



**Namibia Land
Management Series
Number 1**

Understanding of Land Use Planning and its Relevance in Namibia

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Resettlement



COOPERATION
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Acronyms and Initialisms

GTZ	Gesellschaft für Technische Zusammenarbeit (German Technical Cooperation)
ILUP	Integrated Land Use Planning
IRLUP	Integrated Regional Land Use Plan
KfW	Kreditanstalt für Wiederaufbau (German Development Bank)
LUPA	Division Land Use Planning and Allocation
MAWF	Ministry of Agriculture, Water and Forestry
MET	Ministry of Environment and Tourism
MLR	Ministry of Lands and Resettlement
MRLGHRD	Ministry of Regional and Local Government, Housing and Rural Development
NDP	National Development Plan
SSCFD	Small-Scale Commercial Farming Development

1. General Understanding of Land Use

Land is a delineable area of the earth's surface. Below and above this surface, it holds many kinds of resources. A variety of minerals are found below or on the surface, and soils in the upper layer, just below the surface, are an essential resource for agricultural production. Water runs on the surface of land in the form of rivers and lakes; plants form forests and other vegetation types on the land surface; animal populations live amongst and depend on these vegetation formations; and finally, people live on the land and alter it to suit their needs. The need of people gives land important functions for livelihood, wealth and power, and can also have symbolic importance.

With the increase in the human population, most places on earth are now influenced by people who utilise the land and its resources and allocate specific functions to it. These functions do not only relate to production through agricultural uses. Land also has other crucial functions for people and is used for many other purposes: where roads and railroads are built on land it has transport functions; where people build their houses on the land, it serves housing and settlement functions; where the land accommodates factories and offices, it might serve industrial functions; where shops and markets cover the land, it has marketing and supply functions; and where national parks, forests or other areas are protected, land has the function of conserving natural resources.

There are many other functions of land which are required for people to organise their lives. In this regard, one might think of education facilities such as schools, health facilities such as hospitals, the mining of resources under the land, land which is used for disposing of waste or land which is restricted in its use to protect water resources above or below the surface.

All these functions have one thing in common: they are difficult to combine, since all require a certain delineable space on the earth's surface – on land. And land is an immovable and limited resource. Very often, different functions of land eliminate each other.

Therefore, wherever people live together – and this is on most places on earth – conflicts arise because of different interests and priorities of people regarding the functions for which land is to be used. Typical conflicts about the use of land are, for example, agricultural use versus conservation; mining versus agriculture; or housing and urban uses versus agriculture. The more valuable the resources above or below the land are, the more intense are the conflicts.

Therefore, the challenge is to combine as many functions on a piece of land as possible, without destroying the land and its resources (consumption must be balanced against conservation.) Such combinations of land functions are considered in **land use concepts and land use systems**.

On the other hand, some functions of land require other functions. For example, agricultural land uses require marketing and transport structures to bring the goods produced on the land to places where people can acquire them. Agricultural land uses therefore require transport and marketing functions, and so they must be considered when allocating land to agriculture. This shows that land uses and land-related decisions have to be looked at from a holistic perspective.



2. The Basic Concept of “Planning”

Planning is a set of procedures, tools and instruments which are used to design and make decisions about what is to be done in the future. One can differentiate between formal planning and informal planning. Every individual is doing informal planning in one way or another, for example when planning a holiday trip or simply planning the daily schedule. Informal planning is a relaxed way of planning. Formal planning, on the other hand, is done by institutions and governments. It has a political dimension, is regulated by laws and policies and requires technical expertise and management capacity. Formal planning involves many stakeholders and should be considered as binding – once a plan has been approved, decision makers need to stick to it. Formal plans can be very complex. Not all aspects of a plan might initially have been considered, and particularly with long-term plans, unexpected developments can influence and change the conditions that existed when the plan was formulated. Mechanisms must therefore be in place to allow for a plan to be adjusted. This is called “rolling planning”.

There are many kinds of plans which are distinguished by their desired outcomes and their levels of intervention, for example development plans, strategic plans, action plans, operational plans, land use plans, environmental plans or construction plans. Other plans are distinguished by the areas they cover: national plans, regional plans, village plans, urban plans, rural plans, etc.

Generally speaking, to plan means to carry out a sequence of actions with the intention to shape the future. Formal planning aims at designing developments in an organised and coordinated manner. It is a structured process which is guided by considering the following questions: ***What is the present situation? What is the situation we want to have? How do we reach that situation?***



3. Why Do We Need Land Use Plans?

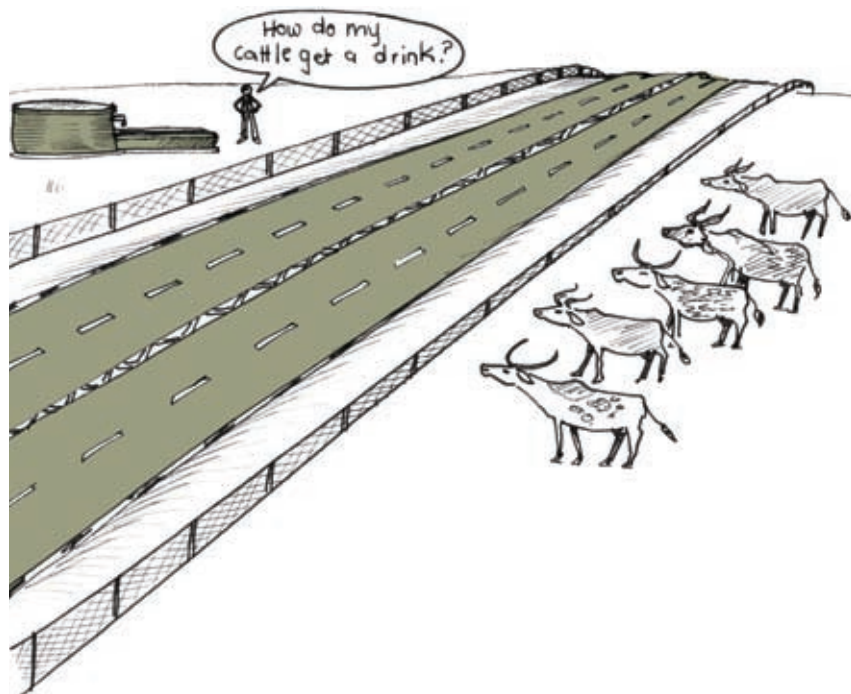
Governments perform land use planning to organise and regulate the use of land so that there is space for people to occupy, for agricultural production and in order to utilise resources above and below the surface, while protecting the environment. Land use plans designate specific areas for certain functions. Land use planning is a cross-sectoral and integrative decision-making process that facilitates the allocation of land to the uses that give the greatest sustainable benefit. This means that all matters relating to land use have to be taken into consideration and agreement must be reached on how best to use the land to avoid failures and conflicts when allocating land to specific functions.

Because not all functions can be provided by a given piece of land, people have to sit together to express their interests and priorities, to adjust their expectations and to make compromises on how to use the land. Eventually, the best land uses which ensure that the land and its resources are not being exploited, overused or destroyed should be identified and agreed upon by those involved in the process. This is called ***finding consensus on sustainable land uses***.

But land use planning has to look beyond the sole allocation of land. It needs to consider aspects which might not initially seem to be related to land use planning: it also needs to provide frameworks and conditions for future land uses. For example, markets and marketing conditions that affect the sale of farming products have as much influence on the agricultural form of land as soil types do. Consequently, planning for agricultural types of land use will fail if frame conditions for marketing are neglected. This example could be examined further by also taking inter-relationships with social, ecological and other conditions into account. Meaningful land use planning therefore has to be conducted with due regard for the numerous potential consequences of any kind of land use being considered. Land use planners have to understand that the ***planning and management of land uses is an overarching and multi-sectoral exercise and cannot be separated from “development planning”***.

Decisions related to land use are influenced by socio-economic and environmental conditions, as well as by anticipated demographic developments in and around a natural land unit. This makes it impossible to delegate land-related decisions to only one organisation – addressing land issues requires a broad, integrated and interdisciplinary approach. Narrow-minded and sectoral approaches will fail to regulate and organise the use of land; instead of triggering development, they will create conflicts. Land-related interventions need careful, holistic and sector-overarching coordination;

a wide range of expertise must be accessed through the integration of all stakeholders to avoid conflicts, land degradation and setbacks in the development.



Development plans aim at shaping future developments. Because most developments take place on land, they cannot be implemented without a land use plan. In fact, development planning has general features which directly depend on land use planning.

Development plans have to

- deliver necessary and acceptable development and land use changes;
- consider long-term views and the setting of visions for future generations;
- provide integrated, joint development decisions and land use solutions;
- promote social progress in the public interest through effective public involvement and participation in the decision-making process;
- integrate expert advice;
- achieve effective environmental protection and environmental enhancement; and
- promote resource efficiency and reduce consumption demand.

Conflicting Land Uses: Example from Caprivi Region

In Caprivi Region, the Ministry of Lands and Resettlement (MLR) has demarcated small-scale commercial farming units under the Small-scale Commercial Farming Development (SSCFD) in an area of about 190,000 ha. On the same land, the Ministry of Environment and Tourism (MET) is registering conservancies. Conservancies are areas in which communities sustainably manage wildlife resources while benefiting from them. They play an important complementary role to national parks and serve as buffers between agricultural zones and wildlife zones. In the south-west of this area, the Ministry of Agriculture, Water and Forestry (MAWF) is setting up an irrigation scheme under the Green Scheme approach. The three different land use concepts, which border on Mudumu National Park, are not coordinated.

This scenario would result in serious conflicts between wildlife and agriculturists. The SSCFD approach includes the fencing of the demarcated farming units. Since migratory routes of wildlife – especially elephants – traverse the area, damage to fences and crops can be anticipated. At the same time, agricultural land use in the immediate vicinity of a protected area will have influences on its biodiversity. In addition, communities cannot benefit from sustainable wildlife management in fenced agricultural areas.

This demonstrates how sector-related land use planning can actually create conflicts for local communities. The various sectors have to develop one common land use approach for the area. It is crucial, however, that the needs, preferences and resources of local communities guide the land use related decisions and not the vision of central-level decision makers.

(Source: Katataiza 2009)

Because land can have many functions and many people have an interest in using land in one way or another, there are many stakeholders with interests and influence regarding how land is to be used. Since planning within the context of the public services of a democratic government is for the people, the people themselves are to be involved. The major groups of stakeholders who should actively participate in the process of making land-related decisions are:

- The public sector;
- The private sector;
- Traditional authorities; and
- Civil society (including households and individuals).

Of course, it is difficult to integrate all these stakeholder groups in the process of preparing a land use plan. The concepts, strategies and policies for preparing land use plans have to address the way how stakeholders are integrated in the decision-

making process. There are different systems, methods and instruments available to do so. Ideally, a “bottom-up” approach is applied, which starts with planning at a local level, involving civil society. These “grass-roots plans” are then integrated with higher level plans. There are also other ministries and sectors that prepare plans for their own specific purposes. These sector plans usually lack the overarching and multi-sectoral perspective of a land use plan. However, a land use plan must also consider the specific sector plans, since they provide the point of view and know-how of the respective experts.

Based on the experiences made by many people and governments in many countries, modern concepts of land use planning consider the integration of different perspectives, needs and restrictions in the land use planning process. This approach to land use planning is called ***Integrated Land Use Planning (ILUP)***.

ILUP examines all uses of land in an integrated manner. This is the only way to make the most effective and efficient use of land and natural resources, to link social and economic development with environmental protection, to minimise land-related conflicts and to achieve the objectives of sustainable development. The core of the integrated approach is the coordination of sector planning and management activities that relate to the various aspects of land use and land resources. Land resources are used for a variety of purposes; as these interact and may compete with one another, it is necessary to plan and manage all uses in an integrated manner.

The principles of ILUP are:

- Although ILUP is a uniform process, it is not a standardised one, as it reflects the regional or local situation;
- ILUP aims at sustainability (balancing social, economic and environmental needs and consider capacity building);
- ILUP promotes civic engagement (it includes active local participation, is based on local knowledge, is oriented towards consensus building and involves stakeholders in decision making);
- ILUP requires sector integration and interdisciplinary cooperation (“horizontal integration”);
- ILUP integrates bottom-up aspects with top-down aspects (“vertical integration” of planning levels);
- ILUP is future-oriented (“visionary”);
- ILUP relates to spaces and places (“spatial orientation”); and
- ILUP is implementation-oriented through the collaboration of stakeholders.

In view of the fact that land use is not static, but is influenced by very dynamic processes and developments, land use planning has to consider the aspect of time. A plan is therefore bound to a timeframe and defines what is to be achieved by when within the given time frame, for instance over the following 10 years. As mentioned earlier, new developments might change the basic assumptions underlying the land use plan. Constant reviews and regular updates have therefore to be considered.



4. Different Planning Levels

Governments are split up into administrative levels, commonly in local, regional and national levels, on the basis of their roles and responsibilities. While local authorities might have for instance authority over building regulations, the national level is responsible for the national transport network. These responsibilities can be separate or complementary and depend on the degree of decentralisation that is in place. Accordingly, the different administrative levels have to deal with different kinds of issues, challenges and problems. The national level approaches issues from a “macro-perspective”, considering the development of the entire country; regional levels have “meso-perspectives”, with focus on regional issues; and local levels have “micro-perspectives”, focusing mainly on the development of their own villages or communities.

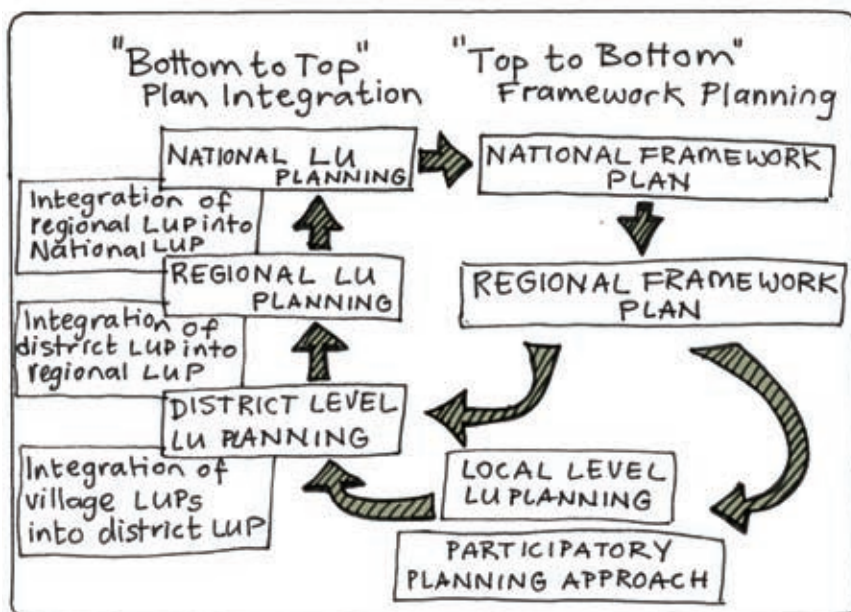
Even though the nature and magnitude of problems and issues the respective levels deal with differ, decision makers at a given level must at all times bear those in mind that apply to other levels. In other words, the national level must consider local needs and constraints when formulating policies and regulations; and on the other hand, the local and regional levels are bound by such policies and regulation that are established by national government.

Because planning is a core instrument for regulating and managing development and land uses, as explained earlier, a planning system needs to be in line with the different functions and administrative levels. Distinctions are therefore drawn between local-level planning, regional planning and national planning. In addition to the “horizontal integration” of the different sectors, there is also a “vertical integration” of the different planning levels required in order to produce meaningful plans. This refers to planning in general as well as to land use planning in particular.

Ideally, a local-level land use plan with its projects and regulations is reflected in a national land use plan, for instance through a national land use classification or respective policies and laws. Thus a complementary flow of information and regulations from the local “bottom-level” to the national “top-level”, and vice versa, is required in meaningful planning. In this, the local levels express their needs, challenges and visions in the land use plan and the national level considers these through overall policy making. In this set-up, land use planning becomes a democratic mouthpiece of civil society. Democratic governments use it as a decision-making instrument in their function as representative of the people. Land use planning becomes an instrument

for the people, by the people. Though policies, laws, regulations and rules come from the top, the needs are expressed from the “bottom”. Therefore, the approach of basing spatially oriented land use plans on local decision levels and integrating them in the next higher planning levels is called “bottom-up” land use planning.

In contrast to “bottom-up” planning stand “top-down” planning approaches. “Top-down” planning refers to centralised planning, carried out largely by technical teams on the national level. The plans are then passed on to local levels for implementation. Technically oriented “top-down” planning disables appropriate response to changes in fast-developing rural areas.



Example: Decentralised Planning in the Philippines

After the Philippine Revolution in 1986, the new constitution of 1987 introduced important elements of participatory democracy and mandated a Local Government Code that would transfer government planning and decision making from the national to the local level. The aim was to give greater self-government and autonomy to the provinces, municipalities and barangays (villages) and to transfer responsibilities, powers and resources. Local autonomy was reached through development planning from the bottom up: from the village level to the municipality (which is the equivalent of a small district in other countries), to the provincial, and further to the regional and national levels. The new bodies to accomplish this task were the development councils at each level. The shift of financial and revenue responsibilities to local governments and a greater share of the national revenue were important steps towards administrative decentralisation. The responsibility for basic services like health, agriculture, social welfare, environment and natural resource management was given to local governments, with the central government losing its supervisory function.

However, the introduction of the Local Government Code into the rural sector of the society was difficult. Only a few kilometres away from the larger cities and townships, there were the “forgotten villages” where terms like development, participation, self-reliance, democracy and human rights were hardly known. Instead, large land holdings and poorly developed social and physical infrastructure framed the harsh living conditions in the rural areas. It was the prime objective of the Local Government Code to improve these conditions and integrate the rural poor into the political decision-making process. The key to open these regions was the “Area-based Integrated Development Planning” concept, which was meant to introduce participatory processes at village level and – as the “summary” of village plans – at higher levels.

As this is the case in many developing countries, planning in the Philippines is considered to be important and necessary. However, there was little coordination between the various plans, which were sectoral in character and formulated from a strongly centralised top-down perspective. At the same time, information about local resources, potentials and needs was not available. This led to investment failures and environmental degradation.

In line with the Local Government Code, participatory planning was introduced at village level. The result of the planning exercise, the draft plan, was taken back to the village assembly for final approval. Here, some modifications, particularly with regard to priority setting, were agreed upon; consensus was reached regarding the plan and the use of the village budget. This new procedure was the entry point for transparency and accountability of officials.

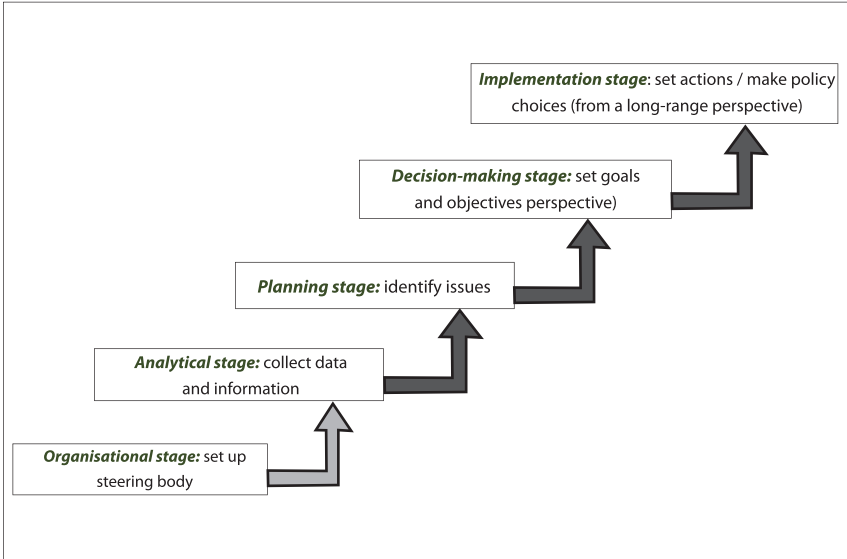
Once compiled, the village plans were presented to the municipality administration and used as a resource for the next higher planning level, the municipal level, and onwards to the provinces and regions. Finally, decentralised planning found its entrance in national planning, where local needs and resources are now being accordingly addressed.

(Source: Haub, O. and Boguslawski, M. v. 2000)

5. The Planning Process

Ideally, the process of land use planning can be summarised in five major stages: an organisational stage; the analytical stage; the planning stage; the decision-making stage; and the implementation stage. All these stages more or less follow on each other.

Stages of the land use planning process



The **organisational stage** is a kind of preliminary stage to the actual planning process. It aims at identifying or setting up an organisation or body which will organise, steer and guide the entire planning process. This “steering body” could consist of an interdisciplinary technical team together with a steering committee which meets regularly. Such a steering body could be a temporary or a permanent team, depending on the overall planning system of a country.

During the **analytical stage**, data and information in the form of maps, statistics, existing plans or other documents are collected. The analytical stage aims at scanning the environment, identifying strengths, weaknesses and opportunities and considering external changes, forces and available resources. Such data and information can come from other institutions, or they can be gathered through interviews, field surveys etc. It is important that already at this stage, all stakeholders are involved so that first-hand information and data are obtained. Therefore, a stakeholder analysis should

be performed and participatory planning tools have to be applied. Finally, all data and information should be reviewed, processed and analysed in an integrative way to identify and document the present situation. The analytical stage considers all relevant socio-economic and environmental aspects.



The **planning stage** identifies the options and alternatives for future-oriented changes. Again, the participatory involvement of all stakeholders is crucial in this stage. In order to avoid negative developments, the proposed changes will be assessed regarding both intended and unintended impacts. The planning stage includes the development of a realistic long-term vision and strategies for the realisation of the proposed interventions. Its purpose is also to ensure that changes are in line with all relevant policies, laws and other regulations. The changes also need to be consistent with development goals and the objectives of other plans.



The **decision-making stage** is a participatory process aimed at finding consensus among all stakeholders regarding the future-related decisions. Such decisions are about what kinds of land uses and related concepts are selected for designated areas, what the regulations (restrictions and possibilities) are for the different kinds of land use, and what kinds of projects need to be implemented to achieve the desired situation. The decision-making stage has to generate mutual understanding and ways of establishing agreements. The final act during this stage is the official approval by authorised representatives to make the land use plan a binding document.



The **implementation** and realisation of the plan is part of the planning process. One wouldn't plan something if the intention were not to implement it. Such a failure would also be an insult to all those who made inputs in the previous planning stages. Therefore, it is the responsibility of the public sector to ensure that all programmes and projects of the land use plan are indeed implemented accordingly and that all regulations are applied. A mandated institution from the public sector is accountable to coordinate and monitor the progress of plan implementation and to adjust the plan through the proper procedures if unexpected developments require such action.



6. What Does a Land Use Plan Look Like?

A land use plan has to manage, steer and regulate the development on land and its spatial organisation. It answers the following basic questions:

- What kinds of land use are currently existing and being applied?
- What should the land look like in the future?
- What types of land use are needed?
- What types of land should be protected?
- Where should the different types of land use be located?

Of course, many aspects in the land use plan are documented through statistical data, diagrams and graphs. The best way to demonstrate the different uses of land and their spatial distribution, however, is on maps.

All data, graphs and maps in the plan have to be documented. This includes descriptions about the way in which information has been collected, surveyed or interviewed, when it was collected and who was responsible for the collection process. This is necessary to avoid misinterpretations and to have proof of the truth and accuracy of information, so that comparisons regarding developments can be made later on, for instance when preparing the following plan.

In line with the major stages of the planning process, a land use plan has to include four main components, and a fifth for attachments:

a) The present situation

The actual situation is commonly documented in different subject-related chapters, for example existing infrastructure; actual land use; natural resources; ongoing development activities; demography; social infrastructure; and so on. Most of the information in this component is presented in the form of maps. Common maps are a base map, showing all infrastructure and topographic features, and several thematic maps (soils, land use, vegetation, etc.).

b) Potential areas, conflict areas and future land use

This component identifies and maps the areas with development potential and conflict areas, derived from reviews and analysis of the present situation. It also describes clearly defined objectives and proposed scenarios for future land use and proposes different options in subject-related chapters. For each subject, the documentation of the various analyses and assessments and of the participatory consensus-finding process is included.

c) Concrete scenarios

This component describes concrete scenarios in the form of regulations, projects and programmes on how to sustainably realise potential and solve or avoid conflicts. All interventions (such as projects, programmes and regulations) including their expected impacts, effects and beneficiaries are listed. It should also provide a future land use map, showing the land use if all proposed measures are put into practice. The future land use map shows the different land uses in different colours. Each colour on the map corresponds to a separate land use for the area being portrayed.

The designation of these areas is a result of collaboration between formal decision makers and interest groups. The decisions taken are in accordance with the development expectations of the stakeholders. Along with the map goes an explanation of the different land use zones and the related land use possibilities and restrictions.

d) Implementation strategy

This component provides a strategy on how to implement the land use plan as well as “action plans” for each intervention, including a breakdown into activities, costs, overall responsibility for carrying out the measure, which authorities participate in what ways in carrying out the intervention and what mechanisms are to be applied if the agreements are not fulfilled.

e) Attachments

The documents which prove that the land use plan has been approved as a binding document, for instance the signature of cabinet or other authorities with the mandate to give such approval, are extremely important, and are included as attachments.



7. Land Use Planning in Namibia

There are basically two kinds of plans in Namibia which are supposed to steer development in the country: *Development Plans*; and *Integrated Land Use Plans*. While the task of coordinating development planning lies on national level with the National Planning Commission, and on local level with the Ministry of Regional and Local Government, Housing and Rural Development (MRLGHRD) and the regional councils, the mandate for coordinating Integrated Land Use Planning lies with the Ministry of Lands and Resettlement (MLR). In addition, several ministries prepare their own sector plans. On the local level, various organisations occasionally support community-based land use planning.

The mandate of the MLR is prescribed in the cabinet-approved Strategic Plan 2006 – 2010, which states:

As custodian of the national land policy, MLR should primarily facilitate the effective allocation of land and create conditions, through dialogue, policies and legislation, for optimal land use in agriculture, shelter, conservancies, reserves and for the creation of strategic linkages and infrastructures that will enhance Namibia's industrial, commercial and tourism potential and add meaningful options for the social and economic advancement and livelihood of Namibian citizens.

(MLR 2007: Strategic Plan 2006 – 2010, pp. vii and 6)

This mandate entails far-reaching responsibility for the management of land resources in the country and aims at sector-overarching cooperation through integrated mechanisms for planning coordination, implementation and monitoring of land-related activities.

The National Land Policy (Chapter 3.21) tasks land use and environmental boards, regional land boards and regional councils with the responsibility for land use planning. In practice, however, land use and environmental boards have not been constituted, regional land boards do not initiate land use planning and regional councils focus exclusively on the preparation of development plans. Moreover, regional and local-level institutions lack sufficient capacity and resources to carry out land use planning. At the same time, the primary responsibility for the implementation of the National Land Policy lies with the MLR. In fact, the National Land Policy makes it the duty of the MLR to perform different planning activities in close consultation with other ministries, to publish particularly land planning issues in appropriate forms and to involve all stakeholders in issues relating to land administration (Ministry of Lands,

Resettlement and Rehabilitation, 1998: *National Land Policy*, page 18, chapter 4.1, 4.2). Although the National Land Policy is not decisive regarding how land use planning should be carried out, the overriding mandate to coordinate land use planning and assure its implementation is given to the MLR.

In addition to these legislative regulations, the NDPs make the MLR responsible for the preparation of Integrated Regional Land Use Plans (IRLUP).

Within the MLR, the Division Land Use Planning and Allocation (LUPA) is tasked with coordinating inter-sectoral land use activities, collecting baseline data, producing IRLUPs and monitoring the implementation of land use plans (Ministry of Lands, Resettlement and Rehabilitation, undated: *Division of Land Use Planning and Allocation – Programmes and Activities*).

Integrated Regional Land Use Planning in Namibia: Major Challenges

Namibia has carried out four Integrated Regional Land Use Planning (IRLUP) projects: for Kunene Region (1999); Caprivi Region (2001); the four north-central regions (Omusati, Oshana, Ohangwena and Oshikoto) combined (2002); and Otjozondjupa and Omaheke combined (2005). Only the two land use plans for Kunene and Caprivi were approved. Thus, by 2009, the last project related to land use planning had been implemented four years ago, and the last adoption of a land use plan had occurred eight years ago. All four IRLUP projects are hampered by the following shortcomings:

- Future scenarios – for example zoning options – or potential activities, projects or programmes which could be implemented are not considered. The “plans” are more like resource inventories, without implementation options.
- There was an absence of appropriate stakeholder involvement and consideration of inter-sectoral integration during the planning phases. Other sectoral plans or lower-level plans were also not integrated in the land use plan.
- There are numerous planning instruments, including various policies, acts, development plans and other plans, but they are not sufficiently integrated, and in some cases even conflict with or contradict each other.
- No digital maps or data were produced to enable a constant update and monitoring of plans and their implementation.
- Different methodologies were applied in the course of plan compilation (i.e. they were carried out as “stand-alone” projects), and so the plans differ in content, scale and layout of maps, structure etc. and cannot be compared with each other.

Although Namibia has committed to sustainable land management through ILUP in National Development Plan (NDP) 1, NDP 2 or NDP 3, ILUP has thus far not been used as an instrument for managing land-related resources and developments.

However, the absence of a structured planning system for the country, together with conflicting and unclear policies, regulations and responsibilities, results in existing plans not being integrated (and indeed sometimes even being in conflict with each other); this has the effect of leaving the development of the country to sector-related land use decisions and concepts.

The Government of the Republic of Namibia has adopted several conceptions of land use, and these are being promoted and implemented by the different ministries, for example:

- The MET has an active conservancy programme and is responsible for the conservation of natural resources through the establishment and management of national parks and other protected areas. Conservancies are responsible for community-based natural resource management in designated areas, through which communities are able to benefit from the sustainable utilisation of wildlife; other revenue streams include tourism, the sale of natural resources such as thatching grass, and arts and crafts initiatives.
- Community forests can be established in terms of the Forest Act of 2001. The MAWF issues permits for community forests, allowing communities to benefit from and manage their forest resources and grazing lands. The MAWF is also setting-up irrigation schemes under the “Green-Scheme” initiative.
- The Ministry of Fisheries and Marine Resources is supporting the establishment of fish farming initiatives.
- The MLR is setting up small-scale farms on underutilised land through the SSCFD. One of the major mechanisms of land management is the implementation of the Land Reform Programme under the MLR.

If they are to succeed and be sustainable, these land use schemes will require conceptual harmonisation and collaborative implementation. Integrated planning efforts in pre-implementation stages (as described above under the ILUP concept) are the appropriate means of attaining such harmonisation and achieving a sustainable impact in the management of land resources.

Until present, Namibia has two approved IRLUPs. Kunene Region was the first for which an IRLUP was compiled (in 1999), by the MLR in cooperation with the MET.

The IRLUP for Caprivi Region (which was prepared through a consulting company) followed in 2001. Two other land use planning projects were carried out (one for the four north-central regions in 2002, and the other for Omaheke and Otjozondjupa in 2005) but neither resulted in an approved land use plan.



8. Outlook and Future Plans

To date, no clear ILUP methodology has been determined for Namibia. However, the MLR has recognised the need for integrated efforts in order to coordinate the development of the country. Therefore, the MLR intends to apply the concept of ILUP through a process which enables collaboration, interactions and knowledge exchange between the various stakeholders. ILUP is seen as the appropriate mechanism for making comprehensive decisions regarding the sustainable and environmentally friendly use of land resources in the country; ILUP is to provide collaborative management and implementation strategies across jurisdictions.

In cooperation with the GTZ (German Technical Cooperation) and GTZ-CIM (Centre for International Migration), the MLR will therefore develop and test new tools and instruments for ILUP through a “model approach” for selected pilot regions. One of the major results of the project “Modelling Integrated Land Use Planning” will be the development of a “Model IRLUP”; and the formulation of *Land Use Planning Guidelines* to document and guide a new strategic approach for ILUP in Namibia. Amongst other things, the new land use planning strategy will address:

- Participatory methods and stakeholder involvement, as well as collaboration amongst relevant institutions in the planning process to create ownership through an inter-sectoral strategy;
- Integration of all relevant plans, including development plans, sector plans, lower-level plans and national plans;
- The integration of strategic environmental assessments in line with the Environmental Management Act of 2007 to include environmental issues such as water resource management, bush encroachment, climate change, etc. for the sustainable and environmentally friendly utilisation of land resources;
- The use of geographical information technology to steer implementation and monitoring;
- The identification of appropriate future land uses, including respective regulations and activities;
- The establishment of structures to implement and monitor land use plans; and
- Binding commitments from the responsible stakeholders, especially in the public sector, to implement land use plans.

The project “Modelling Integrated Land Use Planning” is currently ongoing for the first pilot region, namely Karas Region. It is envisaged that during the upcoming financial year, preparations will be undertaken for IRLUPs for Caprivi Region and Hardap Region. The projects for IRLUPs are partly financed by the Government of the Republic of Namibia, GTZ, KfW Development Bank and Spanish Cooperation.

Once all regions have appropriate IRLUPs formulated in accordance with the principles of land use planning explained above, they will serve as the basis for an integrated national land use plan.



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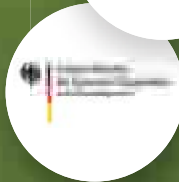


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