultural (commercial) land for resettlement and to match the land offered to the suggested resettlement model. The following institutions should constitute the committee:

i. Ministry of Agriculture, Water and Land Reform (MAWLR)
ii. Ministry of Environment, Forestry and Tourism (MEFT)
iii. Ministry of Urban and Rural Development (MURD)
iv. Ministry of Finance (MoF)
v. National Planning Commission (NPC)
vi. Agricultural Bank of Namibia (Agribank)
vii. Office of the Attorney General (AG)
viii. Ministry of Justice (MoJ)
ix. Add other members who may be necessary

f) Regional Resettlement Committees (RRC)

The RCCs are established under the ACLR, 1995 as amended and are responsible for identifying, profiling and selecting suitable candidates and recommending them for resettlement to the LRAC. In addition, the committees should assist the ministry in establishing regional databases of potential beneficiaries from which candidates for resettlement should be selected. Members of the RRCs should be drawn from key regional role players in the LRP. Since these are subcommittees of the commission, their functions with regard to pre and post-settlement support activities will be performed in accordance with guidelines provided to them by the LRAC. The LRAC will dictate the composition of the RRC, but they should comprise key stakeholder institutions at regional and local levels.

g) Ministry of Agriculture, Water and Land Reform (MAWLR)

The Ministry is responsible for facilitating and ensuring the establishment and operationalisation of various institutional mechanisms such as the LRAC, RRCs, TCTLRR and others suggested herein to aid the implementation processes. The Ministry also coordinates and is responsible for ensuring relevant budgetary provision for land acquisition, resettlement, and related matters, including funding required for the post and pre-settlement support in collaboration with Agribank and MoF. Overall, the MAWLR is also responsible for the day-to-day management activities related to the implementation of the resettlement processes. This Ministry also plays a critical role in ensuring the successful implementation of the resettlement process. Its expertise is important to pre and post-land acquisition activities as it relates to the resettlement of farmers and their support. The provision of vital post-settlement support in the form of farm management, rangeland management, extension and training services, veterinary services, farm infrastructure development and maintenance is critical.

h) Ministry of Urban and Rural Development (MURD)

The MURD and Regional Councils are essential in providing housing and sanitation needs of the resettlement beneficiaries, especially model three, namely the LEVM. Their involvement in this programme is vital in providing alternative housing modalities and sanitation that could directly benefit the settlers, most of whom are allocated land without housing and sanitation.

i) Ministry of Environment, Forestry and Tourism (MEFT)

Land use diversity is critical to resettlement beneficiaries' success, especially regarding sustainability. The MEFT is, therefore, pivotal in introducing alternative farming/conservation practices through carefully planned wildlife-based resettlement schemes for resettlement beneficiaries. Inevitably, resettlement beneficiaries could benefit significantly from introducing land use options, including tourism and game farming, which could be made possible through the MEFTs wildlife breeding stock loan scheme.

j) Regional Councils), Local Authorities, Traditional Authorities and Communal Land Boards

These institutions should serve as the primary entry points of resettlement beneficiaries into the resettlement processes. Their role in identifying, profiling and selecting eligible beneficiaries for resettlement is critical. Using their regional apparatus, they should assist the MAWLR in identifying eligible, willing, and able resettlement beneficiaries, particularly those in communal areas and the periphery of various local authorities within their jurisdictions. Regional profiling of potential beneficiaries and the creation of a relevant database thereof could be done in collaboration with these institutions.

k) Ministry of Finance (MoF)

The availability of sufficient funding and budgetary allocation to enable the smooth implementation of the LRP and the resettlement processes is critical. The MoF, being the entity responsible for fiscal and financial policies in the country, ought to support the MAWLR in ensuring priority funding for implementing the programme. Further, this ministry, in collaboration with Agribank, could also play a key role in the billing and collecting lease rentals on resettlement farms.

l) National Planning Commission (NPC)

Land Reform is a national programme that requires coordinated planning at a higher level. Therefore, coordinated planning on land reform and the resettlement processes among role players under the guidance of NPC will add more impetus to the resettlement planning needs. In this regard, NPC should be the catalyst that ensures that the MAWLR is assisted in facilitating the full implementation of this policy's action plans by developing clear performance targets and indicators for each role player in order to enable structured/systematic monitoring and evaluation of progress.

m) Ministry of Justice (MoJ)

This ministry is vital as it offers legal services to the MAWLR on land reform and resettlement matters. Legal challenges are a common occurrence in land matters. Thus the inclusion of MoJ in different institutions dealing with or involved in the implementation of the LRP, and in particular the resettlement processes, would offer an advantage to the Government when it comes to litigations.

n) Office of the Attorney General (AG)

The duty of the AG's office is to provide legal advice relating to policy realisation and implementation of relevant legislation. Numerous legal issues and challenges compound land issues. Thus the AG should be incorporated into crucial decision-making and implementation structures of the LRP in order to provide legal advice and services necessary for the smooth implementation of the LRP and resettlement process.

B. Semi-Government Institutions

a) Agricultural Bank of Namibia (Agribank)

The Agribank is a key role player in ensuring the provision of accessible credit facilities to resettlement beneficiaries at affordable rates. The Agribank is also the ideal institution to be employed in the billing and collecting of lease fees from resettled farmers since the bank already has the facilities, systems, and expertise to do so. This latter proposal should be investigated for possible consideration.

b) Namibia Water Corporation (NamWater) and Namibia Power Corporation (NamPower)

Access to affordable water and power sources by resettlement farmers is critical to the success of their farming ventures. Therefore, both NamPower and NamWater should support the resettlement processes by providing affordable service schemes for water and power to resettled farmers. Furthermore, affordable service schemes for farmers lessen the capital burden required by such farmers to build their farming ventures successfully.

C. Non-Governmental Institutions

Key or relevant non-governmental institutions, such as the Namibia National Farmers' Union, the Namibia Agricultural Union, and the Namibia Emerging Commercial Farmers Union, should be integrated into key implementing structures of the LRP in order to ensure that Government benefits from their various capacities in terms of programme management. For example, they would play a role in the identification of land for acquisition as well as provide support to resettlement farms in terms of farm planning, training, mentorship, material input and support. Their involvement could be realised through the established National Land Reform Forum (NLRF) under the MAWLR, which requires resuscitation.

23. MONITORING, EVALUATION MECHANISM AND RESOURCE MOBILISATION

This policy will run for ten years from the approval date, and effective monitoring thereof, including farm products, will be conducted annually to ensure full policy implementation and allow for timely identification of bottlenecks in the implementation processes.

An action plan for implementing this policy will be developed and integrated into the Strategic Plans of the responsible O/M/As and the Annual Sectoral Execution Plans linked to the Fifth National Development Plan (NDP 5).

As listed in this policy, each key stakeholder should dedicate human capital and financial resources from their annual appropriations and also mobilise other resources from various organs of non-state actors to fulfil their roles as outlined herein. Implementation progress should be reported bi-annually as part of the bi-annual Sectoral Execution Plan reporting.

While continuous monitoring and annual policy reviews are strongly recommended, a comprehensive evaluation is suggested every five (5) years to present precise policy implementation results based on observed trends. This five (5) year comprehensive evaluation will also serve as an opportunity for a policy review in order to ensure its alignment with prevailing circumstances and the new national priorities.

Because of the gradual implementation of post-settlement packages, the review/monitoring thereof shall be done periodically, not once-off, to ensure the continuity of farming activities.

24. IMPLEMENTATION ACTION PLAN

Effective implementation of this policy requires the full involvement of all key role players in executing the resettlement improvement strategies and which are expanded on in the form of an implementation plan. The MAWLR shall coordinate the development of an Implementation Action Plan for Resettlement for the same period of the Resettlement Policy which may, however, be revised from time to time.

25. CONCLUSION

The LRP and the resettlement process remain critical to Namibia's social and political fabric, and its successful implementation requires concerted efforts from all stakeholders. Moreover, establishing appropriate institutions tasked with ensuring proper coordination and role fulfilment by the various stakeholders, as outlined in this policy, is vital.

Careful financial planning, coupled with effective monitoring and evaluation, is pivotal to the successful implementation of this policy. While land administration is an ongoing process, land reform and resettlement ought to have a definite implementation period, the absence of which could have negative political ramifications and financial constraints.

Finally, while rural land reform is critical to address the wrongs of the past, this should be complemented with urban land reform in order to address the growing land needs in urban areas.

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