

IMPLEMENTATION OF POLITICAL AND SOCIO-ECONOMIC STRATEGIES  
IN URBAN HOUSING-LAND DELIVERY WITHIN THE MUNICIPALITY OF  
WINDHOEK

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## DECLARATION

I, Fransina Ndateelela Kahungu (9436936) hereby declare that this dissertation is the result of my own investigation and research and that it has not been submitted in part or full for any other degree or to any other University.

Fransina Ndateelela Kahungu

Signature

17 April 2023

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## **ABSTRACT**

The Municipality of Windhoek has been faced with challenges relating to the slow pace of the allocation of affordable land to the people and inadequate servicing of housing land. This has, over the years, created and widened the gap between demand and supply, hence the ballooning of the number of people in Windhoek who are on the waiting list for serviced land. It has been suggested that the solution to the provision of serviced land for housing lies in the implementation of multiple strategies. While the City of Windhoek has strategies in place, no studies have been done to understand whether these strategies have been successful. The aim of this study was therefore to investigate and analyse the implementation of the political and socio-economic strategies for land distribution within the Municipality of Windhoek from 2007-2019. The study adopted a qualitative research approach taking the City of Windhoek as the case study for investigating and analysing the implementation of the political and socio-economic strategies for land distribution for housing. The population for this study included stakeholders involved in land distribution in Windhoek. Study participants were selected through purposive sampling, identifying those participants with the capacity to provide information relevant to the study. Data was collected using interviews. Results of the study showed that land allocation delays and land shortages have been caused by factors such as lack of finance, unavailability of serviceable land, rigid municipal procedures and unbalanced demand and supply. The study also found that the Municipality of Windhoek is encountering major problems which include a shortage of serviced land, high land servicing costs, and a cumbersome land allocation process. Given these findings, the study recommends that government avails finance to assist local authorities to increase the supply of serviced residential land. Some of the finance should also target the upgrade of informal settlements so that they reach the stage of security tenure. In addition, the Windhoek municipality should review land distribution methods to ensure that households in dire need of housing are given priority.

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## ABBREVIATIONS AND ACCRONYMS

CoW	-	City of Windhoek
E	-	Economists,
GRN	-	Government of Republic of Namibia
HPG	-	Housing Pressure Groups Representative
LAC	-	Local Authority Councillors
NHA	-	Namibia Housing Action Group Representative
NSA	-	Namibia Statistic Agency
R	-	Residents
SDF	-	Shack Dwellers Federation Representatives
SMM	-	Staff Members of the Ministry of Urban and Rural Development
SMW	-	Staff Members of Municipality of Windhoek's Human Settlement's Division
SWAPO	-	South West Africa People's Organisation
SR	-	Social Researchers
UNAM	-	University of Namibia
MRLGH-		Ministry of Regional, Local Government and Housing

## **CHAPTER 1**

### **INTRODUCTION**

#### **1.1 Introduction**

The Municipality of Windhoek is the largest municipality in the country and is mandated to deliver land to citizens as per policies such as the Local Authority Act 23 of 1992. However, the municipality has not been able to deliver adequate land to needy citizens as expected. In 2021, for example, there were about 20 000 people on Windhoek's waiting list and more than 150 000 people living in informal settlements of Windhoek (City of Windhoek, 2021).

According to First Capital, which monitors housing trends in Namibia, the housing backlog is rising at 3.5% per year (City of Windhoek, 2021). This indicates the ineffectiveness of land delivery-oriented strategies. Some of the socio-economic strategies that were put in place for land and housing delivery include the 1992 Built Together Programme, the 1998 National Housing Policy (NHP), the 2013 Mass Housing Development Programme, and the 2016 Harambee Prosperity Plan. Unfortunately, the implementation of such strategies was affected by several hindrances such as the lack of funding (Republic of Namibia, 2016). It is, therefore, imperative to undertake this study on the implementation of political and socio-economic strategies used on land delivery by the Municipality of Windhoek.

#### **1.2 Background to the Study**

The world's urban development and rising urbanisation have resulted in the current 55% of the global population living in cities and towns and this is anticipated to increase to 68% by 2050 (PricewaterhouseCoopers (PwC), 2014). According to PwC

(2014), Asia, Africa, the Middle East, and Latin America are experiencing rapid urbanisation. UN-Habitat (2015) reiterates that over 90 per cent of urban growth will take place in Africa, Asia, Latin America and the Caribbean by 2030 leading to an urban housing challenge affecting at least 1.6 billion people globally within a decade. In Sub-Saharan Africa, rapid migration to urban areas has put pressure on existing infrastructure, basic services, and human settlement plans with households in need of housing resorting to survival mechanisms that witnessed informally-built houses and the proliferation of slums across Africa's cities (Dhlamini, 2018). Namibia as a country in Sub-Saharan Africa is experiencing urbanisation, therefore facing similar urban housing challenges as with other countries in Africa. Urbanisation and the resulting challenges in Namibia are associated with its historical background.

The colonial era in Namibia was centred on white dominance, mostly exercised in the occupation of citizens' resources, especially land (Muenjo, 2018). Land dispossession in the country was implemented in both rural and urban areas. In rural areas, this entailed indigenous populations being pushed to rugged, often less habitable infertile lands. In the urban areas, colonial urban legislation often barred Africans from owning urban land. The racially weighted distribution of land was thus an essential feature in the colonial exploitation of Namibia's resources, directly affecting not only urban land distribution but also agriculture as well as mining and other industries (Legal Assistance Centre of Namibia, 2018). Prior to 1990, successive colonial governments were able to use their political power to maintain these racial land occupation patterns as well as control where people of different races could or could not settle, including in urban areas.

Land is a key source of revenue for local authorities and a driver of local and regional economic development (Republic of Namibia, 2016). In urban areas such as Windhoek, the colonial government was able to control access to land and housing through various pieces of colonial legislation that forbid many Africans from permanently residing in the city. Most of discriminatory laws were, however, repealed at independence. Thereafter, the country’s urban areas experienced rapid migration of people from the rural areas, as the colonial migration controls were reformed and removed, resulting in rapid urban growth which began to strain urban utility services (Simon, 2015). The socio-economic disparities between rural and urban areas, created largely by the country’s colonial legacy, led to the underdevelopment of rural areas, resulting in an increased rural to Windhoek migration from 1990 onwards as colonial migration policies were removed (Nghikulwa, 2008). From 1990, the largest city in the country, Windhoek, which is also the capital city, started experiencing an influx of people from rural areas (see Table 1). This influx placed a tremendous burden on the city’s land resources.

Table 1: Population growth of Windhoek (1980 – 2020)

Year	Population	Growth rate	Growth
1980	91,822	3.99%	16,324
1990	139,212	4.28%	26,337
2000	226,935	5.12%	50,121
2010	314,185	3.20%	45,756
2020	431,171	3.23%	63,369

*Source: United Nations (2020) –World Population Prospects*

As Table 1 shows, the population of Windhoek in 1980 was 91 822. By 1990, this population had increased to 139 212 - an annual growth rate of 4.28%. Thereafter, the population increased to 226 935 in the year 2000 – an annual growth rate of 5.2%

per annum. By 2018, Windhoek's population had ballooned to 417 000 showing a high average annual growth rate of 3.87% (United Nations, 2020). It is now estimated that the current Windhoek population is about 453 000 (City of Windhoek, 2021).

The rapid population growth in Windhoek has been attributed to both natural growth and rural-urban migration. This growth has resulted in a housing backlog and crisis mainly due to the slow pace in the supply of houses (Lennon, 2018). The backlog of housing provision in Windhoek in 2020 stood at around 83,000 (CoW, 2021). As Kisting (2016) observed, the housing crisis in Windhoek is primarily due to the population that is growing faster than the delivery of formal housing. Chiripanhura (2018) affirms this position by acknowledging that the housing backlog in Windhoek is an indication of the shortage of housing units resulting from the lack of serviced land.

The housing backlog and housing crisis in the city are evidenced by the proliferation of informal settlements (Chiripanhura, 2018). Lennon (2018) indicates that the number of shacks relative to formal brick houses in Windhoek rose by a staggering ratio of 4:1 during the period 1994 to 2016. During the same period, households residing in makeshift shelters increased from 26 512 in 2011 to 50 429 in 2016 (Lennon, 2018). The housing backlog was also reported by then Mayor of the City of Windhoek, Honourable Muesee Kazapua at the official opening of the land delivery retreat in 2015 where he indicated that there was a mismatch between the supply of developable land and demand in the city (Kazapua, 2015). This comprises of 7,600

informal settlement leaseholds, 48,233 informal numbered structures and 27 330 on the waiting lists.

While numerous investments have been made to service land for the poor in urban areas in Namibia since independence, such investments have not kept pace with the rapid growth of informal settlements (Weber & Mendelsohn, 2017). The need for urban land was also expressed at the People's Conference on Land in 1994, where the conference resolution states, that there must be secure access to urban plots for all, especially women and low-income households, with different possibilities of ownership and/ or long-term occupancy (Lennon, 2021). On the other hand, pressure groups in Namibia such as the Affirmative Repositioning (AR) and Landless People's Movement of Namibia (LPM) view the challenges of land delivery for housing in the country as resulting from unequal, unjust and unfair land distribution, and not from a lack of serviced land (Lela, 2017). Low-income families are forced to pursue a different strategy to the orthodox land delivery process (planning, servicing, building, occupation) to acquire land on which to settle. In the process, they become part of the informal land development process which often follows the reverse sequence, namely occupation, building, servicing and finally planning (Lela, 2017). Thus, with this scenario, new forms of poverty and inequality will be entrenched over generations to come if towns and cities fail to develop in ways that facilitate the transition from rural to urban areas (Weber & Mendelsohn, 2017).

National policy documents such as the Namibia National Development Plan 2 state that land administration systems need to adopt new strategies to cope with poor land management, sustainable development and economic growth (Molen, 2016). This is

because land agencies must deal with many uncertainties due to unstable and unclear strategies, institutional arrangements, incomplete land data and procedures and other uncertain factors such as human and technical resources (Bagdai, 2019). In Windhoek, various political and socio-economic strategies on urban land distribution have so far been implemented by the City of Windhoek (CoW) to provide housing land to the city's growing population. The existing urban distribution system of housing land in Windhoek is geared towards meeting the political, social, economic and residential land delivery expectations of various stakeholders, including government. Considering that there are several strategies developed and implemented for land and housing delivery in urban areas, there is a need to analyse the implementation of political and socio-economic strategies (2007-2019) for housing land distribution within the municipality of Windhoek.

### **1.3 Statement of the problem**

Due to global rapid urbanisation, adequate housing has been a global challenge especially in regions where urbanisation has been reported to so rapid including Asia, Africa, the Middle East, and Latin America. (PwC, 2014: UN-Habitat, 2015). Several national studies have been done globally on housing needs and urban housing challenges including Africa countries and Namibia as a country in sub-Saharan Africa. Regarding Namibia, studies on housing needs, housing challenges and housing projects have been done but no study has specifically focused on the implementation of political and socio-economic strategies in urban housing-land delivery for sustainable urban development. Therefore, this study focuses on the problem of housing in Windhoek by assessing the implementation of political and socio-economic strategies in urban housing-land delivery.

Land tenure in Namibia is regulated by a variety of Acts such as the Deeds Registry Act (Act No. 47 of 1937), the Land Survey Act (Act No. 33 of 1993), the Communal Land Reform Act (Act No. 5 of 2002), Sectional Titles Act (Act No. 2 of 2009) and the Flexible Land Tenure Act (Act No. 4 of 2012). The multiplicity of these legislations makes it difficult to evaluate the performance of land administration as a whole, and the appropriateness of instruments with regard to urban land tenure in particular (Lewis, 2006). According to Section 63(2) of the Local Authority Act (Act No. 23 of 1992), land distribution and allocation to various social and economic sectors of urban settlements are the mandate of the local authorities (Lela, 2017). Land policies are part of the national policies promoting objectives such as economic development, social justice and equity and political stability. The key challenge in delivering housing in Namibia is the lack of available serviced land, which is slowing down the process of housing delivery and pushing up prices of serviced land.

According to Lennon (2018), lack of affordable serviced land on which people can build their own houses has led low-income earners to informal settlements. On the other hand, Chiripanhura (2018), incites that the Windhoek City Council argues that the mountainous landscape around the city makes it more expensive to service the land, and furthermore, the land around Windhoek is private land that must be bought from the owners before developing it, which takes time. The Strategic Plan for Windhoek Municipality (2017-2021) acknowledges housing and land delivery as a top priority in the scorecard. It further indicates that CoW's targets are purposely conservative during the strategic period given the current financial, human capital,

technological and expertise constraints. It further indicates that the challenge is to be innovative, think out-of-the-box and offer a platform for creative, consultative and cross-functional pollination of ideas from all stakeholders.

Despite the efforts by the CoW to address the issue of serviced land for housing, residents of Windhoek have questioned the municipality's commitment to availing land for residential purposes. The strategies by the municipality and government to deliver serviced housing land were considered to have created poor institutional arrangements, bureaucracy, dishonesty, and increased uncertainty at the decision-making level (Amadhila, 2018). Hence the need to analyse the implementation and effectiveness of political and socio-economic strategies for the delivery of housing land within the Municipality of Windhoek from 2007-2019.

#### **1.4 Aim of the study**

The aim of the study is to assess the implementation of the political and socio-economic strategies for urban land distribution within the Municipality of Windhoek from 2007-2019.

#### **1.5 Objectives of the study**

- To establish the impact of the political strategies on the allocation and distribution of urban housing land delivery in Windhoek.
- To determine the impact of the socio-economic strategies on the allocation and distribution of urban housing land delivery in Windhoek.
- To evaluate the implementation of the political and socio-economic strategies on the allocation and distribution of urban housing -land delivery in Windhoek.

- To assess the dynamics impacting on the success and/or failure of the strategies.
- To develop sustainable framework strategies for improving the effectiveness of urban housing land distribution in Windhoek.

### **1.6 Significance of the study**

Several similar studies have been done in Namibia and in Windhoek the capital city in party to identify urban housing challenges, measures being taken to mitigate the challenges and recommendations for further studies. As an on-going process in the field of academic research, this study is part of further studies that adds value to the existing body of knowledge that contributes to effective urban housing land distribution for the poor residents in Windhoek. Furthermore, stakeholders such as Local Authorities in Namibia can make use of the outcomes of this study for strategic planning for land distribution for political and socio-economic development of local authorities. Academic researchers including students carting out studies on urban development and housing allocation can make use of the knowledge gained and gaps identified to broaden their knowledge and develop a departure point for further studies in the same field or related fields of study.

### **1.7 Delimitation of the study**

Although it might be more beneficial to study urban housing and land delivery for all towns and cities of Namibia, this study deliberately focuses on Windhoek, the capital City of Namibia. This is because Windhoek has the largest population in the country and has many housing and land delivery challenges. The results and findings of this study can be used as a departure point or base for studies that can be done in other smaller towns in Namibia.

## **1.8 Organisation of the study**

The thesis is organised as follows:

**Chapter 1:** Introduction and background of the study – The chapter introduces the study, provides a brief background to the study, describes the statement of the problem, outlines the aim, research objectives, significance of the study, limitations of the study and delimitations of the study.

**Chapter 2:** Literature review and theoretical framework – The chapter reviews the literature related to the study topic in line with research objectives. The chapter also provides the conceptual and theoretical framework of the study.

**Chapter 3:** Research methodology – The chapter describes and explains the research design and the methodology followed during the research process.

**Chapter Four** presents, interprets, and discusses the results as findings of the analysed data from the primary research.

**Chapter Five** provides the summary of findings, concludes the research study and gives recommendations for future action.

## **CHAPTER 2**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

This chapter presents a review of the literature related to the research study. This literature helps provide academic groundings for the findings from the primary research to gain a full understanding of the problem at hand. The chapter provides a detailed review of the main concepts and a conceptual and theoretical framework of the study. The main concepts that are covered in this literature review include political and socio-economic strategies for land distribution, pressure groups, land distribution and urban land distribution challenges.

#### **2.2 Global urbanisation**

Today, more than half of the world's population lives in urban areas, and the number of cities with populations over 1 million stands at more than four hundred (World Bank, 2020). By 2030, almost two-thirds of the world's population is projected to live in urban areas. The number of megacities—cities with populations over 10 million—rose from three in 1975 to sixteen in 2000, and is expected to reach twenty-seven by 2025 (Population Reference Bureau, 2019). Global urbanisation statistics show that North America, Latin America and the Caribbean are the most urbanised regions with 80 per cent or more of their populations living in urban settlements as of 2014 followed by Europe with 73 per cent (United Nations, 2014). The least urbanised regions are Africa and Asia with 40 per cent and 48 per cent of their respective populations living in urban areas in 2014 (United Nations, 2014).

Despite all this growth, the degree of urbanisation still varies around the world. In general, wealthy nations are more urbanised than poor nations, thanks in large part to the latter's rural economies. Many megacities are, and will continue to be, in nations that are relatively poor or desperately poor (Barkan, 2016). The number of urban residents in these nations will continue to increase greatly in the years ahead as citizens move to urban areas and as their populations continue to grow through natural fertility. Fertility is an important consideration as there are high fertility rates among women and a young population base in poor nations (Nargund, 2009). This translates to high births as most women are in their childbearing years.

In large cities of poor nations, homeless children live in the streets as beggars, and many people lack necessities and conveniences that urban dwellers in industrial nations take for granted. As the United Nations Population Fund warns, "one billion people live in urban slums, which are typically overcrowded, polluted and dangerous, and lack basic services such as clean water and sanitation." (2007, p.23). The rapid urbanisation of poor nations will compound the many problems that these nations already have, just as the rapid urbanisation during the industrialisation revolution more than a century ago led to disease and other problems discussed earlier (Zurich, 2015). Zurich (2015) further states that the expansion of cities due to rural-to-urban migration in resource-strained developing countries results in a risk of infrastructure and public services development failing keep pace with growth. Furthermore, the rapid growth of cities in poor nations results in poverty and other social and economic challenges, as nations are ill-equipped to meet the challenges of urbanisation (Barkan, 2016).

Life in a megacity such as Mumbai, India illustrates many of the problems facing large cities in poor nations. Mumbai's population exceeds 12.4 million, with another 8 million living in the greater metropolitan area; this total of more than 20 million ranks Mumbai's metropolitan population as the fourth highest in the world (United Nations, 2014). An author who grew up in Mumbai calls his city an "urban catastrophe." He continued, "Bombay is the future of urban civilization on the planet. God help us" (Kotkin, 2017). A recent news story illustrated his bleak assessment with this description of life in Mumbai: "The majority of Mumbai's population now lives in slums, up from one-sixth in 1971, a statistic that reflects a lack of decent affordable housing, even for those gainfully employed. Congested, overcrowded, and polluted, Mumbai has become a difficult place to live. The life expectancy of a Mumbaikar is now seven years shorter than that of an average Indian, a remarkable statistic in a country still populated by poor villagers with little or no access to health care" (Kotkin, 2017).

### **2.3 Urbanisation and housing challenges in Africa**

Urbanisation in most African countries is moving fast forward, especially south of the Sahara. At the start of the independence period in 1957, 14.7% of Africa's inhabitants were urban, in 2000 had it risen to 37.2% and it was expected to rise to 49.3% in 2015, in effect 3.76% to 3.35% per year (UN, 2020). In sub-Saharan Africa in 1960 only one city, Johannesburg, had a population of one million. In 2009, there were fifty-two cities with such large populations. The Nigerian city of Lagos which in 1963 had 665,000 inhabitants (Rakodi, 2017) and 8.7 million in 2000 was expected to become the world's 11th biggest city by 2015 with 16 million inhabitants (UN, 2020).

Despite being the least urbanised continent in the World with an urbanisation rate of 40%, Africa is urbanising fast and this will place great pressure on affordable housing provision in the coming decades (United Nations, 2014). As a result of the high rate of urbanisation and pressure on affordable housing, slums (informal settlements) have become prevalent in Sub-Saharan Africa, where about 56% of the urban dwellers live in slum conditions of sub-standard housing and lack sanitation as cities and municipalities cannot manage urbanisation (Dhlamini, 2018). Several countries in Southern African Development Community (SADC) have moved toward supporting urban housing supply through supportive infrastructure and economic opportunities with the best-performing country being Mauritius followed by South Africa through property market reforms of affordable housing stock and social development (Centre for Affordable Housing Finance, 2017). The challenge in the SADC region is that there is no policy framework for addressing the massive backlog of housing or affordable stock production at the regional level. Although individual member states have developed national policies that prioritise inclusionary housing, implementation remains slow (Centre for Affordable Housing Finance, 2017). Implementation of policies and strategies is the main focus of this study with Namibia and in particular, Windhoek being the case study. The next sub-section explores urbanisation in Namibia.

#### **2.4 Urbanisation in Namibia: A historical background**

The growth of urban areas in Namibia followed a trend similar to other countries in Southern Africa where urbanisation is related to the political history of the country, with the fundamental order for the actual city system having been laid in colonial

times (Seckelmann, 2017). Historically, up to 1884, the first settlements that later developed into towns and cities in Namibia were mainly set up by missionaries, traders and craftsmen. After the advent of colonization, most urban centres in the country were set up for administrative purposes. These centres were primarily maintained as “white areas” through pass laws which controlled the movement of Africans into the urban areas. In general, Africans were only allowed into the city if they were employed there and were expected to go back to the rural areas once such employment ceased (Nghikulikwa, 2008; Simon, 2015; Likuwa & Shiweda, 2017). In addition, other laws also prohibited property ownership by blacks which meant that most Africans were unlikely to reside in the city unless they were employed and housed by the employer. In Northern Namibia, proper urban areas such as Oshakati, Ongwediva, Outapi, Oshikango and Eenhana did not develop until the 1960s as a response to administrative and military requirements by the colonial state. The earlier urban settlements included Windhoek, Otjimbingwe and Omaruru. After 1884, with the colonisation of Namibia by the Germans, military posts were established next to existing missionary settlements which became multifunctional as centres of church, trade and military.

These centres included Luderitz, Warmbad, Gibeon, Keetmanshoop, Bethany, Okahandja, Omaruru, Otjimbingwe and Grootfontein (Schmidt, 1922). Of the early settlements, Otjimbingwe became the capital in 1888. In 1891, however, the capital city status was transferred to Windhoek, where a fortress had been built (Seckelmann, 2017). The early settlements established by Germans together with other new ones under the South African administration developed to their present-day status being economically supported by the economic activities of the hinterland

such as agriculture, fishing and mining (Seckelmann, 2017). The present capital city of Windhoek and the largest city in Namibia became the focal point of rural-urban migration after independence. The city grew rapidly to its present status with a population more than twice that of Rundu, the second-ranking town in the country with a total of 58 172 people (NSA, 2021).

An important feature of urban settlement during German rule was the formal separation of the living spaces of the white and the non-white population. This was continued by South African rule and was made worse by the introduction of the apartheid system (Seckelmann, 2017). The South African government introduced apartheid-related laws such as the "Native (Urban Areas) Proclamation" which prohibited the acquisition of land and property in urban areas by blacks and prohibited blacks from remaining in urban areas for more than 72 hours without special permission. All this was meant to prevent uncontrolled rural-urban migration (*ibid*). The apartheid laws of residential segregation and prohibition of the acquisition of land and property in urban areas by blacks are believed to be the source of the current housing crisis in Windhoek and other urban areas in Namibia.

## **2.5 The conceptual framework of the study**

A conceptual framework refers to the logical basic concepts that integrate relevant aspects of the best possible explanation of a problem (Brown, Renwick, & Raphael, 2015). It is a structure of concepts that the researcher believes can best explain the progression of the phenomenon to be studied (Adom, Hussein & Adu-Agyem, 2018). As for this study, the objective is to analyse the implementation of the political and socio-economic strategies for land distribution within the Municipality of Windhoek

from 2007-2019. The main concepts are the political and socio-economic strategies for urban housing land distribution, effective implementation of political and socio-economic strategies for urban housing land distribution and the impact of political and socio-economic strategies on the allocation and distribution of urban housing land. People living in the informal settlements or otherwise precariously on the urban fringes mainly advocate access to land, housing and basic services based on need, fairness, or their rights as Namibians instead of the market-based access that dominates the formal sphere of provision and planning (Lennon, 2018). However, it is questionable whether the political will exists in Namibia to avail sufficient resources towards socio-economic strategies to substantiate the housing crisis and lack of land delivery, as witnessed by the lack of funding for housing programmes.

The following diagram of Figure 2.1 is a logical structure of the arrangement of the main concepts to be reviewed.

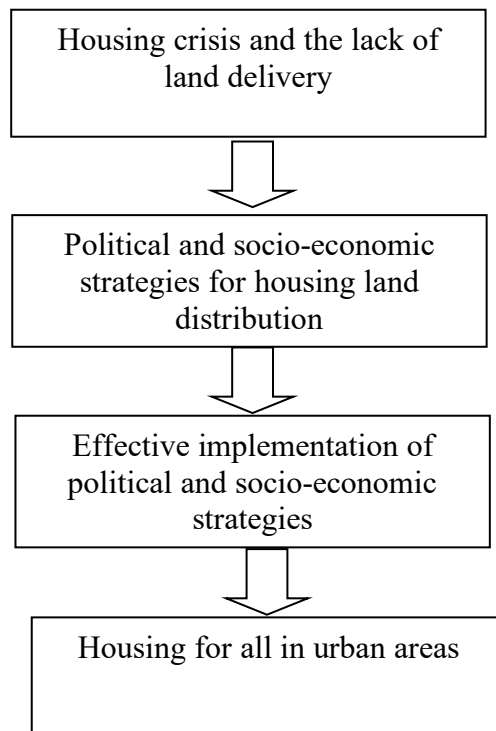


Figure 2.1: The conceptual framework

The concepts shown in Figure 2.1 describe the logical sequence of actions that lead to desired positive outcomes of improved socio-economic welfare of urban residents achieved through the formulation and effective implementation of political and socio-economic strategies for equitable, just and fair land distribution for urban housing. Regarding the logical sequence of actions, the conceptual framework suggests that well-developed political strategies for socio-economic development need effective strategic implementation for positive outcomes associated with social and economic progress of urban residents in terms of decent housing. The concepts are fully reviewed and explained in the next sub-sections starting with political strategies for land distribution.

## **2.6 Political strategies for land distribution in Namibia**

Access to and disbursement of land has always been subjected to power and politics (Namandje, 2018). A shortage of affordable urban land for low-income earners has become a political issue and one of the key challenges for the Namibian government. The government of the Republic of Namibia has developed socio-political strategies for mitigating the challenges of housing and the lack of land distribution for housing development. Some of the socio-political strategies include the 1992 Built Together Programme, the 1998 National Housing Policy (NHP), the 2013 Mass Housing Development Programme and the 2016 Harambee Prosperity Plan (Republic of Namibia, 2016). This was done to accelerate development in clearly defined priority areas, with a greater focus on a considerable number of national development targets. The goals include the servicing of land and the provision of housing as a national priority (Republic of Namibia, 2016). In this study, the implementation of the

political guidelines and manifestos is analysed in terms of the level of benefits they envisaged for the residents of the municipality of Windhoek.

## **2.7 Socio-economic strategies for land distribution in Namibia**

In 1990, Namibia's new representative Government abolished the apartheid-era policies through its new Constitution. The Constitution protects all citizens' fundamental human rights and freedoms including the rights to "acquire, own and dispose of all forms of immovable and movable property" (Article 16) and the rights to "move freely" and "reside and settle" (Article 21) (Republic of Namibia, 1990). The Local Authorities Act (Act No. 23 of 1992) defines the role of Local Authorities as, inter alia, establishing and financing housing schemes, establishing a housing fund, and providing services. The removal of apartheid policies resulted in rapid urbanisation and the growth of informal settlements (Legal Assistance Centre, 2015; Remmert & Ndhlovu, 2018). The removal of apartheid policies had some merits in redressing the aspects of the colonial system but it brought about demerits that needed strategies to deal with them. The City of Windhoek, for example, grew rapidly after independence, from 141 562 inhabitants in 1991 to 322 300 residents in 2011, constituting a 128% growth within the two decades, reflecting an annual growth rate of 4.2%. At that rate, the population at the end of 2021 can be estimated to have been about 453 000 people (City of Windhoek, 2021). Much of this growth occurred in the city's informal settlements where there is no rent and rates to pay as the residents are generally poor and unemployed (Chiripanhura, 2018). While in 1991, only 3% of all houses in Windhoek were shacks, they made up about one-third (32%) of all homes in 2011, (Republic of Namibia, 2016).

This growth means that there is not only a need for more land for urban settlement, but also for security of tenure for people whose rights are not recognised by the existing system. Most of these residents are squatters on land belonging to individuals or local authorities (Weber, et al 2017). With the challenges of rapid urbanisation, the GRN made the provision of adequate housing a national priority through various policies and legislations such as the 1998 National Housing Policy (NHP), National Development Plans (NDPs) and the 2004 Vision 2030, all of which were generally aimed at the development of land for the provision of housing (Remmert & Ndhlovu, 2018). Various stakeholders including the central government were all involved in the implementation of the housing policy. There is very little attention given to using the capacity and resources of the private sector to benefit from potential private sector efficiencies (Sweeney-Bindels & Els, 2017).

The National Housing Policy [NHP] of 1991 aimed at easing the housing crisis in the country and it paved the way for the Build Together Programme (BTP) of 1992/1993 which sought to facilitate housing loans for pensioners, destitute, people with disability and the low-income earners and making sure that informal settlements are serviced with utilities (Republic of Namibia, 2009). However, most projects and programmes under the NHP were not completed because of a lack of funds and poor administration of the programmes (Simion, 2017). The other programme under the NHP is the Mass Housing Programme (MHP) established in 2013 to build low-income houses for citizens. About 45 billion Namibian dollars was availed to build 185 000 housing units through the National Housing Enterprise (NHE) before 2030. However, the programme was infested by mismanagement, dishonesty and segregation which made it fail (Kamwanyah, 2015). Another policy is the National

Land Policy (NLP) implemented in 1998 to foster a unitary land system for Namibia in which all citizens have equal rights, opportunities and security across a range of tenure and management systems (Republic of Namibia, 1998). However, the NLP failed to yield the desired outcomes because of a lack of funds (Shigwedha, 2016).

Finally, the Flexible Urban Land Tenure Bill of 2004 was implemented by the Ministry of Lands and Resettlement in collaboration with the Municipality of Windhoek to allow low-income earners to own land on freehold titles and starter titles. However, the Bill took time for it to be enacted. However, the Flexible Land Tenure System (FLTS) Act of 2012 was created with the purpose of providing flexible land tenure in informal settlements (Muller & Mitlin, 2017). However, high and perpetual rising prices, unsuitable regulatory frameworks, bureaucratic inertia, and dishonesty repeatedly combined to inhibit progress (IPPR, 2018).

The City of Windhoek passed the Development and Upgrading Strategy in 1999 aimed at the identification of land developmental products to be offered to the poor, the affordability level and how it can continuously improve the living conditions of informal settlements settlers (City of Windhoek, 2021). The lack of decent housing was identified as a priority by Government which introduced the Mass Housing Initiative in 2013. Unfortunately, the implementation of the mass housing initiative was affected by several problems such as lack of funding and was put on hold in the middle of 2015 (Republic of Namibia, 2016). Harambee Prosperity Plan of 2016 aimed to deliver land service, housing and funding for land servicing and housing. One of the strategies is the Massive Urban Land Servicing Programme (MULSP) which started with three pilot towns, namely Windhoek, Walvis Bay and Oshakati.

While the MULSP was highly praised by Namibian Society and institutions, it did not take off as originally planned and seems to have stalled (Weber et al, 2017).

### **2.7.1 Built Together Program**

The Built Together Program is a national self-help housing program initiated in 1992 by the then Ministry of Regional and Local Government, Housing and Rural Development (MURD, 2007, p. iv). The aim of the program was to provide shelter to low and very-low-income earners (Weber & Mendelsohn, 2017, p. 37) who earn less than NAD 3,000 per month (equal to about USD 220) and who are excluded from accessing bank loans. The program was implemented country-wide in rural as well as urban areas. The Built Together Program was a response to address the then newly formulated National Housing Policy. Four different subprograms can be supported within the program, and they are as follows:

- Urban/rural housing loans: Supports low-income people by providing loans for the construction of new houses, production of building materials, community facilities and refurbishment of existing housing (MURD, 2007, p. 1).
- Social housing: To support the facilitation of housing to disabled people, pensioners and the destitute.
- Single-quarters transformation: To demolish existing buildings and construct new houses on a cost-recovery basis. Prior to independence the male labour force was recruited from the rural areas and was housed in so-called single-quarters; hostel-type barracks.

- Informal settlement upgrading: Facilitation of communal basic services such as roads, water, sewerage, and electricity in informal settlements (Ministry of Urban and Rural Development, n. d.).

The housing scheme is set up as a revolving fund meaning that the amount of money available for loans depends on the “extent of loan recoveries over time” (Shikangalah, 2015, p. 3). See Figure 1.2 below for an illustration of examples of houses supported by the Built Together Program.

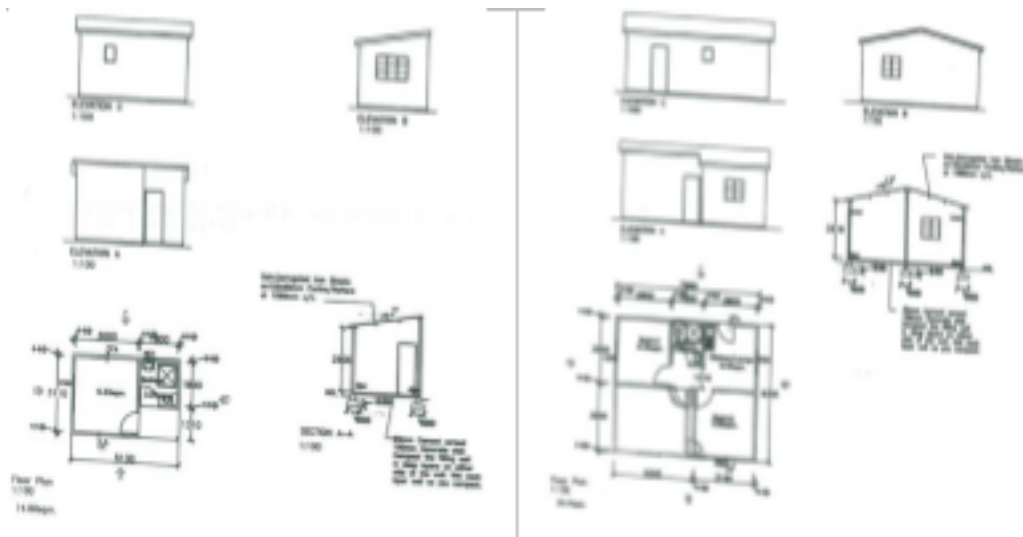


Figure 1: Building plans for Built Together houses

Source: (MRLGH, 2013).

The illustration on Figure 1 to the left is a 14.6 m<sup>2</sup> one-bedroom house with a bathroom. To the right is illustrated a 35.5m<sup>2</sup> house with two bedrooms, kitchen and bathroom.

From the initiation of the program in 1992 until 1999 it was centred at the Ministry of Regional and Local Government, Housing and Regional Development, which is now the Ministry of Urban and Rural Development. As part of a state policy on

decentralization, the Built Together Program was transferred to the regional councils and local authorities in 1999, where administrative, financial, and planning activities were handed over. The aim of decentralization was to extend democracy to the local level and “ensure economic, cultural and socio-economic development” (Kandjeke, 2016, p. 5).

Guidelines for implementation of the program were developed by the Ministry of Regional and Local Government, Housing and Rural Development, with suggestions that local authorities and regional councils conduct inspections of construction progress prior to transferring money for the next phase of a loan. Additional progress payments should only be transferred after the completion of walls up to window level, installation of roof frames and sheets, and the last transfer is at the finishing stage, e.g., after completion of water supply, connection of toilet and internal and external plastering (Kandjeke, 2016, p. 21). All transfers should be based on the satisfactory inspection of progress of each stage of the construction. In incidents without sufficient construction progress funds should be withheld (MRLGH, 2007, paras. M1, 1.2-1.4).

Build Together Committees established within the regional and local authorities are responsible for mobilizing financial resources and recovering loans, monitoring implementation progress, and reporting to the regional councils and local authorities as well as for monitoring progress on the construction by each individual beneficiary (MRLGH, 2007, paras. E2, 2.8-2.11; E4, 4.8-4.11). The Built Together Committees are the institutions in contact with and assisting applicants and beneficiaries. The establishment of community-based organisations has been encouraged to create

development plans for the specific settlement, discuss and resolve problems and for example establish a “management system and cost recovery system for communal facilities” (MRLGH, 2007, para. E3).

After the decentralisation of the program, the role of the Ministry of Urban and Rural Development changed to mainly facilitate funding and provide support to the regional councils and local authorities including training of staff members at regional and local level and assist in “capacity building for regional and local councillors and officers” (MURD, 2007, paras. E5, 5.4-5.5). It is also the responsibility of the Ministry of Urban and Rural Development to monitor and oversee the program implementation. The regional councils and local authorities are mandated to identify families in need of low-cost housing and potential beneficiaries of the Built Together Program and loan allocation.

In 2013, the Built Together Program was incorporated into the Mass Housing Development Program until 2016 when it re-emerged as a standalone program because “the housing needs of low-income earners were not being sufficiently addressed by the Mass Housing Development Program” (Weber & Mendelsohn, 2017, p. 37).

At the time the Built Together Program was developed and implemented at its initial stage, it was considered “one of the most comprehensive attempts by any nation to implement the United Nations Global Shelter Strategy of enabling and facilitating people to build and improve their own homes” (World Habitat, 2015). During its lifetime, the Built Together Program has provided shelter to around 8,000 low and

very-low-income families in the period from 1992 to 2013 (Weber & Mendelsohn, 2017, p.37).

### **2.7.2 Mass Housing Development Program**

The Mass Housing Development Program was launched in 2013 by the then President, Hifikepunye Pohamba (Remmert, & Ndhlovu, 2018). It provides the blueprint for overcoming several challenges such as an inconsistent distribution between the supply and demand for housing, a significant urbanisation trend, an emerging middle class and a lack of available affordable housing and serviced land, particularly in urban areas. The aim of the Mass Housing Project was to provide 185,000 housing units by 2030. The underlying objectives are to provide affordable housing to the Namibian people, economically empower people via the ownership of housing and create jobs and stimulate economic growth (Remmert, & Ndhlovu, 2018).

The Mass Housing Project Blueprint (MRLGH, 2013) acknowledges that current legislation, policies and the regulatory framework for land delivery cause slow processes and high land prices. It also recognizes constraints and shortcomings of institutional capacity. However, as of the year 2020, no changes to the relevant policies and legislation are in the pipeline and no additional budget has been allocated.

The National Housing Enterprise's (NHE) waiting list stood at ninety thousand (90 000) of which twenty thousand applicants (able and willing to acquire a house) are in Windhoek, (NHE, 2021). With an urban population of almost a million in Namibia in

2013, the national housing backlog was set at 100,000 housing units for people with an income between NAD 0 and NAD 1,500 per month and 30,000 units for people earning between NAD 1,501 and NAD 4,600 per month. To put this into perspective, 73 per cent of Namibians have no access to formal credit facilities and therefore cannot afford to buy urban land or housing (NHE, 2021). The above figures indicate that 75 per cent of the backlog and thus the highest demand for housing is in the low-income segment of the population. Beneficiaries of the Mass Housing Program are expected to purchase the property and must secure loans or mortgages for financing from commercial financial institutions.

Several newspaper sources report incomplete house construction and rampant vandalism of unoccupied houses in Gobabis, Oshakati, Otjiwarongo, Walvisbay and Windhoek. Due to poor construction quality, several houses have been demolished. Figure 3 below shows houses built in Walvis Bay as part of the Mass Housing Development Program. Local newspapers have also reported dubious allocation of construction contracts. This program was discontinued in 2015. The beneficiaries of the Mass Housing Project have been in the middle-income range whilst the low-income urban residents, a pertinent target group, were completely excluded due to unattainable price levels of N\$200, 000 - N\$300,000 (Remmert, & Ndhlovu, 2018).

It has been challenging to acquire exact figures for the number of houses built as part of the Mass Housing Program. However, according to the website of the custodian of the Mass Housing Program “approximately 1,500 houses” have been allocated to beneficiaries by January 2017 (NHE, 2019). According to Ndeyanale (2018), 2,699 houses have been built nationwide out of which 1,979 have been

occupied by October 2018 (Ndeyanale, 2018). Other sources report that 4,204 houses were built between 2013 and 2015. At best that estimate is about 2,000 houses built per year which are well below the target of 8,850 houses that should have been built in the first two years (MRLGH, 2013).



Figure 2: Mass Housing Development Program Houses in Walvis Bay

Source: (MRLGH, 2013).

## **2.8 Pressure groups and land distribution**

Despite the government and local authorities' efforts to address the challenges of land distribution and delivery for housing, urban residents in Namibia, including those in Windhoek, feel that more can be done. Hence, they organised themselves into pressure groups to push the government and local authorities for efficient and effective land distribution. Examples of such pressure groups include the Affirmative Repositioning (AR) and the Landless People's Movement (LPM) of Namibia. The AR and LPM believe that the challenge of the distribution of housing land in

Namibia is a result of unequal, unjust and unfair land distribution and not the lack of serviced land (Lela, 2017). In Windhoek, a major reason why informal settlements expand so much is that the formal land supply system and the market does not serve the needs of low-income settlers (Weber & Mendelsohn, 2017).

## **2.9 Urban land distribution challenges: Lessons learnt from selected countries**

A study done in South Africa on “Urban land issues in contemporary South Africa” by Lauren Royston (1998) concluded that the formal system of land delivery failed the urban poor due to the insufficiency and unsuitability of land identification and this led to conditions of extreme overcrowding in the formal housing stock. Communities in South Africa organised themselves to identify and deliver land to themselves and this resulted in the establishment of sub-tenancy relationships (Royston, 1998). However, a report by the Centre for Affordable Housing Finance (2017) based on a comparison and rating of national efforts on housing stock in the SADC region shows South Africa is second in the region as the best-performing country after Mauritius which has achieved its status through property market reforms of affordable housing stock and social development.

Another study in Brazil by Heather Boyer in 2005 on “Urban Land and Housing Challenges in Brazil” concluded that the relocation, marginalisation and segregation strategies of the past will not work but people have strong connections to the land where they have settled. Hence, leveraging that commitment and energy is an important part of making informal neighbourhood urban settlements healthier, safer, and more economically viable communities (Boyer, 2005). Finally, a study on “Land Use Management Challenges for the City of Nairobi” by Oyugi and Akumu found

that Nairobi has land use management problems embedded in historical factors and concluded that the solutions to land use management problems in Nairobi must involve an improvement in the overall management structure of a city's resources. The above-selected studies show that the challenges of urban land distribution for housing are common among urban areas. The lesson learnt is that responsible local authorities must develop strategies for favourable land delivery that will reflect political, economic and social progress in terms of urban land distribution and delivery for housing.

## **2.10 The theoretical framework of the study**

A theoretical framework acts as a guideline for this study. In this study, three theories related to the study topic are reviewed. These include the 1) distribution theory, 2) neoliberalism theory, and 3) market liberalism theory. The theoretical framework attempts to link the distribution of urban land in Windhoek considering the concepts of resource sharing (distribution theory), set of political and economic practices (neo-liberalism) and market transactions (market liberalism).

### **2.10.1 Distribution theory**

Boulding, Pen, Kleinsorge and Schmitt (2016) describe distribution theory as the systematic attempt to account for the sharing of the national resource among the owners of the factors of production (land, labour, and capital). Furthermore, it is stated that the term resource in a distribution process describes any given supply that is divided between several receivers as a collective process shared by many natural and artificial systems (Zahadat, & Hofstadler, 2019).

The theory of distribution involves three distinguishable sets of questions which include:

- i) How is the national income distributed among persons? For example, how many persons earn less than \$10 000, or how many earn between \$10 000 - \$20 000? Thus, it is the problem of personal distribution.
- ii) What determines the prices of the factors of production? The question requests the influences governing the wage rate for a specific kind of labour, including the reasons behind the general wage level of a country being not lower or higher than it. These questions have to do with functional distribution.
- iii) How is the national income distributed proportionally among the factors of production? The question tries to determine the share of labour in the national income, the share of capital and the share of land. This is the problem of distributive shares. Although the three sets of problems are obviously interrelated, they should not be confused with one another. The theoretical approaches to each of them involve quite different considerations.

Personal distribution is primarily a matter of statistics and the conclusions that can be drawn from them. When incomes are shared according to the number of people in each size category, the resulting frequency distribution is rather startling. The inequality seems to be greatest in poor countries and diminishes somewhat in the course of economic development (Kisting, 2016). For the purpose of this study, resource distribution is the account for the sharing of urban land for housing being rather a limited resource. The means, policies and strategies used in the distribution process form the resource distribution system.

### **2.10.2 Neo-liberal theory**

While distribution theory focuses on resource sharing, neo-liberalism theory is a social and moral philosophy in the form of a set of political and economic practices that proposes that human well-being can best be advanced by liberating individual entrepreneurial freedoms and skills within an institutional framework characterized by strong private property rights, free markets and free trade (Thorsen & Lie, 2017). Since urban land distribution and delivery for housing is institutionalised within the policy framework of the urban local authorities, the theory relates to a set of political and economic practices adopted by the City of Windhoek for socio-economic development in a free market environment of private property rights. One remarkably strong emphasis among neoliberals, especially Hayek, is the importance of the rule of law. All persons have a right to be treated as equals by the legal, administrative, and political institutions in their society (Lennon, 2021). No one is to be favoured according to their degree of social influence or social power or inherited status. When people are not protected by the rule of law, their freedoms are intolerably restricted because they can be arbitrarily interfered with and cannot predict how they will fare in the future. This means they cannot make unimpeded use of the liberties that they currently possess. Neoliberals wield the rule of law against those who favour more extensive states, including both social-democratic liberals and socialists, on the grounds that extensive administrative states must violate the rule of law to engage in their characteristic activities.

Hayek argues that absolutism arises from “powerful, centralized administrative machinery” whose professional administrative class becomes “the main rulers of the

people” (Hayek, 2011). Large bureaucracies invariably interfere, and in an arbitrary fashion. This dangerous logic of bureaucracy was a fundamental feature of Buchanan’s research program, and the rule of law is his solution, too. For these reasons, neoliberals believe equal treatment before the law is a central procedural liberty that persons possess not only in court but whenever they are subject to state coercion. Neoliberals embrace limited government in part because they believe that equal treatment before the law can be achieved only by limiting government and embracing capitalist economic liberties like freedom of contract, since both institutional practices allow others to follow general rules and avoid seeking approval from an arbitrary authority (Hayek, 2011).

The most common rationale for freedom according to Hayek and Friedman is “ignorance we cannot be sure we are right” (Friedman, 2017). As we have seen, while Friedman says he favours “a free society because my basic value is freedom itself”, he nonetheless asks, “How do I justify that preference? If I really knew what sin is, I could not justify it (Friedman, 2017). Similarly, Hayek says that the case for individual freedom rests chiefly on the recognition of the inevitable ignorance of all of us concerning a great many of the factors on which the achievement of our ends and welfare depends (Caldwell, 2004).

Philosophers have come to understand ideal theory in a number of ways, but we can follow Rawls (1999) understanding of ideal theory as describing the best social and political order in light of certain high-minded accounts of human capacities, behaviour, and natural circumstances, in particular a preparedness to comply with institutions that embody the correct conception of justice. Ideal theories of justice

provide accounts of the “realistic utopia” that citizens should strive for, a society where everyone acts as justice demands by fully complying with just institutional rules (Rawls, 1999).

Neoliberals reject both elements of political theorizing. First, they tend to reject theorizing about an ideal. This is because neoliberals are often sceptical about our ability to acquire moral knowledge; there is an epistemic barrier to knowing what is truly right and good. Again, Friedman repeatedly says that the case for a free society is that we don’t know “what sin is” and Hayek argues that, given the limitations of our knowledge,

It is at least doubtful whether at this stage a detailed blueprint of a desirable internal order of society would be of much use or whether anyone is competent to furnish it. Now, importantly, is a philosophical anarchist: “The ideal society is anarchy, in which no one man or group of men coerces another”. Friedman (2017) thinks that it is “desirable to have a vision of the ideal” and seems to embrace libertarianism as that ideal. Further, he may think that many of his favoured welfare-state policies would not be part of an ideal social order. Yet both Friedman and Buchanan think attempts to reach the ideal could backfire and so political economy should focus making marginal improvements to institutions. In this way, neoliberals sometimes have political ideals, but it is not central to their politico-economic doctrine, that is, to what they actually advocate.

People go wrong, especially when they have too much power. As Friedman (2017) says, “The liberal conceives of men as imperfect beings” and assumes that

organizing society is as much about “preventing ‘bad’ people from doing harm” as it is about helping others do well. Buchanan’s project is to theorize politics “without romance” and deny the feasibility of a contractarian agreement on principles of justice (Buchanan, 1975). If anything, compliance is an endogenous variable in their models of social order, where different sets of social rules will produce different levels of compliance and are to be chosen in part on that basis. In brief, compliance is never taken for granted. Their non-ideal theory is also associated with their opposition to socialism of all kinds: socialism is an irresponsible ideal theory whose purported feasibility rests entirely on the illicit assumption that human nature can be modified to make persons more rational and altruistic. Society will not work as socialists predict.

### **2.10.3 Market liberalism theory**

On the other note, market liberalism believes in the moral necessity of market forces in the economy where the market is the primary process and market transactions are the interaction (Tatum, 2018). This further explains the need to consider market forces as determinants of market transactions in urban land distribution and delivery of housing. Market liberalism is based on the principles of personal liberty, private property, and limited government interference. The term ‘liberalism’ should be understood in its historical context (Punch, 2017). Classical liberalism emphasized liberty from government regulation. In the economic context this would include the elimination of restrictions on the choice of occupations or transfers of land. Liberalism asserts that self-interest is a basic component of human nature. In the economic arena, producers provide us with goods, not out of concern for our well-being, but due to their desire to make a profit.

Likewise, workers sell their labour and buy the producer's goods as a means of satisfying their own wants. This leads to the belief in a natural harmony of interests. By each individual pursuing their own interest the best interests of society are served. The forces of a free competitive market economy would guide production, exchange, and distribution in a manner that no government could improve upon. The government's role, therefore, is limited to the protection of property rights, the enforcement of contracts providing public goods, and maintaining internal and external security (Seckelman, 2017).

With respect to this study, the allocation of land for housing delivery can be affected by market forces of demand and supply, availability of land, availability of development finance and capacity to deliver. The neo-liberal housing policy can be associated with turbulence, market changes and unequal housing and asset distribution (Wang, Shao, Murie, & Cheng, 2012). Market liberalism is facilitated by monetary innovation, and deregulation of credit, which permits large increases in household borrowing resulting in the inflation of house prices and other asset values (Offer, 2016). The pro-poor delivery which is supposed to be the focus of African governments including Namibia will not work. A good example of the negation is the Chinese neo-liberalisation of housing markets with restructured interactions among the state, market and local governments, where the local governments were allowed to withdraw land supply and finance for developing public housing. This created serious problems of shortages in low-cost (public) housing, income-based housing inequalities and poor housing conditions (Wang et al., 2012). Therefore, to avoid the challenges associated, the government together with the local authorities

must develop balanced political and socio-economic strategies in urban housing-land delivery that does not become completely market liberalism. Through balanced policies, the government can stimulate more speculative developers to produce tailor-made products suited to the target group, which will contribute towards reducing the housing challenge (Taruvinga, & Mainza, 2016).

## **2.9 Conclusion**

This chapter presented a review of the literature related to the research. The concepts reviewed include political and socio-economic strategies for land distribution, pressure groups and land distribution, and urban land distribution challenges. The chapter ended with the theoretical framework that acts as a guideline to the study linking the distribution of urban land in Windhoek to the concepts of resource sharing (distribution theory), set of political and economic practices (neo-liberalism) and market transactions (market liberalism). The next chapter describes and explains the research methodology used for the study.

## **CHAPTER 3**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

This chapter presents the research methods used in the study. It considers not only the methods used but the logic and philosophy behind the methods in the context of the study. According to Brynard, Hanekom and Brynard (2017), research methods also focus on the process of research and the decisions that the researcher takes to execute the research project. In detail, this chapter discusses the research paradigm and approach, research design, population, study sample, research instrument, data collection procedure, data analysis and research ethics.

#### **3.2 The study area**

The study area is the City of Windhoek (CoW). This is the capital city of Namibia and covers a physical area of 5 133.4 km<sup>2</sup> (CoW, 2017), with a population size of 431 212 (United Nations, 2020). CoW is located in the Khomas Region, Namibia. This region is the most centrally and strategically located in the country linked to the rest of the SADC region through road and rail transport networks such as Trans-Kalahari (B6), Trans-Orange (B1) and Trans-Caprivi (B1/B8) highways. Administratively, CoW has 10 constituencies (CoW, 2017).



Figure 3: Windhoek location (Google, 2021)

### 3.3 Research philosophy

Research philosophy refers to worldviews as an overarching term that relates to a system of beliefs and assumptions about the development of knowledge and the nature of that knowledge in relation to research (Cresswell & Cresswell, 2018; Saunders, Lewis and Thornhill, 2019). There are three main research philosophies namely positivist philosophy, phenomenological (interpretivism) philosophy and pragmatic philosophy (Saunders, et al., 2019).

This research study adopted the interpretivism philosophy that regards human beings as social actors and develops an understanding of the social world through interpretation of the social world phenomenon (Creswell, 2014, Saunders et al., 2019). With respect to this study, interpretivism helps to understand how stakeholders in land distribution in Windhoek put meaning to urban housing-land delivery within the municipality of Windhoek.

### **3.4 The research design**

A research design is a plan for research procedures that range from broad assumptions to detailed methods of data collection and analysis (Creswell, 2014). Kumar (2017) states that a research design is a plan, structure and strategy of investigation that helps to answer research questions. Creswell (2014) identified three research approaches that determine the choice of the research design and these include qualitative, quantitative, and mixed research approaches. The quantitative research approach collects and analyses numerical data while the qualitative research approach collects and analyses non-numerical data and involves examining and reflecting on the less tangible aspects of a research subject such as values, attitudes, and perceptions (McLeod, 2019). Mixed methods research approaches involve blending both quantitative and qualitative approaches, integrating the two forms of data, and using distinct designs that may involve philosophical assumptions and theoretical frameworks (Creswell, 2014). Common qualitative research designs include case study design, action research design, ethnography design and narrative design (Creswell, 2014).

This study adopted a case study qualitative research design approach. According to Saunders et al. (2019), a case study design allows an in-depth study and analysis of a case, often a programme, an event, an activity, a process, or one or more individuals. For this study, the City of Windhoek is the case for an in-depth study on urban housing and land delivery.

### **3.4 Population**

The population for this study consists of all stakeholders in land distribution in Windhoek that include the Municipality of Windhoek officials and Councillors, the Ministry of Urban and Rural Development, social researchers, economists, affected communities (residents of Windhoek), housing institutions and housing pressure groups. The target groups have been purposively selected because each group plays an important role in land distribution for housing delivery.

### **3.5 Sample**

A study sample is described by Punch (2014) as a smaller group which is studied but drawn from a larger population. The participants were purposively chosen. Blair (2015) states that purposive sampling is also known as judgmental, selective, or subjective sampling which is a form of non-probability sampling in which a researcher relies on his or her own judgment in choosing members of the population to participate in the study. According to Saunders, et al. (2012), generalisations for qualitative studies are made to theory rather than about a population and consequently, the sample size is dependent on research questions. Kumar (2019) also reiterates that the main aim of qualitative enquiries is to explore diversity hence sample size does not play a significant role in the selection of a sample. Diversity can be extensively and accurately described based on information obtained even from one individual (Kumar, 2019).

The sample used includes 20 information-rich participants including 2 out of 10 staff members of the Municipality of Windhoek's Human Settlement Division, 2 out of 15 Local Authority Councillors, 2 staff members of the Ministry of Urban and Rural

Development, 2 social researchers, 1 Shack Dwellers Federation representative, 1 Namibia Housing Action Group representative, 2 Economists, 2 Housing pressure groups representative and 6 residents. The 6 residents were purposively selected from the informal settlements of Windhoek with the help of councillors. Since the study is about housing-land delivery, the 6 residents selected were extremely affected cases who stay in informal settlements and are in need of decent housing.

Table 2 below describes the categories of participants and their codes of identification used in this Chapter 4.

Table 2: Codes of participants

<b>Stakeholder representative and role</b>	<b>Identity code</b>	<b>Total</b>
Staff Members of the Municipality of Windhoek	SMW	2
Staff Members of the Ministry of Urban and Rural Development	SMM	2
Local Authority Councillors	LAC	2
Social Researchers	SR	2
Shack Dwellers Federation Representatives	SDF	1
Namibia Housing Action Group Representatives	NHA	1
Economists	E	2
Housing Pressure Groups Representative	HPG	2
Residents	R	6
<b>Total</b>		<b>20</b>

The technique of selecting a sample is classified by Kothari and Garg (2014) as non-probability sampling or probability sampling. According to Mouton (2018) the aim of sampling is to produce representative selections of population elements. This study used the non-probability sampling technique by purposively sampling the

participants. Qualitative research as noted by Punch (2014) rarely uses probability sampling but rather some sort of deliberate or purposive sampling. In other words, in this type of sampling the units or the population was selected deliberately by the researcher to constitute a sample that would be representative of the whole population (Kothari & Garg, 2014). Purposive or judgmental sampling according to Babbie (2017) is selecting a sample based on knowledge of the population, its elements and the purpose of the study.

Sampling criteria for selecting secondary source documents was also done purposively (gauging the credibility of the author, intended audience, accuracy/currency of the information, as well as relevance of the information for this researcher's needs). The selection of units of analysis for contents derived from the documents was done thematically.

### **3.6 Research instruments**

In this study, the researcher conducted face-to-face interviews with participants. The semi-structured interview approach was employed to collect the data. The semi-structured interview approach enabled a detailed follow-up of questions with the participants (Hofstee, 2016). Despite the advantages of the method mentioned here, the researcher was careful to avoid the risk of participants giving the information they think the researcher wants to hear and to also avoid leading the participants into such a situation (Hofstee, 2016).

### **3.7 Data collection procedure**

Before data collection, permission to conduct the research was sought from the relevant authorities (Appendix B and Appendix C). After receiving approval to conduct the research, the researcher made appointments with the willing participants, either by phone, email or in person. Each interviewee was informed about the purpose of the study and consent to participate was requested before carrying out the interview. Face-to-face interviews were carried out. Interviews were conducted at a time and at a place that was convenient to the participants. Each interview lasted about 30 minutes. During the interview, that data was collected by means of note-taking.

### **3.8 Data Collection Protocols**

#### **3.8.1 Interview Guides**

A semi-structured schedule was used to obtain answers from the participants. During the design of the interview schedule, the researcher considered the kind of questions that were likely to yield rich data about the research area and also address the study's objectives. The researcher specifically formulated more general questions that tried to ascertain land delivery within the municipality of Windhoek.

#### **3.8.2 Documentary Review**

The documentary review involved the perusal and analysis of secondary sources that include authentic documents like minutes of meetings and reports. Secondary sources provided second-hand information and commentary from other researchers. Secondary data refers to data that is readily available and can either be published or unpublished. Kothari and Garg (2014, p. 107) explain that published data include

various publications of central, state, or local government, publications of foreign governments or international bodies and technical and trade journals, journal articles, books, magazines, newspapers, publications of various associations connected with business and industry, banks, stock exchange, public records, reports by research scholars and publish books and journals at universities and colleges. This study, therefore, reviewed and analysed legal documents, policies, strategic documents, protocols, resolutions, and conventions underlying national development and related to the positioning of land delivery within the municipality of Windhoek. The researcher accessed the data online and this included online journals, occurrence reports and daily papers, whereas physical evidence was reviewed as handbooks and training materials.

### **3.9 Data analysis and presentation**

Leedy and Ormrod (2010) described data analysis as a systematic process for examining, selecting, categorising, comparing, synthesising, and interpreting raw data into analysed data for addressing the research questions successfully. For this study, data analysis included analysis of primary data from interviews by thematic data analysis and analysis of secondary sources by content analysis. The information gathered by interviews was selected according to its relevance and the research questions of the study. Concepts and themes were organised into codes or categories. Inductive coding was also used. The emerging themes were grouped into main themes that are presented as narratives according to research questions before being interpreted. Verbatim narrations were used to present findings in chapter 4 of this research report. The content of secondary sources is with themes and narrations in the discussions.

### **3.10 Trustworthiness of the research**

#### **3.10.1 Validity**

The researcher had the responsibility to ensure that measurement validity is maintained in the research (Punch, 2014). Validity, therefore, leads to the accuracy, meaningfulness, and credibility of the research project which should allow one to draw meaningful and justifiable conclusions from the data. In considering the issue of validity, the researcher asked the question of whether the conclusions being drawn are truly warranted by the data as well as whether what has been observed in the research situation can be used to make generalisations about the world beyond the specific situation studied.

One way of addressing validity problems is to use the triangulation process whereby multiple sources of data are collected to find out if they converge to support a particular hypothesis or to simply study a topic. The triangulation approach was made possible by the fact that other than interviews, another data collection method, namely documentary research, was employed and one could compare the results from one method with the other. The triangulation process was also used to compare the quality of data from various sources. Bryman (2014) noted that triangulation ensures interpretive validity and establishes data trustworthiness by using more than one method or source of data. The researcher also checked with some key stakeholders if they agreed or disagreed with the data interpretations (Leedy & Ormrod, 2016). Maree and Van Der Westhuizen (2009) noted that triangulation reduces the risk of chance associations and systematic biases since it is reliant on information collected from a diverse range of individuals through a variety of

methods. As part of enhancing validity, the researcher was cognisant of the need to maintain transparency in the data collection process.

### **3.10.2 Reliability**

As a way of maintaining reliability, the researcher ensured that the interview approach and questions used with similar groups are the same. The researcher avoided personal bias on the subject of research and investigation by remaining neutral in dealing with the interviewees. The coverage of the sample chosen was wide enough so that the generalisations and conclusions made are of reliable credibility. Reliability according to Kothari and Garg (2014), is a test of measurement where a measuring instrument is reliable if it provides consistent results. To test the reliability of the research instruments, the retest method was used. The researcher conducted a pilot study with four participants. Pilot testing is explained by Leavy (2017) as a complete run-through of a study. Kothari and Garg (2014) advise that it is always helpful to try out the research design on a small scale before going to the field. Adjustments to the instruments were based on the feedback from the pilot test.

The same research instruments were then used by the participants during the interview process to enhance reliability. Regarding document analysis, existing theoretical knowledge was used to validate conclusions from analysed documents (Creswell, 2018). The collected data is stored in an organised and retrieval format, in both soft and hard copy to enable another researcher to analyse the data, in case the findings of the study are to be challenged.

To enhance the trustworthiness of the study, the researcher interviewed participants who hold senior responsibilities in their organisations. These participants provided rich and raw data that is reliable for the generation of appropriate results (Patton, 2015). The researcher used analysis of strategic documents such as plans, policies, conventions, and declarations to enhance the trustworthiness of the study. The researcher used more than one approach to analyse and interpret data, as well as data triangulation which involved time (the period over which the study was conducted and completed), space (Windhoek as the location) and persons (the participants).

### **3.11 Ethical Considerations**

Ethics is typically associated with morality, and both concepts deal with matters of right and wrong (Babbie, 2017). Researchers are advised by Denscombe (2010) to introduce a moral perspective to the way they design and conduct their investigation. Researchers such as Blaikie (2016) highlighted some points which are usually included in a code of ethics as a guide for researchers. These points include voluntary participation; obtaining informed consent from research participants; protecting the interests of the research participants and researching with integrity.

Since the researcher is also part of Windhoek Municipality Council, this was likely to make some participants perceive her as partial. However, the researcher acted fully as an academic student who is seeking for academic solutions to a problem. The study was conducted within the UNAM ethical guidelines and the protection of humanity which were put forward by the United Nations and the Constitution of the Republic of Namibia, ensuring that the rights of all participants are respected. The main components of ethical issues are protection from harm, informed consent, the

right to privacy and honesty. The researcher made sure that the research interviewees were not exposed to any physical or psychological harm. They were verbally informed that their participation is voluntary and that they have the right to withdraw from the study at any time. Since privacy, confidentiality and anonymity were emphasised, no names or signatures were written on consent forms. They were also informed about the nature of the study to be conducted. The researcher had to keep the interviewees' responses strictly confidential.

At the beginning of the interview, the researcher introduced herself and the study she was carrying out. The researcher had to explain to the interviewees that the data being collected was for academic purposes. This was done to ensure that the interviewees would give honest responses and not give the researcher the information they may think she wishes to hear. Lastly, the researcher also reported the findings in an honest manner and avoided any misrepresentation.

All research participants have been guaranteed complete confidentiality, as no reference to their identities, designations or roles has been made when referring to narrative accounts. Interviews have been conducted at a location that was convenient to the participants, and the researcher ensured that the privacy and confidentiality of the interviewee has not been breached. All material has been safely secured, remaining in the private possession of the researcher, only to be used to complete the final research. Prior to interviews, all interviewees were requested to sign an informed consent form which explains the aims, objectives and processing of data, as well as the production of the research and dissemination of results.

All research participants were fully informed about their rights and that they would be participating voluntarily in the research. They were free to express personal opinions (off the record for context) which would not be reported, as well as to make official statements. Their quotes would be selected, and they would always have access to the report (on request).

### **3.12 Limitation of the study**

Study limitations are characteristics of a design or methodology that have an impact or influence on the interpretation of the findings of the research (Price and Murnan, 2016). The data collection method involving the use of interviews caused some limitations as some potential candidates refused to participate due to the sensitivity of the issue. Thus, the sample became smaller than expected. However, the researcher managed to collect the data that addressed the research questions from the few who participated since they were information-rich participants.

### **3.13 Conclusion**

This chapter presented the research design and the methodology used for the study. Elements of the research methodology and research followed described and explained in this chapter include the rationale of the study, the population and the sample of the study, research instruments used, data collection procedure, data analysis and research ethics. The next chapter presents and discusses the results of the research study.

## **CHAPTER 4**

### **DATA PRESENTATION AND ANALYSIS**

#### **4.1 Introduction**

This chapter presents the study findings from primary research meant to investigate and analyse the implementation of the political and socio-economic strategies for land distribution within the Municipality of Windhoek from (2007-2019).

The findings are presented in line with the order of the research objectives. Hence, the main findings presented in this chapter include political strategies on the allocation and distribution of urban housing and land, socio-economic strategies on the allocation and distribution of urban housing and land, challenges faced by the municipality of Windhoek and the strategies to improve the effectiveness of urban housing and land distribution in Windhoek. Where relevant, the findings are linked to literature.

#### **4.2 Study results**

##### **4.2.1 Impact of political strategies on allocation and distribution of urban housing land delivery in Windhoek**

After realising the shortage of affordable urban land for low-income earners in urban areas, particularly in Windhoek, the government of the Republic of Namibia took it as a political issue. Hence it developed socio-political strategies for mitigating the challenges of housing and the lack of land distribution for housing development. The socio-political strategies developed include the 1992 the Built Together Programme,

the 1998 National Housing Policy (NHP), the 2013 Mass Housing Development Programme and the 2016 Harambee Prosperity Plan (Republic of Namibia, 2016). The City of Windhoek implemented the strategies through passing the 1999 Development and Upgrading Strategy aimed at the identification of land developmental products to be offered to the poor, the affordability level and how it can continuously improve the living conditions of informal settlements settlers (City of Windhoek, 2021).

Despite the implementation of the CoW political strategies towards the amelioration of the housing challenge in the city, the problem remains unsolved. According to the City of Windhoek Council Meeting and Agenda of 05 August 2021, NHE has a housing waiting list of about 90 000 applicants nationally. Of these, Windhoek contributes about 20 000, making up 22% of applicants on the national housing waiting list (City of Windhoek, 2021). For the past 10 years from 2010 to 2020, only 400 applicants were successfully allocated houses in Windhoek, representing only a 2% success rate (City of Windhoek, 2021).

Although some successes were noted in some programmes like the Built Together which provided shelter to around 8,000 low and very-low-income families in the period from 1992 to 2013 during its lifetime, some challenges and drawbacks were identified (Weber & Mendelsohn, 2017). The NHE report of 2011 indicated that the housing problem is centred on the challenges of servicing land and the shortage of serviceable land to meet demand. It is for this reason that the 2022 Revised National Housing Policy (NHP) shifts its focus from the government-led provision of houses to enabling a broad spectrum of stakeholders to deliver housing opportunities

through public-private partnerships (PPPs) (Ministry of Urban and Rural Development (MURD), 2022). Therefore, this study sought to collect information that would help in understanding the failure of the CoW to implement political strategies. The findings indicate that there are several community or stakeholder engagement policies, programmes and projects on housing development that are utilised by the City. Thus, Participant E1 pointed out;

“Partnership and incorporating other stakeholders and community initiatives in programmes to assist is not receiving a priority”.

(Participant E1, 2<sup>4th</sup> October 2020,  
Windhoek)

The participant further went on to indicate that a request from saving groups for methods and plans intended to guide their functions did not receive response. The saving groups are still waiting for CoW to carry out workshops to develop strategies for informal settlement upgrading with stakeholders. Such a challenge is associated with bureaucracy drawbacks. Bureaucracy as a drawback is highlighted by Amadhila (2018) who states that poor institutional arrangements and bureaucracy has affected delivery of serviced land for housing. According to the conclusions on the analysis of the 2009 NHP by Sweeney-Bindels (2011), it has been noted that the process of acquiring and servicing land for housing development took years before development can start hence the study recommended that the government needs to make changes to shorten and simplify the process to ensure a large-scale increase of land to enable further housing developments. This notion is also highlighted in the recent 2022 Revised NHP where it was stated that land delivery for housing and urban development in Windhoek is a complex and lengthy process (MURD, 2022). As a lesson that the City of Windhoek can learn, Sweeney-Bindels (2011) highlighted that

other countries set requirements for private developers to dedicate a set percentage of housing developments to affordable housing.

Another key challenge limiting the success of the political strategies is the shortage of land that could be used for housing within Windhoek. This challenge was highlighted by many participants, one of whom said:

“Land is difficult to get because there is no land at all, land is in short supply”.

(Participant LAC2, 03rd September 2021, Windhoek)

This position regarding the shortage of land in the municipality was supported by Participant SMW1 who said the following:

“It seems there is no land that is suitable for residential and business development because of the geographical factors which are hilly terrain of steep slopes.”

(Participant SMW1, 05 February 2021,  
Windhoek)

According to this participant, the lack of land for housing is primarily caused by the geography of the city, which is surrounded by hills and mountains. This is supported by Yon (1999) who states that the expansion and urban development of Windhoek is limited by the mountainous terrain partially enclosing the city. This has been also highlighted in a recent study by Chiripanhura (2018), who highlighted that Windhoek City Council argues that the mountainous landscape around the city makes it more expensive to service the land. Such terrain is not

suitable for housing because it is expensive to construct in areas with steep gradients that may need cutting, levelling and filling. In addition, building on steep slopes also presents challenges related to drainage and slope stabilization, making the whole process expensive and therefore unsuitable in providing housing, especially for the poor. However, the challenge of hilly and steep slopes can be turned into an opportunity as is the case in Cape Town, where they turned a challenge into an opportunity by developing the informal settlement of Hangberg into a formal residential area. According to Ehebrecht (2014), the unfavourable steep slope topography of Hangberg made it easy to provide drainages and sewages as the natural gradient was exploited to bring waste and rainwater down to the bulk lines. Windhoek City can also take advantage of that in its hilly informal settlements of Goreangab, Havana, One Nation and Kilimanjaro on the outskirts of the built-up area.

In addition to the hilly and mountainous terrain, part of Windhoek is also located in an area with aquifers. Thus, Participant SMW2 points out:

“Underground aquifers that are mostly on towards the south of Windhoek limit the development land within the basin of Windhoek”.

(Participant SMW2, 15<sup>th</sup> August 2021, Windhoek)

As Windhoek generally lies in a dry area where rainfall is limited, water is a challenge. According to Lewis, Staddon, and Sirunda (2019), the challenge of water in Windhoek is associated with a hot and dry climate, low average annual rainfall of

less than 360mm and intermittent and ephemeral rivers. For this reason, the sustenance of the CoW partly relies on boreholes spread across the aquifers on the Southern half of the Windhoek Basin. This means that development, especially for housing, in this part of the city is limited to protect the aquifers. In an environment where land for housing is already in short supply, preserving the aquifers and making that land off-limits for housing exacerbates the housing problem in the city.

For urban dwellers, access to housing is key to survival. The right to access to housing is enshrined in the Universal Declaration of Human Rights Article 11 and Namibia is a signatory to the charter and is compelled to act reasonably in advancing this right. Hence, the 1998 Namibian National Land Policy (NLP) declares that everyone should have shelter that is healthy, safe, secure, accessible, and affordable, that includes basic services, facilities and amenities and should enjoy freedom from discrimination, in housing and legal security of tenure (Republic of Namibia, 1998). Study results, however, indicate that not all people are enjoying this fundamental right. Some of the interviewed participants alluded to the fact that they have been applying for land for years now without success. As participant HPG1 pointed out:

“We have been waiting for plots that we applied for 7 years ago; maybe there is no land after all”

(Participant HPG1, 10<sup>th</sup> November 2020, Windhoek)

While this participant was not very sure of the cause of the delay in being allocated land, their response seemed to suggest that land shortage is at the heart of CoW's land delivery challenge. On the other hand, it also is indicative of a lack of communication between CoW and the community on the housing issues.

The shortage of land for housing is a subject that the CoW is fully aware of. Hence, various city policy documents acknowledge that there is land shortage for housing and attributed this to the shortage of serviced land. Namandje (2018) highlights this by concluding that the major challenges faced by the City of Windhoek regarding delivery of land for housing is shortage of developable land, lack of technical capacity, limited financial resources, cumbersome procedures in the process of preparation and approval of detailed plans and low capacity of the municipality in allocating land. Remmert and Ndhlovu (2018) further reported that lack of serviced land in urban areas constitutes a key barrier to the provision of housing, in addition to a rising population. Some study participants agreed to these assertions, as stated below:

“The demand for land is too high because the population in Windhoek is growing and yet there is no land available for the people.”

(Participant HPG1, 10 November 2020, Windhoek)

“the main problem of City of Windhoek is the rapid population growth.”

(Participant LAC2, 03<sup>rd</sup> September 2021, Windhoek)

Sweeney-Bindels (2011), reporting on an analysis of the national housing policy of 2011, states that the city was taking a holistic approach of the problem of land, housing, and services by giving priority to the existing deficient settlement (the “back log”). The focus of the City according to the national housing policy report by Sweeney-Bindels (2011), was to upgrade the existing settlements, and then in 2011, the city was on the early stage on implementation of the project.

On the other hand, most participants stressed that maladministration is one of the major causes of land shortage in Windhoek. Hence, accountability mechanisms with which city officials are held accountable should be established. Urban land remains a contested space because of the financial value attached to it. It is a political and economic asset which makes urban land a high stakes political game.

According to participant LAC2,

“Urbanisation in Namibia is uncoordinated, unplanned and calls synergy.”

(Participant LAC2, 03<sup>rd</sup> September 2021, Windhoek)

They further, proposed that,

“There is an urgent need to develop a National Urbanisation policy or strategy to guide.”

(Participant LAC2, 03<sup>rd</sup> September 2021, Windhoek)

In addition, another participant argued that:

“The land and housing delivery crisis is, therefore, understood as both a result and an engine of the urban crisis, founded on a system of uneven development”.

(Participant LAC1, 10<sup>th</sup> November 2020, Windhoek)

Therefore, according to another participant,

“The possible solution is strengthening of regional growth centres to lead and stimulate regional development”.

(Participant SMW 2, 15<sup>th</sup> August 2021, Windhoek)

In addition, participant SMW 2 indicates that there is a need to strike a balance between complex policy requirements, land affordability and simultaneously discourage sprawling and haphazard developments, such as land grabbing.

#### **4.2.2 Socio-economic strategies on the allocation and distribution of urban housing land in Windhoek**

The main objective of this sub-theme was to explore participant perceptions on the allocation and distribution of urban housing land delivery in Windhoek. The participant perceptions are compared with the CoW Strategic Objective 15 and Key Performance Areas as highlighted in the City of Windhoek “Transformational Strategic Plan (2017-2022)”. According to the City of Windhoek (2017), Strategic Objective 15 is to “avail serviced land in all use categories” focusing on excelling in delivering serviced land in all use categories. The Key Performance Area (KPA) of land and housing delivery is the compilation of a single integrated waiting list for housing and land delivery (City of Windhoek, 2017). Despite the existing socio-economic strategies the municipality of Windhoek has put in place for the allocation and distribution of urban housing land, participants had their perceptions and views on the implementation of strategies.

Results from the participants indicate that various policies and legislation aimed at the provision of adequate housing were under implementation. According to SMW1,

“Some of the policies that are under implementation include the National Housing Policy of 1991 which was reviewed in 2009, National Development Plans, National Land Policy, and Vision 2030.”

(Participant SMW1, 05<sup>th</sup> February 2021, Windhoek)

Apart from that, SMM1 also indicated that

“Policies such as Mass Housing Programme of 2013, Flexible Land Tenure System Act of 2012 and the Building Together Programme of 1992/1993 were under implementation.”

(Participant SMM1, 10 April 2021, Windhoek)

The above sentiments concur with the assertions by Amadhila (2018) as he states that the delivery of serviced housing land has been marred by poor institutional arrangements, bureaucracy, dishonesty, and increased uncertainty at the decision-making level. The above factors, therefore hinder positive outcomes despite well-documented policies and strategies. The concept of institutional arrangements can be related to the opinions of Participant SR1.

Participant SR1 stated:

“Market-based land reform has been introduced in the developing world as an alternative to the traditional state-led mechanisms of land reallocation.”

(Participant SR1, 8<sup>th</sup> February 2021, Windhoek)

Yet opinions diverge in the literature on the degree to which governments should intervene in the issue of land reallocation. Deininger et al (2003) and Neto (2004) for

instance, find that land markets are more effective in transferring land to the poor and, thus, fighting poverty than state-controlled land reform.

Moreover, Participant E2 indicated that:

“Market-free schemes have led to informal transactions of land and land occupation and expropriation engendering violence over property rights.

(Participant E2, 13 September 2021, Windhoek)

On the other side of the debate,

Participant R3 believes that “poverty will always abound since market-driven reforms cannot prevent productive lands from remaining in the hands of powerful landholders.”

(Participant R3, 16<sup>th</sup> November 2020, Windhoek)

It is also asserted that without effective state intervention demands by grass-roots movements or organised peasant groups might end up excluded from the market-friendly schemes.

Whilst, Participant NHA1 was quoted;

“Disregard the approach to land reform, however, the socio-economic status of the reform beneficiaries is found to have connections with several different factors, such as the degree of land concentration, the level of household income, education, employment opportunities, access to the credit markets, access to services and basic infrastructure.

(Participant NHA1, 05<sup>th</sup> October 2020,

Windhoek)

#### **4.2.3 Implementation of the political and socio-economic strategies on the allocation and distribution of urban housing -land delivery in Windhoek**

This section evaluates the implementation of the political and socio-economic strategies on the allocation and distribution of urban housing -land delivery in Windhoek. The focus is centred on the process of implementation and the challenges associated. The challenges are itemised below.

##### **4.2.3.1 Lack of human resources**

Results from the participants indicate that the municipality is faced with a lack of human resource capacity to deal with land allocation for housing. In support of this, Participant SMW1 was quoted,

“Only the Town Planning Officers under the Urban Policy and Planning section are responsible for dealing with land development applications and not those under the Sustainable Development section.”

(Participant SMW1, 05<sup>th</sup> February 2021,

Windhoek)

The participant further went on to explain that,

“There are only four officials, each responsible for close to eight areas and he/she needs to attend to all land development applications from the specific areas allocated to him/her. The current state of the office is resulting in delays of municipal works and testifies that the municipality is highly under-capacitated.”

On the other hand, Participant R5 highlighted that,

“The lack of capacity within the municipality is evidently visible and results in several negative effects. These negative effects range from land development applications that are being processed over a longer period than desired and approvals which require the involvement of various planners that are delayed considerably.”

(Participant R5, 29 April 2021,  
Windhoek)

As a result of the lack of human resource capacity and the time-consuming nature of operations, the municipality has been presented with unintended consequences. Results from the participants indicate that all land development applications received by the department are distributed among the town planning officers according to their respective areas of responsibility. The analysis of participant views shows that capacity within the municipality is the most important aspect that facilitates land development applications for housing hence there must be enough manpower to deal with the land allocation and distribution issue. Lack of human resource capacity and technical knowledge for dealing with crucial land development applications has been highlighted by Remmert and Ndhlovu (2018), as they state that municipalities including the City of Windhoek lack capacity in terms of staff and know-how. This has been also confirmed by the CoW in its 2017 strategic plan where human capital, technological and expertise constraints have been emphasised (City of Windhoek, 2017).

#### **4.2.3.2 Inefficient town planning and land availability for housing**

The Town Planning Scheme of Windhoek is the most important instrument for the management of land uses and was developed in accordance with the Town Planning Ordinance 18 of 1954. According to Participant LAC2,

“The Scheme has not been updated since its inception and all the participants said that it has not been reviewed or improved.”

(Participant LAC2, 03<sup>rd</sup> September 2021, Windhoek)

This finding verbatim concurs with the findings by Remmert and Ndhlovu (2018) where they state that town planning regulations stemming from the 1950s and 1960s are severely outdated and have little in common with progressive, current, internationally recognised urban planning best practices.

The respondent further went on to explain that:

“According to the Town Planning Ordinance 18 of 1954, an approved town planning scheme must be reviewed every five years with a view to its variation or revocation. Section 27(4) of the Town Planning Ordinance 18 of 1954; every approved scheme shall be reviewed periodically at intervals of not more than five years with a view of its variation or revocation in terms of subsection.”

The issue of town planning as a challenge to the availability of land for housing has been pointed out by Remmert and Ndhlovu (2018) as they state that inefficient town planning and zoning requirements continue to limit the utility of serviced areas.

According to Participant SMW2,

“The cumbersome land delivery processes cover seven phases and it takes three to six years for the municipality to have a plot that can be allocated”.

(Participant SMW2, 15<sup>th</sup> August 2021,  
Windhoek)

#### **4.2.3.3. Financial Constraints**

Results from the participants show that the current supply and demand of housing within a free-market system has led to the high prices in Windhoek and there is a need to engage on how land and housing can become affordable.

Participant R6 states that

“The market-driven urban land regime has forced many people into shacks and has resulted in long waiting lists for serviced land.”

(Participant R6, 02 June 2021,  
Windhoek)

This was confirmed by SR who indicated that,

“The limitation of access to formal housing became a question of labour market participation because access to land and housing does, in fact, require regular payments which can only be assured if a regular salary is received”.

In this regard, LAC1 recommended that:

“The mobilisation of innovative financial and other resources, both public and private, for housing and community development”.

(Participant LAC1, 10<sup>th</sup> November 2020,  
Windhoek)

The Built Together Programme is constrained by financial challenges that include loan defaulting by beneficiaries and budgetary constraints by the City of Windhoek. Regarding loan repayment, R3 pointed out that one of the main challenges includes debt collection from loan takers.

The participant was quoted,

“It is crucial to strengthen debt collection to ensure that the revolving fund is functioning and generating money for allocating loans to more people. Defaulters should be approached to settle the debt and repay the loan. If necessary, an agreement for repayment of the loan should be negotiated on affordable conditions for the defaulter. Repayment of outstanding balances should be based on a valid contract or loan agreement”

(Participant R3, 16<sup>th</sup> November 2020, Windhoek)

In an interview, participant E1 pointed out that the low rate of repayment is partly due to a lack of a proper billing system put in place by the local and regional authorities. In this regard, some loan beneficiaries are not given contracts to repay the loan; hence the repayment of the loan is not taking place. Many houses are incomplete, some due to the loan beneficiaries spending the money on other expenses, some due to lack of repayment of loans and others due to delay in pay-out of the loan. This means that the concept of a revolving fund for the money to be available for other loans as cited by Shikangalah (2015) is overshadowed.

Financial constraint by the City of Windhoek is highlighted by Remmert and Ndhlovu (2018) as a lack of capacity in terms of financial resources. A study by Haipinge (2018) on ‘Low-income housing strategy in Namibia’ found that challenges that exist in housing provision in Windhoek include among others high financial cost of land servicing, limited budget allocation for housing developments and absence of local and cheap alternative building materials.

#### **4.2.3.4 Population Growth**

According to Participant R1, as the urban population grows, the necessity for land increased correspondingly. In this regard, the participant was quoted,

“The insufficiency of urban land causes lack of infrastructure developments, squatting, fast increase of land speculation, and problems for choosing a place for businesses and all these create unhealthy urban development”.

(Participant R1, 29<sup>th</sup> October 2020,

Windhoek)

In addition, Participant LAC1 states that

“The government of the Republic of Namibia needs to come up with the deliberate intervention to grow other towns and other areas so that they can provide an alternative to Windhoek”.

(Participant LAC1, 10<sup>th</sup> November 2020, Windhoek)

In support of this, SDF1 was quoted,

“The expansion of urban population has persisted at a rate that greatly exceeds the rate of creation of possibilities for gainful urban land to build shelters. Some of the urban poor, because of the urban land scarcity, are forced to depend on family members and relatives to find shelter.”

(Participant SDF1, 01<sup>st</sup> October 2020,

Windhoek)

Such conditions, therefore, impair the city's ability to meet service delivery needs; while other members of the community survive through engagement of illegal occupation of land (Berger, 2006). This growing group becomes part of the urban poor.

Having similar sentiments, Participant LAC1 was quoted,

“Urban poverty has many dimensions and causes where its main characteristics are deprivation and exclusion. In the anonymous and impersonal setting of cities, poverty has dimensions of both material and psychological deprivation. The growing numbers of people from rural areas to urban areas lead to scarcity of land to allocate to every urban resident more especially the urban poor.”

(Participant LAC1, 10<sup>th</sup> November 2020, Windhoek)

The above quote from Participant LAC1 is supported by the fact highlighted by the City of Windhoek (2021) at its Land and Housing Workshop where it was highlighted that out of 3,800 estimated additional households in Windhoek in 2020 due to in-migration and natural increase, 2,100 households (55%) were in the informal settlements.

In line with this, poor urban settlers find insecure shelter in overcrowded slums where lack of basic services, security and social inclusion are the norm (Berger

2006). Other features of urban poverty include hunger, poor health due to nutritional deficiencies, unhealthy living conditions as well as limited access to school and health services. According to Bruce (2011), survival has become the major concern of the urban poor; women and children are often the most vulnerable. One consequence of the unavailability of urban land is the growing number of street children in African cities.

On the other hand, SR1 was quoted,

“The emerging challenges in land management among African cities include poor management of urban land and poor governance frameworks, lack of appropriate land administration systems to deal with increasing shortages of serviced land and well-located land, widespread informal land delivery systems, highly centralised land agencies, incomplete land records and poor public land management.”

(Participant SR1, 8<sup>th</sup> February 2021,  
Windhoek)

The obtaining trends on the ground indicate deterioration in the tenure status and access to land for the poor. Public and private formal land delivery systems have failed to cope with the needs of the urban poor. One of the notable deficiencies of the formal land delivery system in urban areas of the developing world has been the emergency and proliferation of informal elements.

#### **4.2.4 The dynamics impacting on the success and/or failure of the strategies**

The main objective of this sub-theme is to assess the dynamics impacting on the success and/or failure of the strategies and suggest both political and socio-economic strategies for improving the effectiveness of urban housing land distribution in Windhoek. The strategies are outlined below according to participant views and opinions.

##### **4.2.4.1 Flexible land tenure programme**

The Flexible Land Tenure System (FLTS) is based on the Flexible Land Tenure Act (Act No. 4 of 2012) introduced to provide affordable tenure security for informal urban settlers with a focus on empowerment (Reimmert & Ndhlovu, 2018). According to Reimmert and Ndhlovu (2018), Local Authorities in Namibia including the City of Windhoek responded to FLTS through the formalisation of land titling in the informal settlements.

Regarding this strategy, participants feel that there is a need to focus on strategies and practices to scale up land delivery through the flexible land tenure programme. According to Participant SMM1, he recommends,

“The implementation of Flexible Land Tenure Systems, as it provides security of title to persons who live in informal settlements or who are provided with low-income housing. Equally, persons concerned are economically empowered by means of the right.”

(Participant SMM1, 10<sup>th</sup> April 2021,  
Windhoek)

The above opinions of the participants suggest that they support the objectives of the FLTS as it accelerates the land titling in the informal settlements thereby leading to empowerment. Despite the perceived advantages, the Legal Assistance Centre criticised the system on the ground that the implementation of the Act brings complicity by creating a parallel registration process of land (Reimmert & Ndhlovu, 2018).

#### **4.2.4.2 Coordination of urban land reform**

Regarding the coordination of urban land reform, Participant SDF1 was quoted,

“There is a need to establish a National, standing, cross-institutional committee mandated to coordinate urban land reform. This should include Government, Civil Society and NGOs.”

(Participant SDF1, 01<sup>st</sup> October 2020, Windhoek)

Participant SDF1 further went on to suggest the need to develop an inter-ministerial, information platform for urban and regional spatial data, including an urban land/housing needs assessment monitor and allocation database between Namibia Statistics Agency (NSA) and central, regional and local government.

#### **4.2.4.3 Urban land reform policy development**

In this regard, there is a need to develop democratic and transparent processes of public engagement on urban land reform policy development, implementation, periodic review and evaluation at National and local levels, that is local urban land committees.

Regarding urban land reform policy development, Participant R4 had this to say,

“There is need to develop a national urban policy and spatial development plan for equitable and sustainable urban land reform and distribution”.

(Participant R4, 30<sup>th</sup> January 2021, Windhoek)

#### **4.2.4.4 Public engagement on urban land reform policy**

As for public engagement on urban land reform policy, participant SMM1 had this to say,

“There is a need to develop strategies for the proactive inclusion of informal economic activities through availing public land, public infrastructure and amenities”.

(Participant SMM1, 10<sup>th</sup> April 2021, Windhoek)

Public engagement is similar to public participation as stated by Reimmert and Ndhlovu (2018). According to them, Namibia must learn from the Brazilian case that demonstrates the need for different sectors to collaborate to realise the ideal of urban land reform. Collaboration and participation are supported by the “devolution” concept which allows for participation by the general population in decision-making processes as advocated by the Decentralisation Enabling Act (Act No. 33 of 2000) (Reimmert & Ndhlovu, 2018),

On the same note of public engagement on urban land reform policy, Participant SMM1 further said,

“It is critical to develop participatory neighbourhood-based planning procedures and area-based urban management pilot projects for the benefit of communities of informal settlements”.

(Participant SMM1, 10<sup>th</sup> April 2021, Windhoek)

#### **4.2.4.5 Sustainable framework strategies for improving the effectiveness of urban housing land distribution in Windhoek**

The purpose of this theme is to develop sustainable framework strategies for improving the effectiveness of urban housing land distribution in Windhoek. This focuses on the benefit of communities of informal settlements has been further explained by Participant R3 who saw

“The need to define urban land reform beneficiation process and ‘subsidy’ levels per beneficiary, and for different points of departure (informal settlements, backyards and waiting lists).

(Participant R3, 16<sup>th</sup> November 2020, Windhoek)

On the other hand, E2 viewed the need to reform local authority finance and national and local taxation paradigms to align with urban land reform aims. According to Participant E2,

“Non-governmental finance mechanisms in the form of community and cooperative finance (savings groups), social housing institutions, building societies and private investment (PPPs) can be incorporated in urban land reform aims to ensure affordability for all income sectors”.

(Participant E2, 13<sup>th</sup> September 2021, Windhoek)

The concept of community and cooperative finance (savings groups) is reflected by the initiatives of the Shack Dwellers Federation of Namibia (SDFN) which is a network of community-led savings groups that assist low-income communities in securing land and constructing houses and service infrastructure (Reimmert & Ndhlovu, 2018). According to Reimmert and Ndhlovu (2018), funds from the SDFN saving group are used to provide small loans to members to build houses. The SDFN in Namibia is synonymous with the National Cooperative Housing Union (NACHU) which is nonprofit housing microfinance and technical services organization that supports housing cooperatives throughout Kenya for the purpose of addressing housing issues in low-income communities through the provision of advocacy, technical, and financial services (Merrill, Wambugu, & Johnston, 2007). The case of NACHU in Nairobi, Kenya reflects the positive effect of encouraging the participation of the private sector in housing delivery for the different socio-economic groups as a sure guarantee of providing housing for a large percentage of the population (Ochieng, 2007).

### **4.3 Conclusion**

This chapter presented the results of findings from the primary research meant to analyse the implementation of political and socio-economic strategies applied to land delivery within the municipality of Windhoek for the years 2007 to 2019. Results of the study have been presented qualitatively as narratives from the interviews made with the selected twenty participants. The findings have been presented in line with the order of the research objectives. From the findings, there is a need to focus on strategies that include low-income communities and has to be treated as a matter of

urgency. Hence, the need to work with partners and communities on strategies to deliver urban land for housing and to scale up settlement upgrading has been emphasised. Following the results of the findings presented in this chapter, the next chapter summarises the findings, concludes the research study and provides recommendations for future action.

## CHAPTER 5

### CONCLUSIONS AND RECOMMENDATIONS

#### **5.1 Introduction**

The focus of the study was to investigate and analyse the implementation of the political and socio-economic strategies for land distribution within the Municipality of Windhoek from 2007-2019. Primary data for the study was collected through interviews with different stakeholders in Windhoek. A literature review of published books and journals was done to support the results of the primary research from interviews. Following the results presented in Chapter 4 and the literature review done in Chapter 2, this chapter provides the summary of findings, concludes the research study, and provides recommendations for future action.

#### **5.2 Summary of findings**

The summary of findings in this section is presented in line with the research objectives.

##### **5.2.1 The impact of the political strategies on the allocation and distribution of urban housing land delivery in Windhoek.**

The study found that political strategies on the allocation and distribution of urban housing land delivery accelerate development in clearly defined national priority areas (Republic of Namibia, 2016). The study also found that the municipality of Windhoek and its political leadership are streamlining policies, programmes and projects on housing development and acquisition.

### **5.2.2 To explore the impact of the socio-economic strategies on the allocation and distribution of urban housing land delivery in Windhoek**

In Namibia, the socio-economic strategies for the allocation and distribution of urban housing land delivery are associated with the establishment of the National Housing Policy [NHP] of 1991, the Build Together Programme (BTP) of 1992/1993 and the Mass Housing Programme (MHP) of 2013 all aimed at build low-income houses for low-income earners and disadvantaged citizens (Republic of Namibia, 2009; Weber & Mendelsohn, 2017; IPPR, 2018). The study found that the implementation of the Build Together Programme before 2010 resulted in a high number of households in the City of Windhoek accessing affordable housing. Overall, the Built Together Program has provided shelter to around 8,000 low and very-low-income families in the period from 1992 to 2013.

### **5.2.3 The dynamics causing the successes and/or failures of strategies**

Strategies for land distribution for urban housing in Namibia and Windhoek yielded little success as backlogs are ever increasing. In Windhoek, the lack of success is attributed to slow processes of land allocation, lack of serviced land for housing development, corruption, and high land prices. As an example, the Mass Housing Project, which aimed at providing 185,000 affordable housing units to low-income urban residents by 2030 was discontinued in 2015 due to the exclusion of the target group, corruption and benefiting the middle-income range on the expense of the low-income urban residents.

#### **5.2.4 Strategies for improving the effectiveness of urban housing land distribution in Windhoek.**

There is a need to financially assist local authorities, so they increase the supply of serviced residential land. In this regard, financial assistance should target upgrading (services) which do not reach the stage of security tenure. Hence, without security tenure, households cannot build their houses. Therefore, financial policies and account management procedures must be geared to the socioeconomic realities of low-income groups. Also, the municipality should review the land distribution methods to ensure that households in real need of housing enjoy priority. In this regard, there is a need to review the national housing policy, specifically regarding the provision of funding for low-income housing. Thus, the need for new initiatives for land layouts which include all communities in the city. Imperatively, the municipality of Windhoek must involve partnerships with communities for the successful implementation of land allocation for housing development.

### **5.3 Conclusion**

From the literature reviewed in Chapter 2 and the findings presented in Chapter 4, it can be concluded that the City of Windhoek has socio-economic strategies in place for the allocation and distribution of urban housing land delivery in Windhoek. The political and socio-economic strategies are adopted from the national housing policies that include and regard the effectiveness of the implementation of the 1992 Built Together Programme, the 1998 National Housing Policy, the 2013 Mass Housing Development Programme and the 2016 Harambee Prosperity Plan. Regarding the actual implementation of the socio-economic strategies, it can be concluded that the City of Windhoek is facing challenges hence the ineffectiveness

of the strategies to realise the intended goals as evidenced by the high rate of housing backlog and continuous growth of informal settlements of poor service infrastructure. It can be further concluded that political strategies have a less positive impact on the socio-economic strategies due to poor implementation and challenges associated with bureaucracy, slow processes of land allocation, lack of serviced land for housing development, corruption, and high land prices.

#### **5.4 Recommendations**

Based on the findings of the study on how land is being delivered within the Municipality of Windhoek, the following recommendations are made;

##### ***Central government support***

There is an urgent need for the central government to significantly boost financial support to Local Authorities across the country to enhance their capacities to service land. In fact, the purpose of decentralization will not be fully achieved if local authorities have no adequate capacities to deliver on their mandate.

##### ***Reviewing the existing policies***

A review of the land acquisition and registration process also needs to be undertaken to streamline the processes for timely land delivery.

##### ***Financial management and administration***

The Ministry of Urban and Rural Development should appoint dedicated civil servants to train staff at the regional and local authorities about guidelines and procedures, including in financial management, thus ensuring that those standards

are adhered to. Also, the regional and local authorities should appoint staff dedicated to the administration of national programs.

### ***Reviewing the existing policies***

The municipality of Windhoek needs to review the systems of operations looking at the existing policies, and methods of land sale and finding medium-term solutions. Furthermore, the city must look at ways to deal with the current application backlog and strategies to improve the land management services and administrative processes. The study further recommends that the Municipality of Windhoek as the capital city needs to be redesigned. Considering that the population is growing, there is a need for new planning and changes in urban policies.

Moreover, there are many agencies involved in land management in Windhoek. These agencies have increased the land problems. In many countries, public land development agencies do little to improve land market operations or to provide land and housing for the poor and often they pose a serious financial drain on governments. It is important for the Namibia government to critically assess the performance of these organizations and take corrective actions. Such actions might include restructuring very large parastatal organizations, privatizing all or part of these corporations, or liquidating them.

### ***Need to address the gap between supply and demand of land in Windhoek***

The study recommended that the imbalances in land supply and demand in Windhoek are one of the major problems that need to be addressed. The demand for land in Windhoek has surpassed supply, alarming the problem of land allocation and

servicing in Windhoek. In markets where the prices are allowed to adjust in response to demand and supply the trend in the price of land will reflect the underlying changes in the demand for and supply of land. If land is in short supply relative to demand, competition among consumers will bid up the market price. As the price rises, suppliers will seek to develop more land, or to utilize the existing supply to offer more blocks of the type that consumers are seeking, and this is the case in Windhoek currently. This is in line with market liberalism but the government can develop balanced policies that stimulate more speculative developers to produce tailor-made products suited to the target group, which will contribute towards reducing the housing challenge (Taruvinga, & Mainza, 2016).

### **5.5 Areas for Further Research**

Nevertheless, political and socio-economic strategies throughout the municipalities in the country are similar in quality, and moreover, the underlying reasons for these strategies are broadly analogous. Thus, for example, while the precise mechanisms by means of which the Municipality of Windhoek is implementing its socio-economic strategies, the underlying causes and rationalisations for these strategies are very similar. Available evidence suggests that political and socio-economic strategies in the country are sufficiently similar to make broad generalisations. Hence, a further study of this nature needs to be carried out based on quantitative data analysis. This is because quantitative data analysis provides data that is descriptive. For example, it allows the researcher to capture a snapshot of a user population, hence concerned with discovering facts about the social phenomena.

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## APPENDICES

### Appendix A: Ethical Clearance Certificate



#### ETHICAL CLEARANCE CERTIFICATE

Ethical Clearance Reference Number: FHSS /558/2020

Date: 28 April, 2020

This Ethical Clearance Certificate is issued by the University of Namibia Research Ethics Committee (UREC) in accordance with the University of Namibia's Research Ethics Policy and Guidelines. Ethical approval is given in respect of undertakings contained in the Research Project outlined below. This Certificate is issued on the recommendations of the ethical evaluation done by the Faculty/Centre/Campus Research & Publications Committee sitting with the Postgraduate Studies Committee.

**Title of Project:** 3 Urban Housing-Land Delivery Within The Municipality Of Windhoek: An Analysis Of The Implementation Of Political And Socio-Economic Strategies (2007-2017)

**Researcher:** FRANSINA NDATELELA KAHUNGU

**Student Number:** 9436936

**Supervisor(s)** *Dr. Rosemary Shikangalah*

**Faculty:** Faculty of Humanities and Social Sciences

Take note of the following:

- (a) Any significant changes in the conditions or undertakings outlined in the approved Proposal must be communicated to the HREC. An application to make amendments may be necessary.
- (b) Any breaches of ethical undertakings or practices that have an impact on ethical conduct of the research must be reported to the HREC.
- (c) The Principal Researcher must report issues of ethical compliance to the HREC (through the Chairperson of the Faculty/Centre/Campus Research & Publications Committee) at the end of the Project or as may be requested by HREC.
- (d) The HREC retains the right to:
  - (i) Withdraw or amend this Ethical Clearance if any unethical practices (as outlined in the Research Ethics Policy) have been detected or suspected,
  - (ii) Request for an ethical compliance report at any point during the course of the research.

HREC wishes you the best in your research.

Dr. E de Villiers: HREC Chairperson

A handwritten signature in black ink, appearing to read "E de Villiers", written over a horizontal line.

Ms. P. Claassen: HREC Secretary

A handwritten signature in black ink, appearing to read "P. Claassen", written over a horizontal line.

## Appendix B: Application letter to conduct a research

Fransina Ndateelela Kahungu  
P. O. Box 80666  
Olympia  
Windhoek  
Namibia  
09 September 2020

The City of Windhoek  
Department of Human Capital and Corporate Services  
Private Bag 59  
Windhoek

Dear Sir/Madam

### **RE: REQUEST TO CARRY OUT A RESEARCH**

My name is Fransina Ndateelela Kahungu, a student at the University of Namibia studying a Degree of Master of Arts in Geography.

I am carrying out a research project titled "Urban housing land delivery within the municipality of Windhoek: an analysis of the implementation of political and socio-economic strategies (2007-2019)". This is in partial fulfillment for the award of the Degree of Master of Arts in Geography.

I therefore ask permission to conduct a research in the City of Windhoek in order for me to get information related to my studies where applicable. Your assistance in this regard will be greatly appreciated.

Yours faithfully

  
Fransina Ndateelela Kahungu

**(Researcher)**

## Appendix C: Approval letter to conduct a research

### Department of Human Capital & Corporate Services

☒ 59  
80 Independence Avenue  
WINDHOEK, NAMIBIA



Tel: (+264) 61 290 2911

[www.cityofwindhoekcc.org.na](http://www.cityofwindhoekcc.org.na)

ENQ: Mr AM Nikanor

PHONE: 061 -290 2630

DATE: 09 September 2020

**RE: URBAN HOUSING LAND DELIVERY WITHIN THE MUNICIPALITY OF WINDHOEK: AN ANALYSIS OF THE IMPLEMENTATION OF POLITICAL AND SOCIO-ECONOMIC STRATEGIES (2007-2019) – HER WORSHIP THE MAYOR MS FN. KAHUNGU (STUDENT NO: 9436936)**

This letter serves as confirmation that her Worship the Mayor of City of Windhoek Ms FN. Kahungu pursuing a Master's Degree in Arts - Geography at the University of Namibia, Windhoek – Namibia has been granted permission to conduct her research on the above subject.

Respondents to the study are therefore requested to render her Worship the Mayor Ms FN. Kahungu their cooperation and assistance.

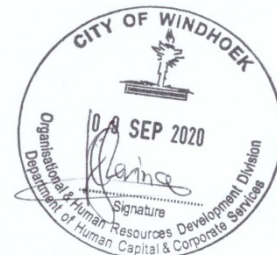
Should there be any queries, please feel free to contact the Organisational & Human Resources Development Division on the above contact details

Yours Sincerely,

PP

Mr. AM Nikanor

**Manager: Organizational & Human Resources Development**



All official correspondence must be addressed to the Strategic Executive

## Department of Human Capital & Corporate Services



☒ 59  
80 Independence Avenue  
WINDHOEK, NAMIBIA

Tel: (+264) 61 290 2911

[www.cityofwindhoekcc.org.na](http://www.cityofwindhoekcc.org.na)

ENQ: Mr AM Nikanor

PHONE: 061 -290 2630

DATE: 26 January 2021

**RE: URBAN HOUSING LAND DELIVERY WITHIN THE MUNICIPALITY OF WINDHOEK: AN ANALYSIS OF THE IMPLEMENTATION OF POLITICAL AND SOCIO-ECONOMIC STRATEGIES (2007-2019) – ALDERWOMAN MS FN. KAHUNGU (STUDENT NO: 9436936)**

This letter serves as confirmation that Alderwoman Ms FN. Kahungu pursuing a Master's Degree in Arts - Geography at the University of Namibia, Windhoek – Namibia has been granted permission to conduct her research on the above subject.

Respondents to the study are therefore requested to render Alderwoman Ms FN. Kahungu their cooperation and assistance.

Should there be any queries, please feel free to contact the Organisational & Human Resources Development Division on the above contact details

Yours Sincerely,

AP

Mr. AM Nikanor

**Manager: Organizational & Human Resources Development**



## Appendix D: Introduction and Questionnaire

**Interview Schedule for the staff members of Ministry of Urban and Rural Development and Municipality of Windhoek, Representatives of various political parties and various housing federations, and residents of Windhoek.**

### SECTION A: PERSONAL BIOGRAPHICAL DATA OF PARTICIPANTS

#### 1. Which organization do you represent?

Ministry of Urban and Rural Development	
Municipality of Windhoek	
Housing association	
Community member	
Political party	
Other:	

#### 2. Position/Designation in the organization/Community

.....  
.....

### SECTION B: POLITICAL STRATEGIES ON THE ALLOCATION AND DISTRIBUTION OF URBAN HOUSING LAND

The SWAPO Party is committed to continue to facilitate and support programmes and strategies directed towards ensuring fast delivery of housing units, thereby addressing the backlog in housing delivery and enhancing access to affordable housing of all Namibians, especially for the lower income citizens. In this study, the implementation of political guidelines and manifestos will be analysed in terms of the level of benefits they realize for residents of the City of Windhoek.

**3. As staff members of the Ministry of Urban and Rural Development/**

Municipality of Windhoek in Windhoek, Representatives of various political parties/ various housing federations or residents of Windhoek, state at least 5 political strategies the Municipality of Windhoek has put in place for the allocation and distribution of urban housing land as indicated below.

#	Strategies	Yes	No
I	Streamlining policies, programmes and projects on housing development and acquisition.		
II	Provide and support initiatives for research, development, Manufacturing, marketing and distribution of locally produced building materials.		
III	Financially assist local authorities to increase the supply of serviced residential land.		
IV	Review the distribution methods used by local authorities to ensure that households in real need of housing enjoy priority.		
V	Review the national housing policy, specifically with regard to the provision of funding for low income housing		
VI	Others:		

**4. Indicate the success rate of the implementation of the above-mentioned political strategies of land delivery in Windhoek?**

#	Excellent 80-100%	Good 60-79%	Satisfactory 40-59%	Poor 1-39%	Not at all	Do not know
I						
II						
III						
IV						
V						
VI						

5. In terms of failures, can you describe or explain reasons for the failures or lack of progress in the implementation of the above-mentioned political strategies of land delivery in Windhoek?

I.....  
 .....

II.....  
 .....

III.....  
 .....

IV.....  
 .....

V.....  
 .....

VI.....  
 .....

**SECTION C. SOCIO-ECONOMIC STRATEGIES ON THE ALLOCATION AND DISTRIBUTION OF URBAN HOUSING LAND**

6. **Socio-Economic strategies are various policies and legislation aimed at the provision of adequate housing.** Namibia’s new representative Government of the Republic of Namibia abolished the apartheid era policies. Thus, it made provision of adequate housing a National priority through policies. Apart from the political strategies mentioned in Section B, state at least 5 socio-economic strategies the Municipality of Windhoek has put in place for the allocation and distribution of urban housing land as indicated below.

#	Policies	Yes	No
I	National Housing Policy, 1991 & 1998		
II	National Development Plans		
III	Build Together Programme of 1992/1993		

IV	National Land Policy		
V	2004 Vision 2030		
VI	Flexible Land Tenure System Act of 2012		
VII	Mass Housing Programme of 2013		
VIII	Others		

**7. Do you think the socio-economic strategies put in place by the Municipality of Windhoek on the allocation and distribution of urban housing land has an impact on the economic and social life of the residents of Windhoek? Explain the impact.**

#	Very high	High	Average	Low	Not at all	Do not know
I						
II						
III						
IV						
V						
VI						

**8. Provide reasons for the very high impact of socio-economic strategies.**

.....

.....

.....

.....

.....

.....

**9. Provide reasons for low impact of socio-economic strategies.**

.....

.....

.....

.....

.....

**SECTION D. CHALLENGES FACED BY THE MUNICIPALITY OF WINDHOEK**

**10. What are the challenges faced by the Municipality of Windhoek on the implementation of political and socio-economic strategies for the allocation and distribution of urban housing land? State 5 major implementation challenges on,**

**10A. Political strategies:**

- I. ....  
    ...
- II. ....  
    .
- III. ....
- IV. ....  
    ...
- V. ....  
    ...

**10B. Socio-economic strategies:**

- VI. ....  
    ...
- VII. ....  
    .....
- VIII. ....  
    .....
- IX. ....  
    ...
- X. ....  
    ...

**SECTION E. STRATEGIES TO IMPROVE THE EFFECTIVENESS OF URBAN HOUSING LAND DISTRIBUTION IN WINDHOEK**

11. Can you suggest any strategies for improving the effectiveness of urban housing land distribution in Windhoek?

**11A. Political strategies:**

- I. ....  
    ...
- II. ....  
    ...
- III. ....  
    ...
- IV. ....  
    ...
- V. ....  
    ...

**11B. Socio-economical strategies**

- I. ....  
    ....
- II. ....  
    ...
- III. ....  
    ...
- IV. ....  
    ...
- V. ....  
    ...

**Thank you for your time and participation.**