Land Reform Policy and the Imperatives of Good Governance

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Key words: land reform, public policy analysis, good governance, multicriteria decision making, land redistribution.

SUMMARY

Land reform as a topical issue predates Namibian independence. It was a key theme of the liberation struggle. The perception is widespread that until land reform succeeds, the liberation struggle continues. Finding ways of achieving a politically acceptable racial balance of commercial land ownership and sustainable utilization of redistributed land within an acceptable period of time is of essence.

Policy making in an environment that respects good governance should involve mechanisms that engender consensus building, transparency, participation and equity. Decision support systems like the VISA Technology compels the policymaker to arrive at the preferred alternative in a systematic and transparent manner.

The paper evaluates and ranks the three land reform strategies used in Namibia in terms of their feasibility, sustainability and performance using a decision support system, VISA. V.I.S.A. a multicriteria decision support tool is used to perform sensitivity analysis and compare alternative options. The results were very interesting.

Taking all the criteria into consideration, the affirmative action loan scheme ranks first followed by resettlement and the development of communal area respectively. This is a significant development. In Namibia, the resettlement component receives most attention and resources and the success of the land reform programme is perceived to be dependent on the success of this option. This trend continued with the evaluation of other criteria.

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1. INTRODUCTION

Public policy analysis is an exercise in the choice of alternative strategies in solving a perceived public need or problem. It thus involves the following steps, problem identification and agenda setting, generation of alternatives, analysis of alternatives based on chosen criteria, prediction of consequences of each alternative and prioritisation of alternatives and identification of the preferred choice. The generation, analysis and prioritisation of alternatives in the public arena are treacherous processes that involve conflicting objectives, hidden agendas, unquantifiable values and sub-optimal choices. In spite of these difficulties the construction of clear criteria is still an imperative in developing viable alternatives.

There are various existing methods for prioritising and developing viable alternatives. These methods include cost benefit analysis (CBA), multicriteria analysis (MCA) and cost benefit analysis (CBA). Land reform elicits and lends itself to the multicriteria approach. This is used in this paper.

V.I.S.A. (Visual Interactive Sensitivity Analysis), a multicriteria decision support tool was used to compare alternative options. The evaluation ranks the three land reform strategies with respect to feasibility, sustainability and performance criteria.

2. POLICY DESIGN

Public policy analysis is (Nagel. & Teasley 1998: 59) the study of the nature, causes, and effects of alternative public policy choices and entails defining a set of goals, determining the alternative strategies in order to choose the most applicable. Cloete (2003: 15) identified two broad analytical distinct phases of public policy process. These are:

- **the design phase**, which consists of "policy issue review and awareness, issue structuring and prioritisation, as well as policy agenda setting, option generation and assessment, and culminating in decision-making on a preferred policy" and
- the **implementation phase**, which transforms the design into reality

Three major forms of policy analysis are distinguished by Dunn. These are (Dunn, 1981:51) prospective, retrospective and integrated analysis. The prospective policy analysis is more within the ambit of policy design since it usually involves the collection and analysis of data with a view to highlighting the implications of different alternatives.

Policy design thus includes: problem identification and agenda setting, generation of alternatives, analysis of alternatives based on chosen criteria, prediction of consequences of each alternative, and prioritisation of alternatives and identification of the preferred choice.

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The process of policy design assists in formulating precise objectives and evaluation criteria. This is made possible by the rigorous process of analysis and measurement of the possible cost during the identification of alternatives (Roux, 2000:119). The statement of objectives should include inter alia (Henry, 1989:186) a complete understanding of the intended benefits, how many of those objectives are expected to be attained, identification of possible recipients that may be adversely affected, important qualitative features and account for multiple objectives that may conflict with each other or, conversely be in support of one another. Analysing future policy is described as a treacherous business as it requires estimates of what will occur in the future, including both estimates of the expected future costs and future outcomes of each policy or program option (World Bank, 1997: 15). An effective solution to a problem will depend on the correct diagnosis of the problems and the proper identification of the values espoused by the majority or those with enough muzzle to derail the process.

2.1 Generation, Analysis and Prioritisation of Alternatives

Information gathered during the problem identification stage will be very useful in generating alternative solutions. By combining the causes of the problems with the values, one is able to formulate alternative policies. "A policy alternative is a potentially available course of action that may contribute to the attainment of values and, hence, the resolution of a policy problem," (Dunn, 1981:45). This exercise can be daunting and costly since information is usually scanty and values can change with time.

One thing that is constant in all governments is the limited funds available to government to pursue the ever-increasing demands of the society. Policymaking is therefore confronted with choosing from among competing social objectives, alternative ways to reaching the objectives, while giving full consideration to the principles of justice, equity and political reality (Henry, 1989:183). Governments are therefore required to make rational decision in choosing between problems to tackle. The policies to be pursued should therefore be determined through a process that will, bearing cost, maximise societal benefits. The process at this stage is what Henry (1989:194) refers to as front-end analysis, where, evaluation research is conducted to determine the feasibility of a policy and its possible consequences. It produces (Henry, 1989:194) data for planning and later evaluation, and measures ongoing problems and the progress of programmes that have been conducted in the past. Strategic management envisages that managers in the public sector gather relevant information, synthesize them and extract appropriate information needed to predict consequences of available options. Walter Williams (in Dunn, 1981:51) succinctly captures this scenario when he defined prospective policy analysis as "a means of synthesizing information to draw from it policy alternatives and preferences stated in comparable, predicted quantitative and qualitative terms as a basis or guide for policy decisions…"
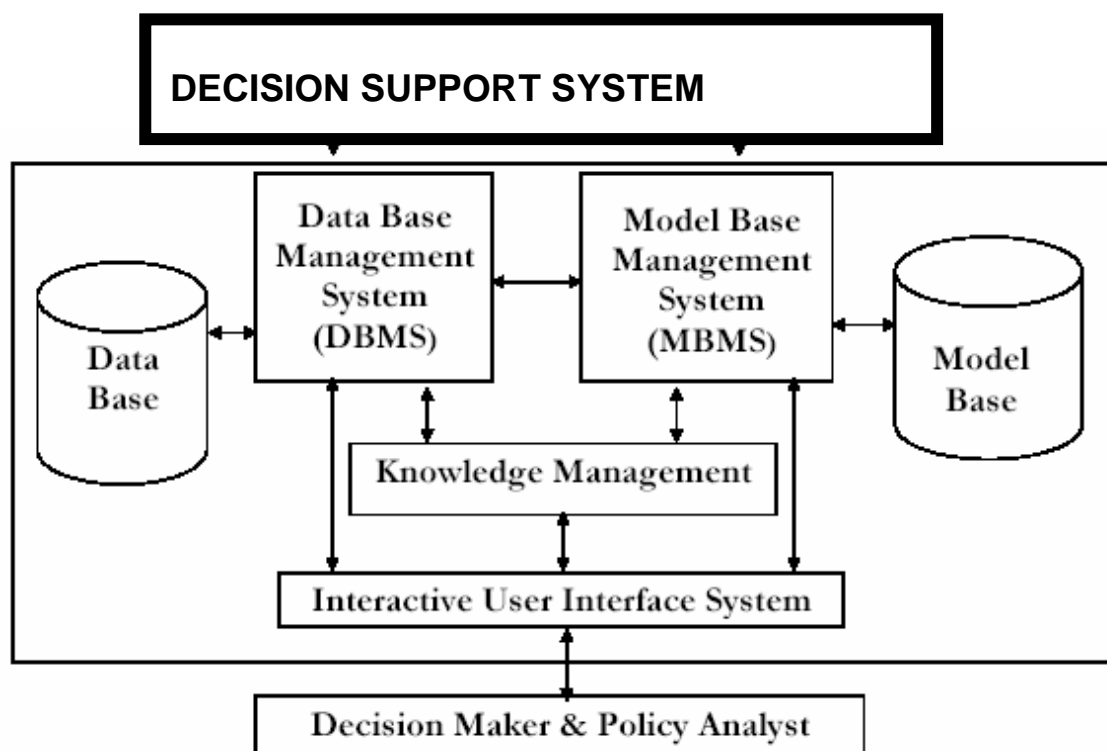
Different methods exist for prioritising and selecting policy options. Three of the methods include cost benefit analysis (CBA), multicriteria analysis (MCA) and cost effectiveness analysis (CEA). The characteristics of these methods are (Niang-Diop & Bosch, 2005:194)

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- CBA can handle optimisation and prioritisation, has heavy data requirements and judged by only one criterion.
- MCA is suitable when more criteria are thought to be relevant, and when quantification and valuation in monetary terms is not possible. MCA is normally used for the ranking of options. It is more subjective than CBA. MCA is recommended where the number of alternative options lies between three and eight, and the number of criteria does not exceed seven (Niag-Diop & Bosch : 199).
- CEA is a method that falls somewhere between CBA and MCA. As is the case with MCA, CEA only produces a ranking.

Land reform lends itself to multiple criteria approach. The weighting is seldom objective and mostly guided by value judgement. More often than not, its benefits, quantification and valuation are not feasible. An MCA, approach is employed in this paper.

3. DECISION SUPPORT SYSTEMS FOR THE ANALYSIS OF ALTERNATIVE OPTIONS

A decision support system (DSS) "can be conceptualised as a specialised analytical planning-support system intended to improve the quality and outcomes of managerial decisions by facilitating more systematic and accurate identification, analyses, assessment and linkages of different policy problems, resources, objectives, solutions, costs, benefits, risks, probabilities, priorities, processes, outputs and outcomes," (Cloete, 2003:29). They work by using models and algorithms from disciplines such as decision analysis, mathematical programming and optimisation, stochastic modelling, simulation, and logic modelling. and can execute, interpret, visualize, and interactively analyse these models over multiple scenarios (Bhargava, Sridhar, & Herrick, 1999). The conceptual model of a DSS is shown in figure 1.

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Figure 1: Model of a Decision support System ((Khorshid, 2004:9)

Policy making involves a lot of uncertainties and alternatives in reaching a goal or goals. Policy makers seldom have all the data needed to take an informed decision. This absence of crucial information is compounded by major uncertainties about the potential costs, benefits and risks involved in certain courses of action. Sensitivity analysis in the form of "what if" and goal seeking are often the bread and butter of policy design. A decision support system, in order to deal with uncertainties and imprecise information should have the following characteristics (Burger, 1996:250)

– It must be able to deal adequately with non-monetary, qualitative and uncertain information.
– It must be able to include the specific time pattern of effects and deal with a combination of short-term and irreversible effects.
– It must be able to include the spatial patterns of the effects in the decision.
– It must be transparent to formal and informal participants in the decision process, available to all formal participants, provide adequate presentation of results and make tradeoffs explicit.

Using a DSS, one can build models that make predictions based on a set of assumptions. Questions like what is the likely cost, or reaction of certain beneficiaries could be answered using a DSS. While the what-if analyses attempts to check the impact of a change in the

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assumptions (input data) on the proposed solution, goal seeking analysis attempts to find the value of the inputs necessary to achieve a desired level of output (Turban et al., 2002:448).

3.1 V.I.S.A. (Visual Interactive Sensitivity Analysis)

VISA is well structured to emulate the policy design phase of option evaluation and choice. A typical MCDA framework has three key determinants of the structure (Mabin et al., 2001), the "purpose of the model; (the alternatives being compared); and the criteria by which they are compared." The purpose here is to evaluate the three land reform alternative options, resettlement, Affirmative Action Loan Scheme (AALS) and development of the communal areas (DCA). The criteria could be ranked and depicted in a hierarchy.

Each of these criteria may not possess the same value. For example, equity was generally considered very important by stakeholders. It will therefore have a weight that reflects this sentiment. This differentiation can be done by giving different weights to the different elements of the criteria. The weight, therefore represents the perceived relative importance of the criterion in the evaluation process. These weights are used as inputs into VISA, which does an automatic evaluation and presents the results as either bar charts or profiles depending on the preference of the evaluator. It is easy to change each weight if there is disagreement. Just by the use of the mouse, the weight as depicted on bar can be lowered or increased and a new score is computed on the fly. This allows for quick sensitivity analysis, as decision makers are able to (Tsevetinov & Hazelhuhurst) "explore the implications of changing or differing priorities and values. It may happen that ten years down the line equity may no longer be important. Sustainability may become more important. This change can easily be reflected just by using the mouse to change the relative weight and a new score values will be shown. The user friendliness of VISA and its versatility with respect to evaluation of alternatives recommends it to various applications.

4. ANALYSIS OF OPTIONS USING VISA

The MCDA concept works by breaking a complex problem into manageable chunks, like the purpose of the model, the alternatives being compared and the criteria by which they are compared (Mabin, et al., 2001). The purpose in this case is to evaluate different land reform options. The alternatives are the alternative land reform policy options (resettlement, AALS and DCA).

The resettlement option caters for three categories of people, those who are referred to as the poorest of the poor, those who have few livestock but no land or other income and those who have income of less than 150 cattle but have no land. The primary objective of the resettlement policy is to "resettle eligible persons in ways which are institutionally, sociologically, economically and environmentally sustainable and which allow the beneficiaries to become self supporting,"(RoN, 2001).

The Affirmative Action Loan Scheme caters for black emerging commercial farmers. These people identify the farm they intend to buy and approach the Agricultural Bank for loan. The

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loan is subsidised in the sense that the interest rate is lower than the commercial bank rates for about five years. These are usually people who have more than 150 herds of cattle or have an income equivalent to that.

The communal development option is a late entrant. The Namibian Agricultural Union, NAU and the international donors have always insisted that some of the objectives of the resettlement programme could be better achieved by developing the communal area and incorporating it into the land reform programme. Besides, the donors are reluctant to fund land purchase but are prepared to support infrastructure development in the communal areas. This option is therefore aimed at developing under-utilised areas in the communal area with a view to increasing agricultural productivity.

V.I.S.A. is used to evaluate the alternative options. Using a combination of documents relating to land reform like the National Land Policy, National Resettlement Policy, Commercial Land Reform Act, Communal Land Reform Act and findings from the structured interview, table 1 consisting of criteria and perceived weights is established. The criteria were developed from the Permanent Technical Team (PTT) document, the National Resettlement Policy (NRP) document and the Ministry of Lands & Resettlement 's (MLR) strategic plan document. The interviewees were asked to assign weights to each criteria in line with the perceived importance of each criterion. The weights eventually used were the average from the interviewees.

CRITERIA	WEIGHT
Effectiveness	70
Equity in Land ownership	75
Political feasibility	75
Efficiency	68
Responsiveness	70
Sustainability	70
Environmental friendliness	67
Resources	70
Economy	68
Stakeholder acceptability	65
Adequacy	65

Table 1: Criteria and Weights (0-100)

Using these value judgements and the perceived influences of the selected options the weights in table 2 were constructed. Similar to the weights, each interviewee was requested to assign a value in percentage, indicating the influence each of the three options could have on
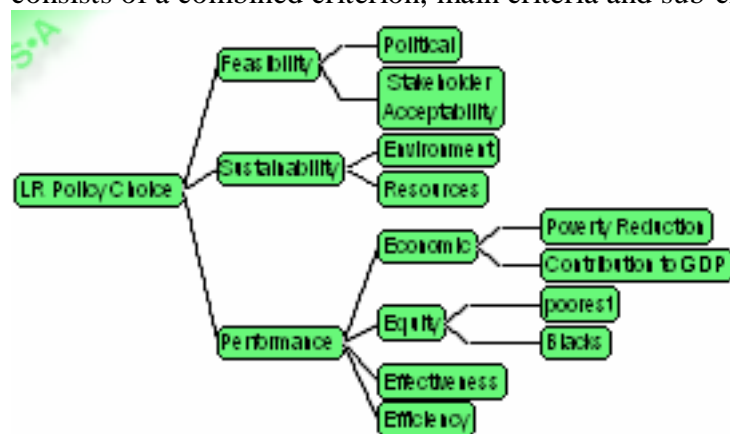
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each of the criteria. The values in table 2 represent the average of the assigned values by the interviewees.

POLICY OPTIONS	Economy	Resource	Equity	Effective eness	Political feasibility	Efficiency	Stake-Holders	Environment
AALS	59	81	51	82	71	74	67	79
Resettlement	23	45	86	58	87	48	58	39
Development of Communal Area	71	62	35	74	78	65	89	60

Table 2: Weighting (Influence) of Land Reform Policy Options on selected criteria

The criteria are usually linked in a hierarchy that can be depicted like a tree allowing the problem structure to be refined by adding or removing criteria, creating sub-criteria and realigning criteria.

In using VISA, the criteria were synthesised into three, feasibility (It is important that the option is politically and administratively feasible, able to attract the support of donors and influential stakeholders), sustainability (It should be possible to have and retain resources in the long-term for the particular option in addition to causing the least damage to the Namibian fragile ecology) and performance (How effective, efficient, adequate, responsive and appropriate is the option to meeting the expected outcomes?). The model therefore consists of a combined criterion, main criteria and sub-criteria as shown in figure 1.

Figure 1: Model for option analysis

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4.1   Evaluation of Selected Options

4.1.1 Combined Criteria

For the combined criteria, the three main criteria were considered all at once. The weights and scores as determined during the interview were applied. The input of weights and scores could be done using charts or thermometer scale or even numerically. The results can then be displayed either in the form of bar chart with scores or profiles. The beauty of VISA is its interactiveness, as the effects of any change in the dependent variables are immediately seen on all current displays, at all levels of hierarchy.

Taking all the criteria into consideration, the affirmative action loan scheme ranks first followed by resettlement and the development of communal area respectively. This is a significant development. In Namibia, the resettlement component receives most attention and resources and the success of the land reform programme is perceived to be dependent on the success of this option. Of the three categories of people interviewed, two of them, the emerging farmers and the implementers were mostly in agreement that resettlement is most likely to meet the objectives of land reform. The results of the analysis are shown in figure 2.
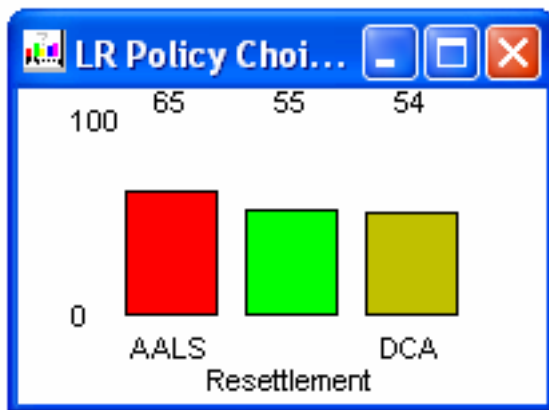
Figure 2: Ranking of options with respect to all criteria

The evaluation is further done by considering each of the main criteria separately. It does not require any further inputs. One only needs to display the results by just mouse clicks on the particular criterion required. To see the effects of children criteria, a display of the profile instead of the bar chart was used. The results and implications of the feasibility, sustainability and performance criteria follow below.

4.1.2   Feasibility Criteria

The bar chart in figure 3 demonstrates that resettlement is the preferred choice with respect to overall feasibility followed closely by the AALS. But in terms of stakeholder acceptability it comes last. A close look at the feasibility profile shows the political correctness of this option. It is therefore an option that is high on the political agenda. All the interviewees were

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in agreement that resettlement is the most politically feasible option although it will suffer from stakeholder acceptability.
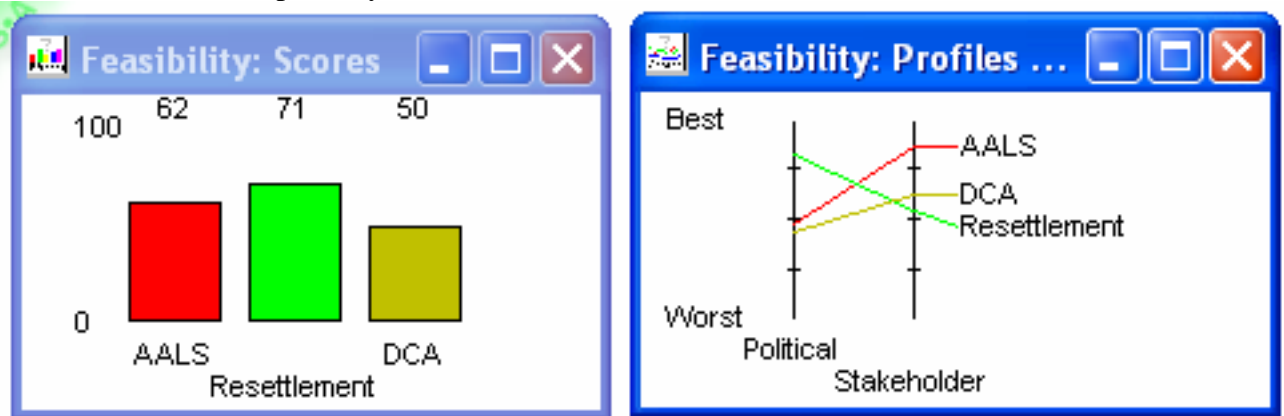

Figure 3: Comparison of options with respect to feasibility

Sustainability criteria

The AALS option scores highest with respect to sustainability, followed by DCA and resettlement coming a distant third. This is not surprising considering that resettlement concentrates on the poorest of the poor who will require considerable support over a long time to succeed. The results are shown in figure 4. The majority of the persons interviewed agreed that resettlement is the least sustainable of the three options.
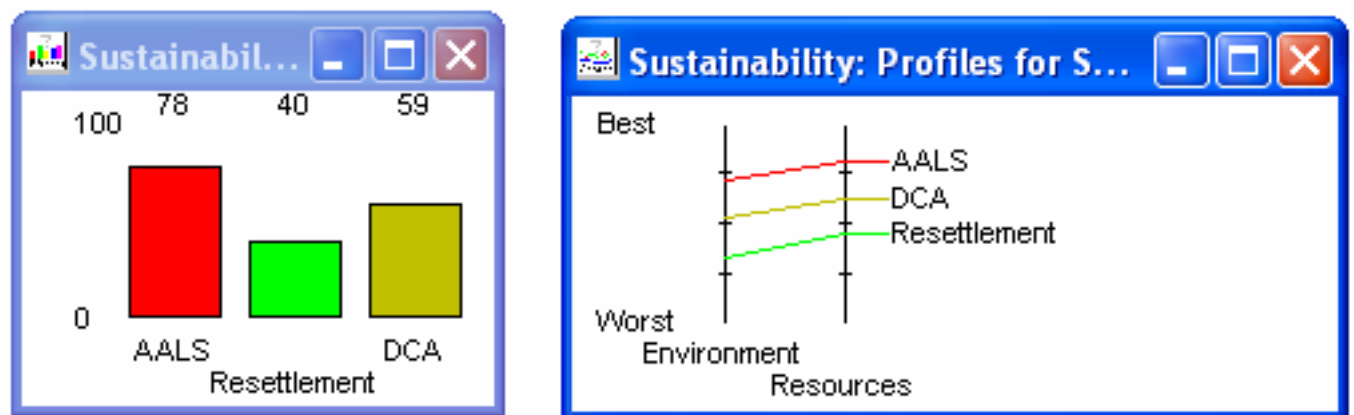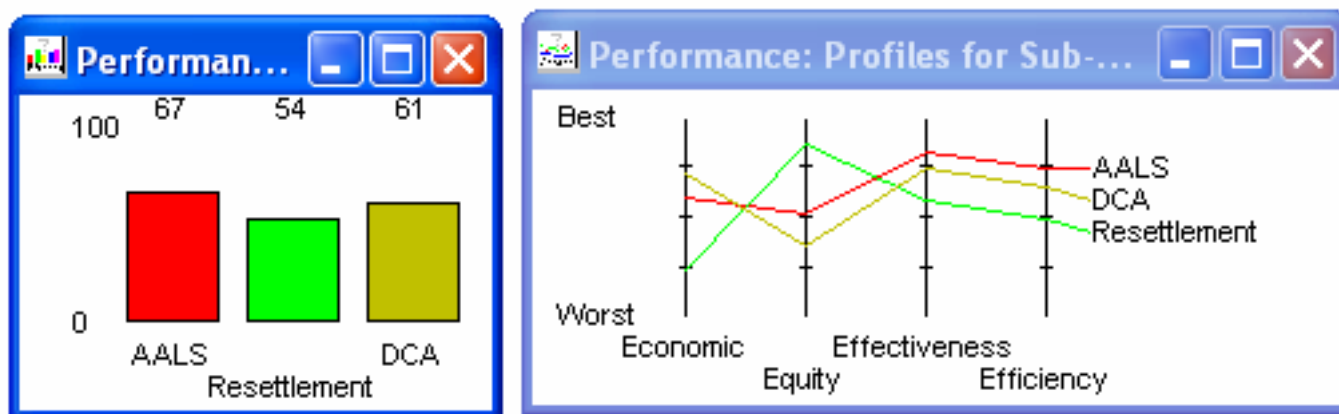

Figure 4: Comparison of options with respect to sustainability

Performance criteria

An examination of figure 5 shows that the affirmative action loan scheme performs best followed closely by DCA, with resettlement coming last. AALS also comes first with respect to efficiency and effectiveness but comes second with respect to equity and economic performance. Resettlement, on the other hand comes last with respect to other indices except for equity where it outperforms others.

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There was a general agreement among the interviewees that AALS will outperform the other two in terms of efficiency and effectiveness. In terms of contribution to the economy all the commercial farmers interviewed believed that AALS will contribute most while the majority of other two groups considered the development of the communal areas a more viable agent of economic development.

Figure 5: Comparison of options with respect to performance

5. EVALUATION OF OPTIONS

5.1 Affirmative Action Loan Scheme

This scheme is aimed at providing subsidized long-term loan to emerging black commercial farmers. These could be fulltime and part-time communal farmers with more than 150 large stock or 800 small stock or black entrepreneurs with the means to acquire similar number of stock. The AALS is based on secure property rights and operates within the market principles.

This option has led to almost four times the hectarage of land acquired for the resettlement scheme. It has the support of all the stakeholders and if operated optimally is likely to bridge the gap between white commercial farmers and emerging Black farmers. It is politically and administratively feasible. Of the three options considered, it is the most sustainable both in terms of the environment and resources. It satisfies significantly all the espoused values (effectiveness, economy, equity, efficiency and responsiveness) of the key stakeholders.

The AALS beneficiaries will need close scrutiny and technical support. Also the implementation of this option is having some adverse effect on the resettlement option. The subsidy has been linked to the high price of available land. The scarcity of land for resettlement purposes has also been linked to the indiscriminate waiving of land offered to AALS beneficiaries. According to the PTT (2004:29) abundance of buyers, higher prices offered and quicker transaction periods have reduced the amount of land available to government through the willing buyer willing seller principle. Also land more suitable for resettlement and with greater potential for alleviating poverty are bought up by the AALS.

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Many of the land bought through AALS are feared to have been over-valued and have no bearing to their potential productive capacity. Most of them are part-time farmers and there is the danger that when subsidy lapses production may not have progressed to a level that will ensure timely servicing of the debt. This will have an untoward effect since the farm may not produce enough to accommodate repayment and sustenance of the farmer. In addition to embarrassing the Government, this may add more financial burden on the state and reverse the steady progress this scheme is making presently. Already, by March 2004, 199 loan recipients out of 544 have defaulted in their payments (Sherbourne, 2004:7). This is not cheering news. There has always been skepticism among the established commercial farming communities on the ability of AALS beneficiaries to become successful farmers. Large scale failures of AALS loan recipients will only confirm this skepticism and ridicule the government claim that such schemes are socially and economically desirable and profitable.

5.2 Resettlement

The resettlement option is a very popular option especially among the politicians who see it as a useful tool to demonstrate their sympathy with the landless majority. The Government is therefore expending a lot of resources and rhetoric on this option. But taking all the criteria for evaluation into consideration, resettlement option comes second, behind AALS. This is significant in that the result does not justify the attention and resources directed to it and also the perception that the success of land reform programme is dependent on the success of this option.

The VISA analysis demonstrates clearly that if the mind, rather than the heart dominates the land reform decision, the resettlement programme, which requires the transfer of land from whites to blacks using the willing seller willing buyer principle and possibly expropriation with its attendance cost and conflict will receive less attention and resources. This option scores high on political feasibility but moderately on stakeholders' support.

The resettlement option scores very poorly with respect to sustainability. There is a widely held fear that the fragile ecology of Namibia might be significantly damaged by increased pressure on commercial farms that will result from small-scale farming. The sustainability of this option in terms of resource availability is also poor. This is not surprising considering that resettlement concentrates on the poorest of the poor who will require considerable support over a long time to succeed. This option may also require expropriation that may increase conflict and tension. This may alienate donors whose support will be needed to sustain the programme.

Resettlement as a redistributive instrument is a plausible option for achieving equity in land ownership. It could address substantially the expectations of the resettlement policy if selection of beneficiaries is done properly and complimented with post resettlement support. To ensure that only potentially successful beneficiaries are targeted, the overall objective of the resettlement policy needs to be refined and perhaps constricted. According to EGSMS (1998:23) maintaining a balance between beneficiaries' suitability and need will enhance the

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success of the resettlement programme. Some beneficiaries are part-time farmers. Resettlement beneficiaries should be limited to fulltime farmers to improve the chances of success. These part-time farmers may not be available at the visit of extension staff and therefore may lose out on important farming tips. Acquiring expensive farms and allocating them to part-time farmers is not economically and socially justifiable. Part-time farmers may be accommodated in the AALS.

The objectives of the NRP while noble are not complemented with the implementation strategy. The overall objective is to resettle eligible persons in ways "which are institutionally, sociologically, economically and environmentally sustainable and which will allow the beneficiaries to become self supporting," (RoN, 2001:1).

Resettlement caters of different categories of people. In the order of priority, these groups are the San Community, the Ex-soldiers and displaced, destitute and landless Namibians. The majority of these groups are the least likely to sustain themselves in the commercial farms, most of which are very arid. They are more likely to degrade the environment and depend on the Government for an extended period of time.

The selection process needs to be aligned to the expectations. Two pilot projects in Columbia show that beneficiary selection, planning at the local level and integration into the value chain are the key components of successful land reform (Grusczynski Jaramilo, 2003). The San Community are very likely to be very poor and illiterates and therefore not likely to be self-sufficient within five years. Taking them from their present state to any state where they would meet most of the stated expectations will be a very tall order. This group could be better served by other means or be provided for in the communal area development scheme. Binswanger & Kinsey (in: EGSMS, 1998:23) stated that from international experience, "agricultural settlement schemes, except in special circumstances, do not make good welfare programmes." Hence, De Wet (2002:4) advocates that resettlement should not be a process for social welfare but be based on the principles of economic sustainability and resource sustainability. The assumption that land reform will be significant in the reduction of poverty has often been misplaced. Most of the resettled farmers still rely on government for seedlings, ploughing and maintenance of farming equipment and boreholes. Perhaps government has to look elsewhere if poverty reduction is one of the principal aims of the land reform. This problem is not peculiar to Namibia. In Columbia, it was also the case that a large number of beneficiaries failed to become successful farmers and had to rent, sell or simply abandon their farms (Grusczynski Jaramilo, 2003).

The lengthy bureaucratic procedures in the NRP can be frustrating. The average time between offer to purchase and the transfer of the farm to Government is approximately 301 days (PTT, 2004:27). The eventual resettlement of people on the land could take another nine months. The resettlement policy needs to be thoroughly reviewed and overhauled both in terms of legislation and administration.

Expropriation could speed up the land acquisition process if transparent criteria are followed. It could make it possible to buy up blocks of farms in desirable locations thereby lowering the

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cost of support and improving the productivity of beneficiaries. More often than not, land left over from the willing buyer willing seller approach after waiving in favour of AALS are marginal lands that the poorest of the poor targeted by the NRP cannot survive on, talk less of being self-sufficient.

5.3 Development of Communal Area

Using all the criteria, VISA throws up this option as viable option. Although this option comes last, there is actually very little to choose between it and resettlement, as the scores were 54 and 55 respectively. It performs poorly with respect to political feasibility. It outperforms the other two with respect to economic contribution and very close to AALS with respect to effectiveness and efficiency. It should therefore be receiving more attention than it currently receives. Outside the Tsumeb, Otjiwarongo Grootfontein areas of the commercial farming area, the other area suitable for crop farming are in the communal area. The PTT (2004:55) suggests that there are four million hectares in the communal areas that could be developed to address the land hunger.

This option has significant potential of stemming rural-urban drift and alleviating poverty. Settlers could be resettled in groups and mostly in an environment they are already familiar with. Resettling groups with high social capital will enhance sharing of facilities and labour. It is also more likely to get the support of donors than the resettlement option. Taking development to where the majority of the people live will be easy to sell to donors and stakeholders.

6. CONCLUSION

The Namibian land reform policy has historical and cultural antecedents. It has a significant dose of psychological significance. There is currently a comprehensive legal and policy framework guiding its implementation although sometimes the legislations preceded the policy.

The goal of the Namibian land reform policy is not only to correct the skewed ownership of commercial farmland but also to improve tenure security in the communal areas in addition to achieving social and economic equity for all its citizens. The values underpinning the reform include equity, productivity, effectiveness, sustainability and feasibility.

Land reform in Namibia encompasses the communal as well as commercial areas. It is hinged on redistribution, executed via resettlement and affirmative action loan scheme. The development of the communal area is beginning to gain momentum as the third leg of the tripod. The impetus of land reform is on the redistribution of commercial farms, which are mostly owned by whites. There is also realisation that concentrating on broadening the ownership of freehold title land without complimenting it with new mechanisms of improving tenure security in communal land may diminish the success of the land reform programme.

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The analysis showed that the affirmative action loan scheme and the development of communal areas deserve more attention than they presently attract. The disproportionate resources being deployed to the resettlement option is not likely to meet expectations. The status quo, could however be maintained if equity as defined in this context is the overriding goal. If the utterances of the politicians and the content of the various policy instruments reflect the true intentions of the government, then a realignment of resources needs to be done urgently. The need to reduce the influence of politics in the land reform process is amply demonstrated in the analysis. This is even more so considering the expectations of land reform in the context of Vision 2030 that envisages propelling Namibia into a middle-income nation. The other problems revealed during the analysis are the limited capacity within the Ministry of Lands and Resettlement and of the beneficiaries, flawed tenure systems, unclear settler selection criteria, dependency syndrome and lack of collaboration by relevant government organs.

The priority group for NRP, the poorest of the poor are very much unlikely to advance the major expectations of the NRP. One of the primary objectives of the NRP is to make beneficiaries self-supporting. The poorest of the poor are the least people likely to be self-supporting in the short to medium term. For one, they are likely to be illiterates, would likely lack the basic skills, and of course have no capital and financial management skills. This group will need a different support strategy than resettlement.

The success of the land reform programme will depend significantly on the employment of the correct strategies. This should be preceded by a factional analysis, which involves assessing all the actors, their interests and rights, their relative power or influence, and the options available for buffering any transitional dislocations that may accompany implementation of the policy reform.

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BIOGRAPHICAL NOTES

Uzochukwu Okafor

Academic Qualifications:
1. BPA (Hons) Public Administration, Cum **Laude** University of Stellenbosch 2005
2. Post Graduate Diploma, Geographic Information Systems, University of Pretoria, South Africa 2000
3. M.Sc. Surveying (Specialising in Geodesy), University of Lagos, Nigeria, 1984
4. B.Sc. (Hons) Second Class Upper Division in Surveying, Geodesy and Photogrammetry, University of Nigeria, Enugu Campus, 1981

Career to date:
1. 1993 to date: Deputy Surveyor-General/Head: Division of Mapping and GIS. Major tasks include
   - Supervise mapping and GIS activities in Namibia;
   - Formulate mapping and map revision policies and strategies
   - Supervise aerial photography contracts;
   - supervise aerial photography and tender preparations
   - In charge of map revision programmes;
   - In charge of large scale digital mapping and maintenance of digital databases;
   - Supervise the formulation, development and co-ordination of national GIS policy.
   - Monitor compliance with copyright provisions with respect to spatial data
   - Prepared Medium Term Expenditure framework with the responsibility for financial oversight.
2. Feb. 1991 to Sept. 1993: **Lecturer** Department of Surveying, University Of Zimbabwe. - Lectures in Electronic Surveying, Adjustment Computations and General Surveying.
3. Lectures in Electronic Surveying, Survey computations and Geodetic Surveying

Publications
1. Digital Map Revision - A Namibian Experience proceedings of the XXII FIG International Congress Washington DC USA, 2002
2. "Surveying Curricula and the Challenges of GIS," proceedings of the Conference on GIS, Ottawa, Canada, 1992.
3. "An Overview of Surveying Curriculum at the University of Nigeria, Nsukka (UNN), " Survey Review, Vol 31, No 244.
4. "Plane Co-ordinate Transformation for Zimbabwe," Survey Review, Vol. 31 No. 246
5. "Some Results of Trigonometric Height traversing in Zimbabwe," The Civil Engineering Surveyor, Vol. XVII No. 9.
6. "Towards a Land Information System In Nigeria," presented at the annual Conference of the Nigerian Institution of Surveyors, Enugu, 1990.
7. "Automation, A Tonic to Cartographic Productions," presented at a conference organised by the Research and Development Programme (Africa Zone).

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Achievements:

1. Pioneered the introduction of a digital method for topographic map updating in Namibia. Namibia has a complete digital topographic data coverage with two thirds existing for the 1:250 000 and 60% for the 1:50 000 topographic maps.
2. Initiated the computerization of the records for the resettlement scheme of the ministry. It is 100 % complete.
3. Finalized the draft bill, setting up the Namibian Council for Professional Land Surveyors. The bill was passed in 1993 and I served as its chairman for two consecutive terms.
4. Best Graduating Student in Photogrameetry, 1981. – University of Nigeria.
5. Best Graduating Graduate student in Information management and Communication Technology, Sustainable Development and Financial Management and Cost Accounting. Distinction in Trends in Public policy management, University of Stellenbosch South Africa.

Professional / administrative service:

1. Chairman, Surveyors' Registration council of Namibia 1999 to 2002
2. Chairman, Namibian GIS Co-ordination committee, 1999 to date
3. Publicity Secretary, Committee for the Namibian Geographic Information User Group; 1996 to date
4. Member Surveyors Registration Council of Namibia; 1995 to date
5. Member Survey Regulation Board of Namibia; 1996 to 1998
6. Secretary, Namibia Mapping and Advisory Committee; 1994 to 2000.
7. Faculty Representative, Senate Committee on Physical Planning, University of Nigeria; 1986-90
8. Deputy Co-ordinator, Students Industrial Work Experience Schemes (SIWES), University of Nigeria, Enugu Campus; 1987 - 1990.
9. Member, Examination Board, Department of Surveying, Geodesy and Photogrammetry, University of Nigeria, Enugu Campus; 1987 –1991
10. Assistant Secretary, Nigerian Institution of Surveyors, Anambra State, Nigeria, 1990-1991.

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