



# Scaling up Responsible Land Governance

ANNUAL WORLD BANK CONFERENCE ON LAND AND POVERTY  
WASHINGTON DC, MARCH 14-18, 2016



## **EXPERIENCES IN DEVELOPING BUSINESS PROCESS FOR FLEXIBLE LAND TENURE ACT IMPLEMENTATION IN GOBABIS, NAMIBIA**

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**Paper prepared for presentation at the  
“2016 WORLD BANK CONFERENCE ON LAND AND POVERTY”  
The World Bank - Washington DC, March 14-18, 2016**

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## **Abstract**

This paper covers the experiences of the community living in the Freedom Square Informal Settlement in Gobabis, Namibia, working towards improving their land rights and basic services. An agreement by the Local Authority to allow for the *in-situ* upgrading of their informal settlement, gave the opportunity for the process to become a pilot demonstrating how a community can work with their Local Authority and other stakeholders in securing tenure. The Flexible Land Tenure Act of the Government of Namibia was promulgated in 2012 and this project provides a learning opportunity for the implementation of this Act. The experiences of the community demonstrate the broader process required to enable the provisions of the Act to be implemented, specific tools to implement the registration of the Land Hold Title, and various important opportunities and challenges that should be taken into account. The tools include community planning studios to provide layouts enabling the demarcation of plots for registering land hold titles, participatory enumeration methodologies, and the Social Tenure Domain Model facilitating records and certificates for the registration of the Land Hold Titles.

**Key Words:** community involvement, continuum of land rights, incremental approach, fit-for-purpose, tenure security

## 1. Background

At a rough estimate, about seventy percent (70%) of land in developing countries fall outside the formal register. To help tackle this lag in delivery of secure land tenure to the affected populations, a growing network of key land actors worldwide have proposed and initiated a more flexible and inclusive (or fit-for-purpose) approach to land administration, and have developed pro-poor, gender responsive tools for the realisation of tenure security for all along a continuum of land rights. (UN-Habitat and GLTN 2012, Enemark *et al* 2014; and FIG and World Bank 2014) The high standards entail lengthy processes that place expensive demands on professional capacity, equipment requirements, and unjustifiably long processes that do not involve land beneficiaries. These approaches lead to a situation where registration of land is accessible to middle and high income classes; while low-income people are excluded, because purchasing and registration of land and real property is unaffordable. Namibia's Flexible Land Tenure Act No 4 of 2012 (FLTA) is providing an opportunity to include the lower income groups to incrementally access/improve tenure security and in this paper the experience of trying to achieve this, will be shared. This paper explains how inclusive, participatory land information tools have been used to help develop the business process for implementation of Flexible Land Tenure Act (FLTA).

## 2. Namibian Context

Urbanisation in Namibia increased dramatically following independence in 1990, with the freedom of movement and economic opportunities. By 2011, 43% of the Namibian population was living in urban areas. The existing land development, allocation and access processes, including the land rights registration process, were not able to respond to the needs of this growing population, which resulted in the mushrooming of informal settlements in all the urban areas. Based on data collected through the profiling of informal settlements it is estimated that 25% of the Namibian population is living in 242 informal settlements (2015 updates of the 2008 informal settlement profiles presented in Namibia Housing Action 2009).

The Namibia Government embarked on initiatives to redress this exclusive land registration approach. The consultative task was spearheaded by the Ministry of Lands and Resettlement (1992-1998) who sought to develop an alternative and flexible land tenure system to cater for middle and low-income groups who were excluded from the freehold land tenure system. The initiative culminated in the enactment of Flexible Land Tenure Act in 2012. The objectives of the Act are: to create alternative forms of land titles that are simpler and cheaper to administer than existing forms of land title; to provide security of title for persons who live in informal settlements or who are provided with low income housing; and to empower the persons concerned economically by means of these rights (Government of the Republic of Namibia 2012). These rights are recognised statutory rights and are

enforceable by the courts. However one shortcoming of the Act is that its application is limited to local authority or settlement areas only, whereas many informal settlements spill out over these boundaries. It is advisable for the Act to be amended in due course to permit the Act to be applied in areas contiguous to formal urban areas where informal settlements occur.

The Flexible Land Tenure Act provides for integrating the affected communities holistically into the urban environment and to make them a part of it. Experience has shown that these principles can only be properly achieved when the urban planning is done with participation of affected communities. Civil Society and NGOs formed part of the consultative process for developing the Flexible Land Tenure System. Some of the processes previously developed followed by organised community groups, at the beginning of the 1990s, also informed the development of the Act. For example, in 1992 an organized savings group, the People Square Saving Scheme, had jointly purchased a block of land in the City of Windhoek for 54 members (of which 50 were females). In recognition of its innovations, this project was identified as a UN-Habitat Good Practice in 1998. The members were part of a community initiative, called *Saamstaan*, which had started mobilising groups of residents in Namibia around land and housing from 1987. The People Square residents group bought a block of land (of what is later referred to in the Act as a *blockerf*) as a voluntary association, planned the layout and houses, and developed their land incrementally, while managing the process as a group. They also took the initiative to draw up a set of rules (UN-Habitat 2003), which included the possibility for households to transfer their parcels of land. What was important in this project was that women now had the right to choose who will inherit their land, a practice not possible under existing traditional practices. Their block of land is a registered *erf* (the legal term used in Namibia for a surveyed and registered parcel of land in a declared township) and is registered in the name of a Voluntary Association. The process successfully followed by People Square was replicated by numerous saving groups and in the late 1990s the City of Windhoek incorporated this process into their Upgrading and Development Strategy. At least 10,000 households secured land in Namibian urban areas as part of organised community groups, and the majority shared the land on *blockerven*.

## 2.1 Provisions of the Flexible Land Tenure Act (FLTA) and the Flexible Land Tenure Regulations

The Act provides for the designation of conventional *erven* as a “*blockerf*” after which it is frozen for the purposes of the establishment of a starter title scheme or a land hold title scheme. In other words this means the outside figures determining the boundaries of the settlement where FLTA is being implemented. The land parcel of the *blockerf* undergoes the formal approaches for land registration entailing land surveying and registering in the conventional Deeds Registry under the oversight of Registrar of Deeds and Surveyor General. Local land rights offices with a Land Rights Register will be responsible for the records of the starter and landhold titles. In addition the community has to form

an association with acceptable constitution and elected representatives which will represent the holder collectively and in a land hold title scheme, manage the common property.

The Flexible Land Tenure Act provides for incremental registration of rights that can be improved as the development takes place (figure 1). Households living in an informal settlement can obtain a starter title once the boundaries of their blockerf have been identified and registered and the holder's structure has been marked using appropriate survey technology. This statutory form of tenure gives the holders the rights to perpetual occupation of a site which is defined by such mark and to transfer the right. The landhold title is also a statutory form of tenure which includes similar rights of freehold ownership, without meeting the full subdivision requirements. The plot is defined, which means a layout is to be designed to indicate the boundaries of each plot. It will be possible to mortgage this title. For landhold titles, a land measurer prepares a layout indicating the location of every plot to be allocated as part of the scheme, including streets and any servitudes. The layout should contain relevant information to facilitate establishment of each plot boundary and streets on the ground. Although the Act permits a blockerf to remain registered in the name of a private landowner, to avoid problems of inheritance on the death of the landowner or the interests of creditors on the sequestration or liquidation of his or her estate, the draft regulations of the Act require the registration of the blockerf to be in the name of a Voluntary Association representing all the holders of plots in a land hold title scheme, or in name of the local authority, or regional council where the land is situated.

This is an oversight in drafting the Act and it may be necessary to amend the Act in due course. Although the power to make regulations includes regulations which provide for matters that are necessary or expedient for the proper operation of the Act, a court may not support this regulation.

Starter and land hold title rights will be in the name of the individuals. The draft Flexible Land Tenure Regulations seek to ensure that in all marriages other than marriages out of community of property, these rights are held and recorded in the names of all the spouses to such marriages. As figure 1 illustrates, holders of a starter or landhold title can either remain with that level of rights registration, or depending on their situation, needs and ability, at a later stage undertake a process of migrating to a freehold land right.

### **Figure 1 Incremental improvement of tenure security FLTA**

The Flexible Land Tenure Regulations have been drafted through a consultative process under the leadership of the Flexible Land Tenure Regulations Committee; but are yet to be formally adopted. The piloting will therefore inform the implementation of the Regulations and produce a handbook detailing the steps. Social Tenure Domain Model is being used to support this piloting and it is able to address most requirements in this process.

## 2.2 The Social Tenure Domain Model

The Social Tenure Domain Model (STDM) is a prop-poor land recordation system developed by the Global Land Tool Network (GLTN) partners, facilitated by UN-Habitat. The system was developed as one of the tools for the realisation of tenure security for all through a continuum of land rights approach. It covers all people and all types of ‘people – land’ relationships. ‘People – land’ relationships can be expressed in terms of *persons (or parties) having social tenure relationships to spatial units*. (FIG, GLTN and UN-Habitat 2010) The social tenure and other relevant data recorded through STDM is most effectively collected using participatory enumeration methodologies, discussed below.

*Parties* are persons, or groups of persons, or non-natural persons, that compose an identifiable single entity. A non-natural person may be a tribe, a family, a village, a company, a municipality, the state, a farmers’ cooperation, or a church community. This list may be extended, and it can be adapted to local situations, based on community needs.

*Land rights* may be formal ownership, apartment right, usufruct, free hold, lease hold, or state land. It can also be social tenure relationships like occupation, tenancy, non-formal and informal rights, customary rights (which can be of many different types with specific names), indigenous rights, and possession. There may be overlapping claims, disagreement and conflict situations. There may be uncontrolled privatization. Again, this is an extensible list to be filled in with local tenancies. A restriction is a formal or informal entitlement to refrain from doing something; e.g. it is not allowed to have ownership in indigenous areas. Or it may be a servitude or mortgage as a restriction to the ownership right. There may be a temporal dimension, e.g. in case of nomadic behaviour when pastoralist cross the land depending on the season.

*Spatial units* are the areas of land (or water) where the rights and social tenure relationships apply. According to the LADM/STDM ISO-standard those areas can be represented as a text (“from this tree to that river”), as a single point, as a set of unstructured lines, as a surface, or even as a 3D volume. This range of spatial unit representation can cover community-based land administration systems, or rural, or urban, or other types of land administrations, like marine cadastres and 3D cadastres. Surveys may concern the identification of spatial units on a photograph, an image or a topographic map. There may be sketch maps drawn up locally. A sketch map may be drawn on a wall where a photograph is taken from. Figure 2 explains the interrelationship between parties, social tenure, and the spatial units supported by relevant documents.

### **Figure 2 The STDM Conceptual Model**

## 2.3 History of Community-led Enumerations and application of the Social Tenure Domain Model in Namibia

Participatory enumeration (described in more detail by Muller and Mbanga 2012) in Namibia started already pre-independence in 1988 when the first community (Saamstaan) became organised and collected information in backyard shacks amongst their members in the City of Windhoek, mainly for advocacy and negotiation purposes. This became a standard practice for all the saving groups when they wanted to negotiate for land. Learning from other communities internationally through the Shack/Slum Dwellers International (SDI) a new phase of enumerations started, when the Namibian housing groups decided to become federated in a national network called the Shack Dwellers Federation of Namibia (SDFN), they embarked on their first informal settlement enumeration and mapping exercise. The public announcement of these results which was combined with a house modelling exhibition in Okahandja Park, an informal settlement in Namibia, resulted in the recognition and support of the Minister of Regional and Local Government, Housing and Rural Development (MRLGHRD). The SDFN secured a funding pledge during this event from their government, which is still being recognised by the government until today. During 2006 the Community Land Information Program (CLIP) started as an initiative in collaboration with the MRLGHRD and other stakeholders. This initiative resulted in the first complete settlement profiles book was launched in 2009 (Namibia Housing Action Group, 2009) and with the second phase door to door enumeration and mapping following. With the support of a Spanish Cooperation project and the Spanish NGO Fundacion Alianza Por La Solidaridad, the CLIP started to be connected to citywide enumeration and informal settlement upgrading. The Namibian experiences contributed towards the international learning amongst countries as well as UN-Habitat and GLTN, when Edith Mbanga, a member who co-led the communities into the Federation rituals in Namibia, participated in the *Count-me-In* workshops (UN-Habitat and GLTN 2010). This combined international learning contributed to the further development of participatory enumerations and STDM that can be linked to improving security of tenure for slum and informal settlement dwellers.

The above experience influenced the drafting of the regulations which provide detailed provisions requiring the participation of, and consultation with, potential beneficiaries of a scheme including measures to ensure fair and just opportunity for all beneficiaries to articulate their views.

The community-led enumeration processes fall within the principles of FLTA. The establishment of an informal Voluntary Association is required initially through which inclusive participation is enabled in a structured and informal way supervised by the office of the Land Rights Registrar. (This informal voluntary Association should not be confused with the formal Voluntary Association required by the Act once a scheme is established). The Regulations expand the underlying principles of the FLTA where all persons likely to be affected by the establishment of a Starter Title Scheme or a

Land Hold Title Scheme must actively participate in the design, planning, establishment and implementation of the Scheme applicable to them and their skills and capacities should be enhanced. This is complemented by the STDM concept and information tool (FIG, GLTN and UN-Habitat 2010), which provide for recordation of land tenure and other information about the community and individual families within the blockerf on which the starter title or landhold title scheme is to be established. The respective scheme Registers includes full names and identity numbers of holders of starter title rights and if the holder is married then the marital status of such holder and full name and identity number of the spouse is also recorded. Management of this information in a computerized system by the community members ensures internal validity of collected data and continuous updates.

The survey of the blockerf follows Surveyor General's guidance; however the resultant boundary coordinates can be used to delineate the land parcel in STDM.

### 3. Developments in Gobabis Informal Settlements

#### 3.1 Background

Gobabis is the regional capital of the Omaheke Region in eastern Namibia. It is located 200 km east of the capital, Windhoek on the Kalahari Highway the main road connecting Namibia to South Africa through Botswana. The target community for implementing this pilot case study, Freedom Square Informal Settlement is the oldest of the four informal settlements in the town. Conditions in Gobabis provide opportunities to pilot various aspects of informal settlement upgrading. The environment for this piloting was created through partnerships between various stakeholders, of which the municipality's and community's collaboration were central. With the assistance of local and international support organisations, the community was empowered to implement various tools towards securing tenure. These included the SDFN-driven enumeration process called CLIP, learning through exchanges, building partnerships, having in-situ planning studios for layouts, using drones (Barnes et al. 2015) for clear aerial photographs to assist in re-blocking according to the new layout, the surveying of their settlement as a blockerf and currently relocating according to the approved layout by the local authority. This whole process has promoted international learning as well as practical experiences for various levels of government, the community and other stakeholders, which will enable registration according to the stipulations of the Flexible Land Tenure Act of 2012.

The pilot process is led by the alliance of the Shack Dwellers Federation of Namibia and the NGO Namibia Housing Action Group (NHAG). NHAG had supported the community processes since 1992 and worked in alliance with the SDFN since their inception in 1998. Gobabis was selected as one of the target towns for a complete citywide enumeration as part of the second phase of the CLIP. The tool of collecting information through the program formed the basis of involving the inhabitants of the Freedom Square community and as CLIP also include other key stakeholders, it created the

opportunity to further link the project to the key phases of informal settlement upgrading. Stakeholders include those on local, regional and international level and collaboration was established with the Gobabis Municipality, Ministry of Land Reform, Ministry of Urban and Rural Development (previously Ministry of Regional, Local Government, Housing and Rural Development), the Namibia University of Science and Technology (NUST), the Association of Local Authorities of Namibia (ALAN) and the Namibian Association of Local Authority Officials (NALAO).

### 3.2 Enumerations Bringing the Stakeholders on Board

The CLIP started in Gobabis during 2011, when NHAG and SDFN met the local and regional authority officials and politicians to discuss the process (Namibia Housing Action Group, April 2014). Communities from the four informal settlements discussed the process during community meetings facilitated by the SDFN. Community members learned to conduct household interviews covering basic socio-economic and structure information, as well as development needs. The structures and services were mapped by the community using aerial images. Women lead this process in Gobabis. The information was digitised and geo-referenced using Gvsig (GIS open source software). All the available households were interviewed and all the structures numbered and recorded. Data was manually transferred by the community and the key information analysed and presented on flip charts in different blocks in the settlement. The data teams then discussed the information with the broader community during a feedback meeting. Feedback meetings formed an important platform for consensus on the data and the identified development priorities. More importantly, it is a platform used by the community to discuss their priorities with the Local Authority. In the case of Freedom Square, data from the community was further discussed during the national review of CLIP which included the local, regional and national stakeholders referred to above. Freedom Square, with 3,149 inhabitants has no working toilets and the majority of the households lived more than 100 meters from the water taps. It was during their feedback meeting in Freedom Square in July 2012 that the community voiced their dissatisfaction to the municipal officials and councilors concerning a proposed relocation of Freedom Square Informal Settlement (Namibia Housing Action Group June 2014). Although their identified priority need was water according to the socio-economic survey, the relocation issue dominated the discussion. Subsequently NHAG/SDFN, supported by the Shack/Slum Dwellers International (SDI) organised a learning exchange to the Western Cape in South Africa to expose Gobabis municipal councilor, official and community members to re-blocking and in-situ settlement upgrading during March 2013. As a result of this exchange the decision to upgrade, rather than relocate was taken. The community requested that the houses should be organized in such a way that they can have access to emergency as well as basic services.

### 3.3 Preparing a Layout through Community Planning Studios

NHAG/SDFN, as an affiliate of the SDI participated in a project with the Association of African Planning Schools (AAPS) to conduct planning studios with local communities and academic institutions. Namibian town planning students from the Polytechnic of Namibia (now Namibia University of Science and Technology), and the community had their first studio in September 2013 when the site analysis was prepared. During the second planning studio in March 2014, the NHAG/SDFN facilitated a larger learning opportunity which included central government representatives, local authority representatives (including those from other regions), the Freedom Square community as well as representatives from communities outside of Gobabis. South African community members and NGO staff also participated to share their experiences. With the active participation of a large number of the community members, a layout was prepared that could be used as the basis for the new Freedom Square Layout. The layout made provision for streets, public spaces, business sites and public amenities like crèches. The needs of the elderly and children were considered in the design during the studio. With the support of the Polytechnic Town Planning students, lecturers and NHAG officials, a final layout was drawn up and shared with the Gobabis community and local authority. This layout was formally approved by the Municipality in 2015 and provided the basis of identifying the outside boundary for the blockerf diagrams that will enable the community to obtain land hold titles according to the Flexible Land Tenure Act.

### 3.4 Mapping and Aerial Photographs

The mapping of Freedom Square by the community was carried out using aerial images obtained from the National Planning Commission (NPC) for the 2012 enumerations. The community indicated the settlement changed and an update of the mapped information was needed. A land surveyor offered SDFN/NHAG to test the unmanned aerial vehicle (UAV) in Namibia. Freedom Square provided a useful pilot site, as an updated aerial image will assist the community to facilitate the identification of structures to be relocated. The process of using drones is described in more detail by Barnes, Volkmann and Muller in a paper presented in the 2015 World Bank Conference on Land and Poverty (Barnes et al. 2015).

During March 2015 the Gobabis community used these images, to update the structure map as part of the socio-economic enumeration information. With the support of the GLTN Secretariat, based at UN-Habitat, the Social Tenure Domain Model (STDM) was introduced to capture the updated spatial and socio-economic information. One lesson learned from this exercise was that the household structures had almost doubled since the initial enumeration in 2012, adding to the urgency of getting land tenure and settlement issues resolved. .

An overlay was made of the approved layout on the aerial images, which assisted the community to identify where the households have to move, to ensure that each one secure their own plot within the blockerf.

### 3.5 Applying the Social Tenure Domain Model as part of Piloting FLT Registration

Following the participation of representatives from the MLR, and SDFN/NHAG in an STDM training of trainers in Ethiopia, Addis Ababa in 2014, the tool was presented by GLTN to stakeholders in Namibia dealing with the regulations and implementation of the Flexible Land Tenure Act. These stakeholders, who included the community members of Gobabis, government officials and local authority officials, received training in Gobabis on the use of STDM and applying the principles. The Gobabis Municipality provided office space and SDFN/NHAG computers for the community to capture and update their information. This process is supported by both NHAG and the municipality. The printing of certificates of occupation will only be done once the municipal property officers confirmed that the household owners residing in Freedom Square do not already have any erven within Gobabis. The data captured as part of the STDM also provide socio economic information of the inhabitants. The community entered information of 940 (91%) out of the 1024 households, collected by the end of December 2015. Female structure owners comprised 46.8% of the inhabitants, and their median monthly income is US\$40, which is significantly lower than the US\$67 of the male structure owners. Table 1 also demonstrates that 75% of the structure owners earned less than US\$100 per month, with more women than men falling within this bracket.

**Table 1: Monthly income brackets according to gender, Freedom Square, Gobabis**

### 3.6 Land Surveying and Re-blocking

The land surveying process followed the provisions of the FLTA in that the blockerf is to be surveyed by a professional Land Surveyor, who provided the diagrams required for the establishment of a Blockerf, as well as doing the survey on site. The creation of the Blockerf still has to be approved through the Town Planning provisions by the government before it can be registered in the deeds registry. The NUST, through their Department of Architecture & Spatial Planning is busy with this process. Only the Blockerf is to be approved formally by the Townships Board and the Namibia Planning Advisory Board (NAMPAB), the two statutory bodies responsible for new township development. Once the approval is completed the Blockerf can be registered.

A surveying technician (called a land measurer in the Act) surveyed the smaller blocks for households up to 30 households within Freedom Square. The priority for the survey was determined by an opportunity to bring a sewer line through the area as part of an existing sewer installation contract of the municipality. This became a good opportunity to bring the services closer to the informal

settlement inhabitants whereby they can extend the trunk lines and connect to the sewer line after relocations are finalised.. The contractor was on site and there was a lot of pressure from the Municipality and contractor to clear the area for the trunk line. NHAG therefore facilitated the survey work within November as well as the relocation process of those in the affected area.

Both the Land Surveyor's and Survey Technician's work were completed in November and the NHAG Land Technician with the community member measured out the internal plots in the blocks to reduce the cost of the survey. During the demarcation process it was found that it will be necessary to increase the output and through the internship program with NUST, a land surveying students assisted in the measuring of the plots.

The allocation of plots were done by a team from the community on the map and the relocation process started in November 2015. The community used the approved layout on the digitized aerial map (figure 2) to identify which households should relocate and where they should relocate within the settlement.

#### **Figure 4: Freedom Square: Existing structures and the new layout**

The households identified to be affected by the trunk line considered a priority, were the first to move to their plots. The area for the new main sewer was cleared before the end of November 2015.. With the support of the municipality and through agreement of the community households voluntarily relocated to new sites according to the layout. The community already agreed to the process when they completed their layout in March 2014 and wanted to know at each meeting "when are we going to be moved into rows". They saw it as a means for them to access services and security of tenure. By mid-December 2015, 60% of the households were relocated. The relocation process is still ongoing, with the community working in teams to solve any disputes and encouraging the households in Freedom Square to all participate. The process is expected to be completed by the end of February. As the community owned the process it does not involve any compensation.

Various considerations were taken into account in the allocation of plots, and the key consideration was to allow for as little re-location as possible. One challenge in the relocation process emerged when it came to light that the plots have storm water problems. Although these problem areas were identified during the first phase of the situational analysis, the digital data got lost and with the second investigation of storm water areas, the specific community did not participate in the identification process. The community and municipality will address these challenges and numerous other issues during a review process, which will focus on the community finding solutions for the problems.

#### 4. Lessons learned for the implementation of the Flexible Land Tenure Act

Lessons are shared during exchanges and reviews which include the key stakeholders. The practical exercise of re-blocking creates an opportunity to share and learn from the experience, while the community will also identify solutions to the challenges that emerged as part of the implementation process. Two international exchanges (Zambia and Zimbabwe) took place in November and the community shared their experiences with the visitors. As the Zimbabweans delegation had been involved in similar processes they could contribute with their practical experience.

NHAG is documenting the various steps taken to highlight causes of delays and how the process can be improved for future projects. This will also inform best approaches for institutional arrangements and establishment of requisite Land Rights Offices; as well as possible ways to enhance the prospects of gender equity in the outcomes of future pilots.

The Act requires the government to establish one or more Land Rights Offices staffed by a Land Rights Registrar, a number of registration officers and land measurers. The experience gained at Gobabis will be valuable in designing and setting up these offices once the Act is brought into operation.

The experience will also provide information for assessment of the impact of landhold titles on informal settlement communities whose land rights were previously insecure and undocumented.

The settlement layout can be captured in STDM and thus contain reference points for plots and streets and a link to household information. The different stakeholders formed part of the process and are included in meetings to discuss the process, thereby facilitating the learning required for inclusive outcome. The lessons learned are also forming part of a broader National strategy for informal settlement upgrading that will result in security of tenure.

Clearly the pilot programme conducted in Gobabis will inform the implementation operation of the FLTA once the Regulations are published and the Act brought into operation. In particular, the processes and mechanisms used to engage with the potential beneficiaries and the local authority constitutes a learning curve for them and for those responsible for the administration of the Act. Any challenges, including the cost, experienced in surveying the block and marking internal plot boundaries will inform the process once the Act comes into operation. Also important is the integration of the FLTS project into the broader urban planning context, particularly in regard to health, hygiene, the provision of services and waste removal.

The pilot will also demonstrate the qualifications, skill and level of experience required by the officials in the proposed Land Rights Offices to enable them to carry out the functions prescribed by the Act and the Regulations.

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**Figure 1 Incremental improvement of tenure security FLTA (Christensen et al. 1999)**

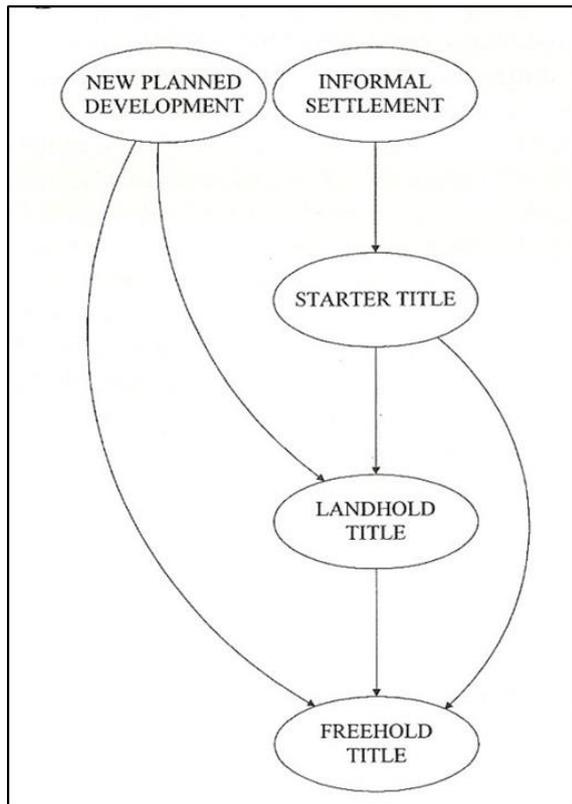
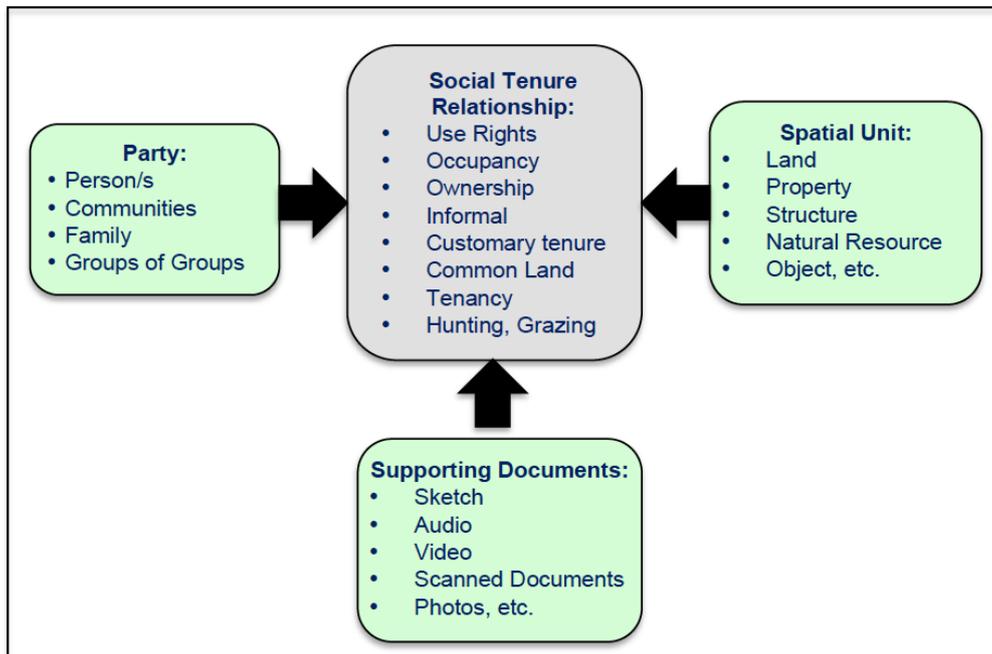
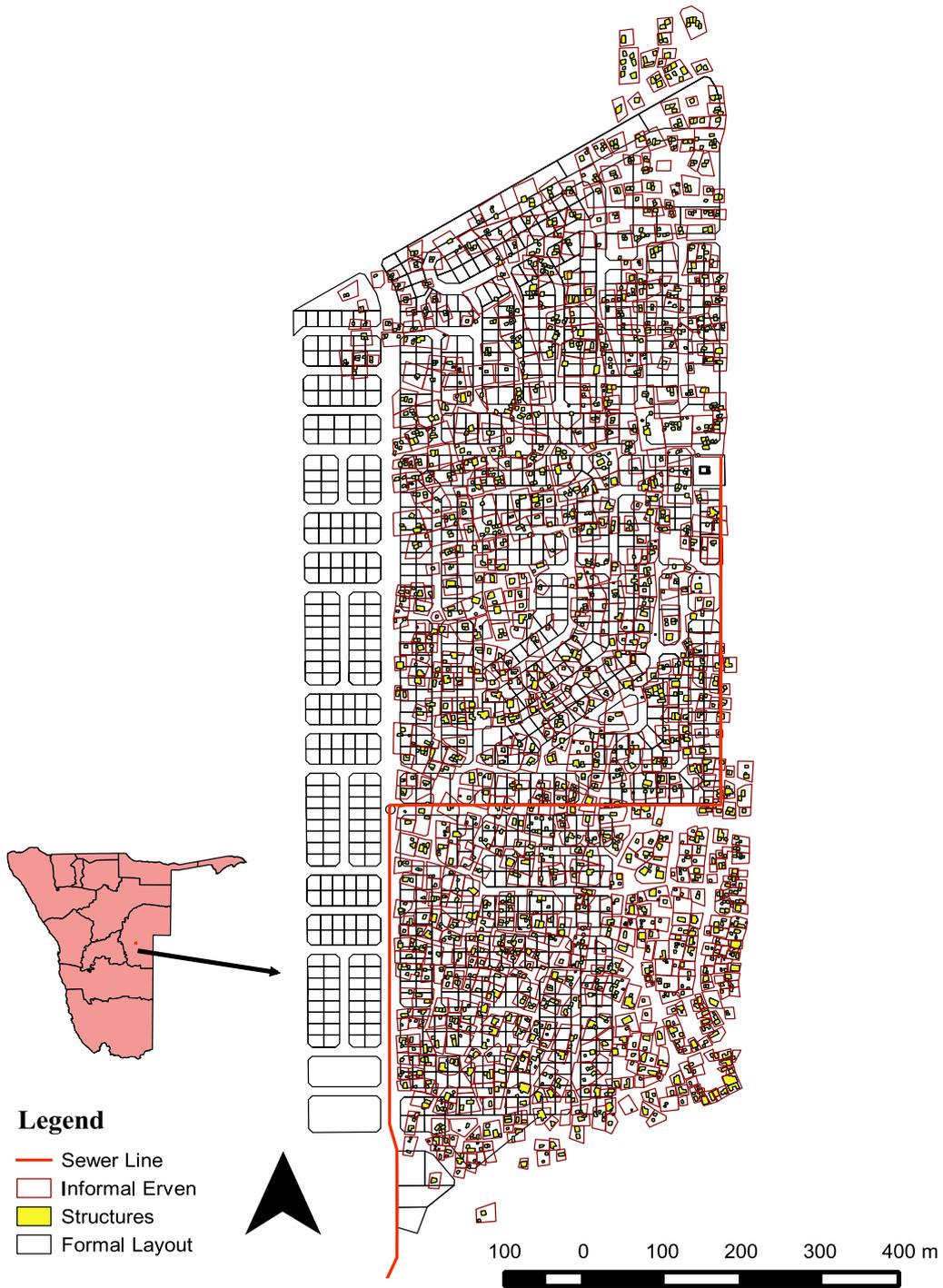


Figure 2 The STDM Conceptual Model (UN-Habitat and GLTN, 2014)



**Figure 3 Freedom Square: Existing structures and the new layout**

Freedom Square -Relocations



**Table 1 Monthly income brackets according to gender, Freedom Square, Gobabis**

<b>Income USD</b>	<b>Female</b>		<b>Male</b>		<b>Total</b>	
0-99	388	41.28%	320	34.04%	708	75.32%
100-200	40	4.26%	100	10.64%	140	14.89%
201-300	6	0.64%	51	5.43%	57	6.06%
301-400	4	0.43%	25	2.66%	29	3.09%
+400	2	0.21%	4	0.43%	6	0.64%
<b>Grand Total</b>	<b>440</b>	<b>46.81%</b>	<b>500</b>	<b>53.19%</b>	<b>940</b>	<b>100.00%</b>