Short version

A pilot survey and field training in Section 4A, Okahandja Park, Windhoek

14- 18 March 2011

Namibia Vulnerability Assessment Committee (Nam-VAC)

Evidence for Development

Chancellor College, University of Malawi

Supported by: SADC-RVAA Programme

Short version

Executive summary

Since 2008, the Namibia Vulnerability Assessment Committee (Nam-VAC) has carried out a series of assessments of the food security situation and vulnerability of rural populations. In 2009 a decision was made by Cabinet to extend the assessments to poor, vulnerable communities in urban areas to gain a better understanding of living conditions and to determine if food or other assistance was required by urban populations.

Because the method used for rural assessments (the Household Economy Approach) cannot be used in urban areas, a pilot urban survey was organised using the Individual Household Method (IHM), a method deigned to obtain reliable estimates of income from individual households. Technical support for the pilot survey was provided by SADC, Evidence for Development (EfD), a UK based organisation, and the University of Malawi.

Under the auspices of the Office of the Prime Minister the pilot study was carried out from 14-18 March 2011 in Okahandja Park, an informal settlement North West of Windhoek city centre, with four objectives: (i) to demonstrate that the IHM is a practical method of collecting and analysing urban household data. (ii) to provide an initial training in urban IHM assessment; (iii) to indicate the specific vulnerability of the study community. (iv) to estimate the work required to build local capacity to conduct independent IHM studies

Because of the short period of time available the pilot was conducted in only one section of Okahandja Park (4A). Seven government staff were trained in techniques of obtaining household data; the section was mapped; a sample of households was selected and data collected on household membership by age and sex; the educational attainment of household members; the household origin (i.e. the region within Namibia or from another country); asset holdings; income by source including food and cash remittances from the home village; rent, mortgage repayments, land payments, water and refuse charges and money sent to the home village for the year January 1 to December 31 2010. 48 households were interviewed. Additional information was collected on the cost of living, land tenure and other general topics.

Findings

1. The only practical difficulties encountered in using the IHM arose from the short period available for the survey e.g. many houses were found to be closed during the day and evening visits would be required. There appears to be no difficulty in bringing the method into wider urban use.

2. The most striking finding from the survey is that the problems faced by most residents do not primarily appear to be related to extreme poverty. Most households have employment and many also receive some economic support from a home village. The pattern of poverty (measured by the ability of a household to meet its food requirement and afford a basic basket of non-food goods) appears to be of a proportion of households facing temporary economic difficulty e.g. because of illness, with only a small proportion of households living in serious long term poverty.

The main difficulties reported by residents related to the context. Despite the substantial investment which has been made to provide roads, security lighting, water supply, sanitation and

other infrastructure and services in Okahandja Park residents still face uncertainty and anxiety about land tenure e.g. whether land payments are time-limited and if tenure is secure; fear of street robbery, rape and petty theft and latrines which are insufficient in number and poorly maintained. A lack of recreational facilities e.g. football pitches, youth clubs etc for children is a major concern for many parents, as young people are drawn to bars/shebeens and other undesirable activities

No firm policy conclusions can be drawn from a small pilot survey. The policy implications of the pilot survey findings *if these are replicated on a larger sample* are broadly two: (i) The quality of life for many people could be substantially improved by further action to address resident's concerns about land tenure, security, drainage etc. In the case of land tenure this could be achieved at little cost. (ii) The small proportion of households living in chronic long term poverty would argue for a targeted approach to poverty alleviation e.g. the provision of short term material assistance, social support and assistance with obtaining employment rather than an extension of food assistance or existing cash benefit schemes.

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1. Background

Since 2008, the Namibia Vulnerability Assessment Committee (Nam-VAC) has carried out a series of assessments of the food security situation and vulnerability of rural populations[1]. Key findings were presented to Cabinet in 2009, when the absence of urban data was noted and a decision was made to extend the assessments to poor, vulnerable communities in urban areas. In 2007, over 36% of the population lived in urban areas, with an average growth rate (2005-2010) estimated at around 3% per year[2].

In commissioning this work, Nam-VAC wanted to know (i) if food assistance was required by urban populations, and (ii) if disaggregated data could be provided to determine who should be assisted, and in what way? The standard Household Economy Assessment (HEA) methodology used by the NamVAC in rural areas cannot be applied in the highly diversified economies of urban settlements. Thus, to understand the nature and extent of vulnerability in urban areas, a request for technical support was made to SADC and Evidence for Development (EfD), a UK based organisation, was identified to lead this process. Evidence for Development has produced field research tools that allow accurate household economy information to be collected and analysed for urban as well as rural populations. This approach is known as the Individual Household Method (IHM).

EfD has been working with Chancellor College, University of Malawi since 2007, to build national capacity in household economy assessment and analysis, using IHM and HEA methodologies. Two colleagues from the University of Malawi were therefore invited to Windhoek to assist in the training of Nam-VAC members. The Technical Adviser to the Nam-VAC has previously been trained by EfD and was also able to support teams in the field.

The pilot study

The pilot study was carried out under the auspices of the Office of the Prime Minister from 14-18 March 2011. Terms of reference for the study included the following objectives:

- Demonstrate in an urban environment a practical method of collecting and analysing data on individual household income – the Individual Household Method (IHM)
- Provide an initial training in urban IHM assessment.
- Indicate the specific vulnerability of the study community
- Estimate the work required to build local capacity to conduct independent IHM studies

This report provides a brief summary of the training and the methodology used in the study, and an overview of the major findings, presented to Nam-VAC members on 22 March 2011. It includes an

[1] See www.sadc.int/fanr/aims/rvaa/country_pages.php#na).

[2] see www.data.un.org/CountryProfile.aspx?crName=Namibia

additional note on the work that would be required to establish an independent local capacity to undertake IHM studies.

Training

Five government staff were trained during this exercise, all but one of whom were With the exception of the City of Windhoek trainee, all participants were experienced HEA practitioners.

Training included an initial introduction to the Individual Household Method, practical field based training in interview technique and hands-on work involving data consolidation and data entry. The use of the IHM software was also demonstrated and analytical output discussed. The introduction to IHM methodology explained the need for 'individual' household economy information in urban studies, rather than 'typical' household data used in rural HEA work and the IHM survey approach was outlined.

The IHM approach

In common with any household budget survey, the IHM involves the collection of household income data for the purpose policy development and planning. However, the IHM differs from other approaches in (i) the method of data collection (a semi structured interview, rather than a standard questionnaire format is used) and (ii) the use of specialised software, which allows data checking and analysis to be carried out in the field. Together these reduce the risk of errors in data collection and allow errors to be identified and corrected.

The steps in a study are as follows:

Before any individual household interviews take place, a preliminary survey is conducted involving community leaders and other local key informants. This allows the team to explain in detail the purpose of the assessment, and to refine key research questions. It provides interviewers with basic information on the local economy and economic activities that subsequently allows them to identify inconsistencies in individual household interviews, and to cross question where appropriate. The preliminary survey also involves mapping the study area and drawing the sample.

Individual household interviews are kept short (between 45 – 60 minutes) to avoid interviewer/ interviewee fatigue and where possible, appointments are made with households to arrange a time that does not interrupt normal working activities.[3]

On returning from the survey site, data is consolidated and entered in the IHM database. This allows for cross checking and identification of apparent anomalies in the data which can be discussed with the interviewer and followed up the next day.

[3] Given the very short time frame for data collection in this pilot study, it was not possible to make individual appointments, although some gaps in the data were filled in from household members who were at work, using mobile phones

2. The Survey

Survey process

Because only four days were available for the survey and work had to be conducted within the normal working day (8.00am to 5.00pm) some short cuts were taken in survey design. Ideally (i) a random rather than a systematic sample would have been taken. This would have required a full day to prepare a map of all houses. (ii) Visits would have been made to the settlement in the evening or at weekends to conduct interviews, to make appointments for interviews or to follow up incomplete interviews.

Following the initial overview presentation and discussion, the team visited the survey site, Okahandja Park. This is an informal settlement of approximately 1,700 inhabitants (around 700 households), situated about 8km from the centre of Windhoek, to the North West of the city[4] (see picture below).

Discussions were held with community leaders to identify an appropriate survey area within the settlement. Given the limited time available, Section 4A was selected, as this had a slightly smaller population than other sections, is clearly defined and is typical of the settlement, with a mix of 'legal' and 'illegal' plots.

The group was divided into 3 teams to carry out the preliminary survey.

Team 1 mapped the survey area (Annexe 2)

Team 2 conducted key informant interviews to establish the main types of employment available to residents, rates of pay and any other relevant information (e.g. seasonality of work; terms and conditions of skilled and semi skilled work; returns on petty trade etc). Other issues including theft, alcohol consumption/local brewing and prostitution were also discussed.

View of Section 4A Okahandja Park

Team 3 conducted key informant interviews to establish the nature and extent of rural-urban links, the regions of origin of residents (within Namibia and outside the country); the average plot size

[4] Community Land Information Service (CLIP). Profile of Informal Settlements in Namibia, March 2010

within the settlement and any crops produced; wild foods collected within Okahandja Park; and details of government welfare payments and allowances (Old Age Pensions, disability allowances, OVC payments) and support provided by NGOs or church groups.

Additional contextual information was collected during the course of the assessment including:

- the nature of land tenure, housing costs and payments for services provided by the municipality (e.g. water and refuse collection)
- costs of primary and secondary education
- the cost of staple foods making up a 'normal' diet
- the cost of basic non food items (Table 2, setting the standard of living threshold)
- transport costs

Household interviews

A systematic sample of households was drawn. Each team was allocated one part of section 4A, and every 4th household was interviewed. When a household was not available for interview the next household was approached. The sample is shown in Annexe 2.

Survey teams were composed of one person experienced in IHM interview technique and one or two people from the Windhoek team.

At each household data was gathered on household membership by age and sex; the educational attainment of household members; the household origin (i.e. the region within Namibia or from another country); asset holdings; income by source including food and cash remittances from the home village; rent, mortgage repayments, land payments, water and refuse charges and money sent to the home village for the year January 1 to December 31 2010.

Each team conducted 3 - 4 household interviews each day. At the end of each day, data was entered into the IHM software, checked and households requiring revisits noted.

48 households were interviewed. Follow up visits were made in 4 cases, where the interview was incomplete (in each case because of the absence of a household member with required information). Complete interviews were obtained for 43 households.

Limitations of the sample

It should be noted that (i) the sample is small. (ii) Many households were found to be locked and no resident was available for interview which may introduce some bias in the sample. (iii) It is likely that businesses, specifically shebeens are underrepresented as proprietors are not easily available during the normal working day

3. Survey Findings

Definitions and the presentation of results

The household

Many households retain strong rural links and many residents in Okahandja Park spend part of each year in the village. A household was defined as those people resident in the house in Okahandja Park during the reference year.

Household income

Household income is partly in food (e.g. remitted from a home village) which is consumed by the household and partly in money. As in many cases some or all food income is not sold, no price is available for that food, which means that it is not possible to calculate total household income in terms of money. Therefore a standardised presentation is used in terms of 'disposable income'/ adult equivalent. This is defined as:

The money income remaining to the household after it has met its food energy requirement at a standard rate and paid other unavoidable expenses, for each 'adult equivalent' in the household.

In calculating the household disposable income:

1.The household food energy requirement, by the age and sex of household members is calculated from UN reference values [5]. Household food requirements are calculated only for the period in which household members were actually resident in Okahandja Park during the reference year.

2. The cost of the proportion of the household energy requirement *not* met from the household's income as food (e.g. food remitted from the village) is estimated using a set diet, defined in discussion with poorer residents as being typical of the diets of poorer residents (Table 1).

3. Unavoidable expenses in section 4A include payments for land, mortgage and rent, charges for water and refuse collection and money sent to the home village. In fact (i) there is a discretionary element in some payments e.g. at least one cash payment from the household to the village was primarily for social reasons rather than an obligation. (ii) some residents were in arrears with some payments. In calculating disposable income these sums have been treated as if they had been paid.

4. The disposable income is calculated by subtracting the cost of the minimum diet and the cost of unavoidable expenses from the total household money income.

[5] Individual food energy requirement was calculated by age and sex from World Health Organisation 'Energy and protein requirements' (WHO technical report series 724, Geneva 1985) for the population of a typical developing country. Averaged over the entire population requirement approximates to 2100 kcal/ person/day.

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Table 1 Minimum Diet

Food type	% of diet as food energy (Kcals)	Price per Kg or Litre ($N)
Maize flour	69	4.2
Macaroni	10	11.5
Rice	10	11.5
Beef	2	20
Fish	2	15
Sugar	5	8
Cooking oil	2	12

The result is standardised by dividing the disposable income by the number of 'adult equivalents' in the household. The number of adult equivalents is calculated as the total household energy requirement/ the energy requirement of a young adult (2,600Kcals/day).

<u>The standard of living threshold</u>

The cost of a basket of goods and services sufficient to achieve a minimum acceptable standard of living was established in discussion with residents (Table 2).

Table 2 Goods and services required to meet minimum standard of living

Expense type	Cost per year ($N)	Applies to:
Soap	2,160	The household
Paraffin	1,500	The household
Clothes, adult male	750	Adult male aged over 15 years
Clothes, adult female	1,000	Adult female aged over 15 years
Clothes, male child	400	Male child aged 4 to 14 years
Clothes, female child	400	Female child aged 4 to 14 years
Primary school	700	All children aged 7 to 13 years
Candles	900	The household
Matches	60	The household
Salt	180	The household

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Results

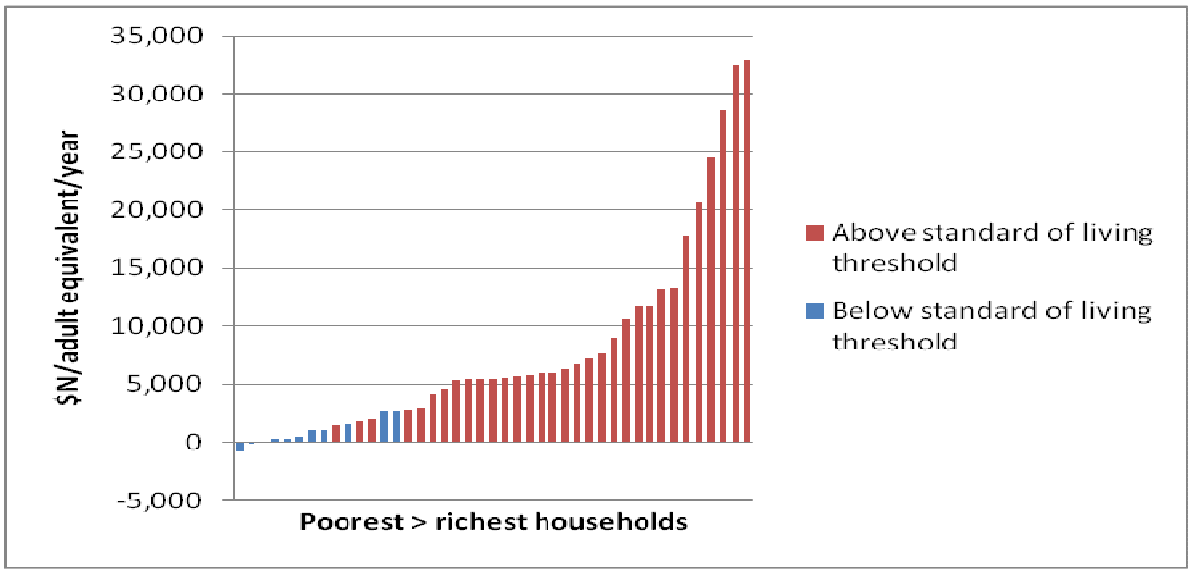
43 households were included in the analysis.

Population: The total population of the study households was 219. The average age was 23.8years with a male: female ratio of 1:0.72. The population pyramid is shown in Annexe 3. Only one household (an Angolan married to a Namibian) was found to be of non-Namibian origin.

Assets: The main tradeable assets owned by households (excluding items of furniture) are shown in Annexe 4.

Disposable income: Figure 1 shows disposable income per adult equivalent i.e. the money remaining to the household after it has met its basic food energy needs, paid rent, mortgage, water and refuse charges and remitted money to the village. The household with a negative value has an income insufficient to meet its food costs and other outgoings. Those households with income too low to meet the set standard of living (11 households, 25.6%) are shown in blue

Figure 1 Disposable Income/Adult Equivalent

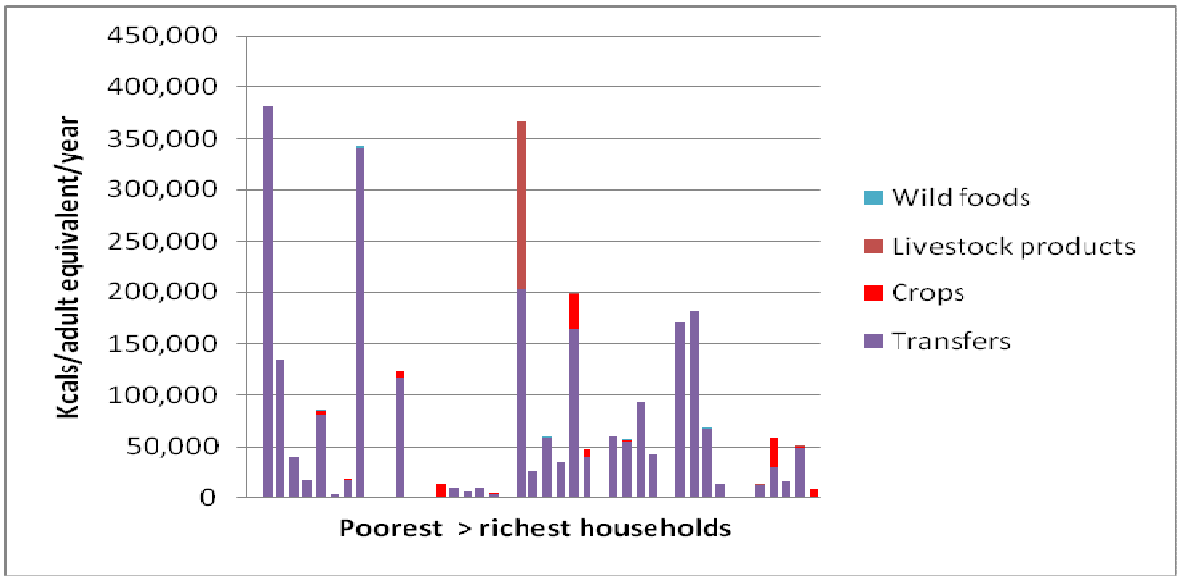


Note that the non-food costs used to set the standard of living are allocated household by household. Households with higher incomes may fall below the threshold because they have higher costs, for example because they have several school age children

Sources of household income

Figure 2 shows household income as food consumed by the household, by source. Figure 3 shows sources of income as money. Note that the graphs are shown in order of household disposable income i.e. in the order of Figure 1.

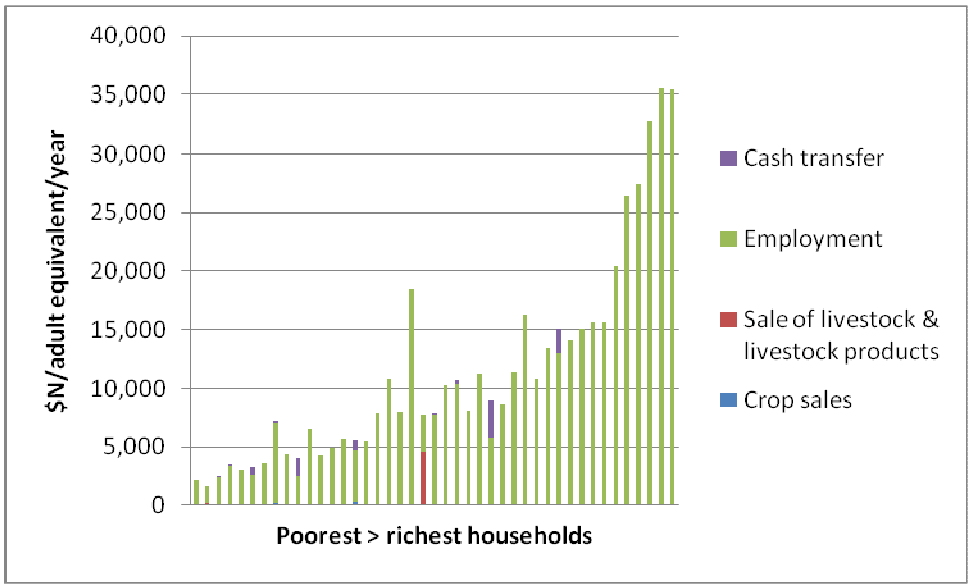
Figure 2 Sources of Food Income



Thirty (69.8%) of households obtained food as transfers. Small amounts of crops (maize, pumpkins and beans) are produced by some households (27.9%) on their house plots, and a few households (9%) have livestock income, chiefly from chickens. The one household with a significant food income from livestock products obtained this as sour milk which the household head brought home at the weekend from his work on a ranch during the week (see below). Five households (11.6%) gather wild leaves and fruits within Okahandja Park.

Most household income is obtained in money from employment (Figure 3). The one household with significant income from livestock sales is the ranch worker mentioned above. Other members of this household lived full time in Okahandja Park and were employed in Windhoek.

Figure 3. Sources of Cash Income



The types of employment recorded are shown in Table 3. Some households are engaged in more than one type of employment.

Table 3. Types of employment

Occupation	Number of people employed	Occupation	Number of people employed
Petty trade	18	Cosmetics salesperson	1
Security guard	13	Diamond polisher	1
Domestic worker	8	Driver	1
Construction worker	7	Gardener	1
Bakery worker	3	Goods loader	2
Delivery man	3		
Sewing	3	House rental	1
Chef	2	Laundry	1
Consumption loan provider	2	Mechanic's assistant	1
General labour	2	Money lender	1
Odd job	2	Painter	1
Room rental	2	Selling firewood	1
Shop worker	2	Severance pay	1
Soldier-NDF	2	Taxi driver	1
Brick packer	1	Tourism assistant	1
Caretaker	1	Tyre fitting	1
Clothing warehouse assistant	1	Vehicle mechanic	1
Club bouncer	1	Waitress	1

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Transfers of food and money to and from the household

Many households retain strong economic links with a home village. Twenty five households (58.1%) send money to the village, in some cases in very substantial amounts, with the amount increasing with broadly household income (Figure 4). The largest single amount sent by one household in 2010 was $N28,800. Thirty one households (72.1%) receive food from the village, although in some cases in very small quantities (Figure 5). The richest households tend to receive the least food. For scale, the largest food amount of food obtained from the village by any household is about half the energy requirement of one person. Seven households (16 %) neither send cash nor receive food. The nature of the relationship is very variable, some households paying wages in the village to workers to produce crops and maintain livestock, some sending luxury goods to aging parents and receiving little in return. Figure 6 shows transfers to households from official and charitable sources.

Figure 4. Transfers of cash to the village. Quintile 1 is the poorest.

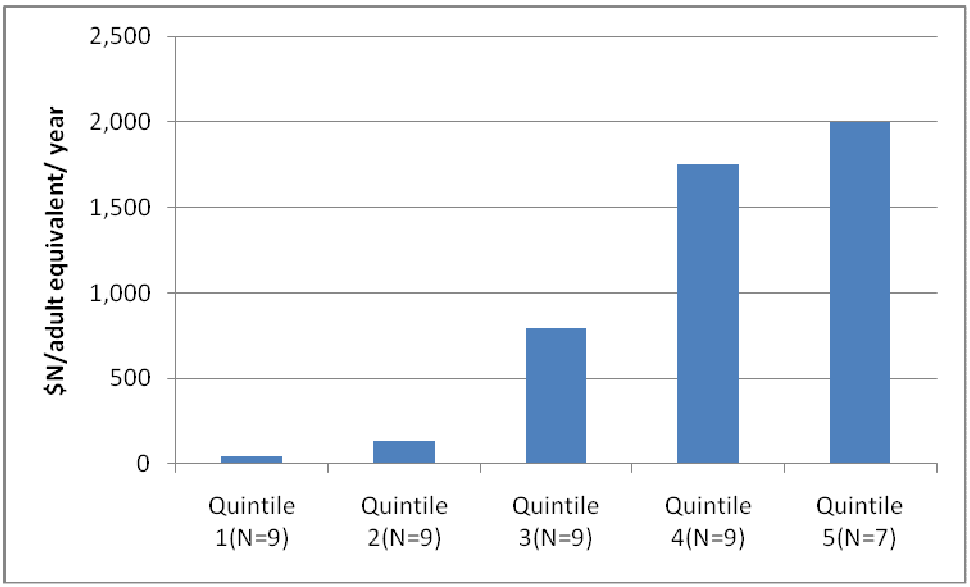


Figure 5. Transfers of food from the village

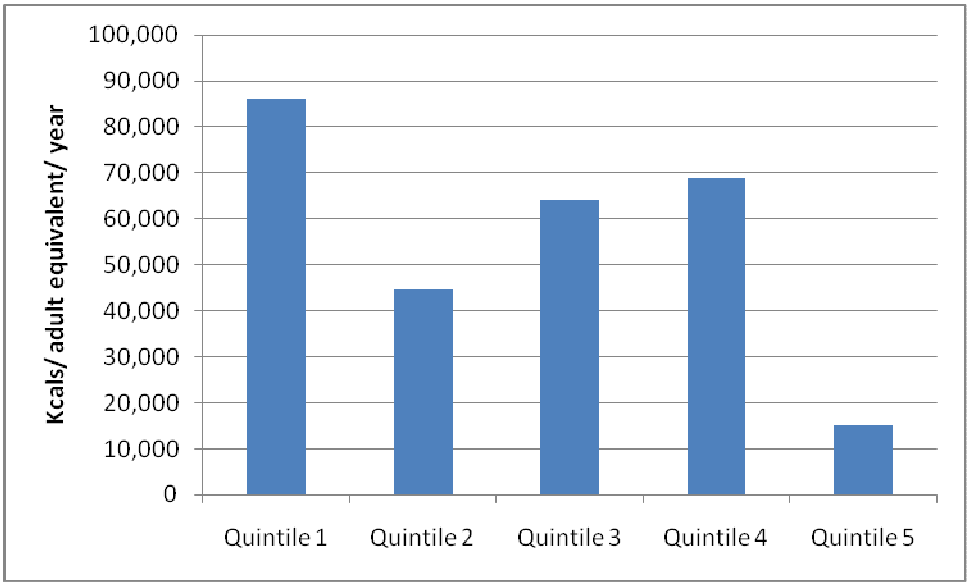
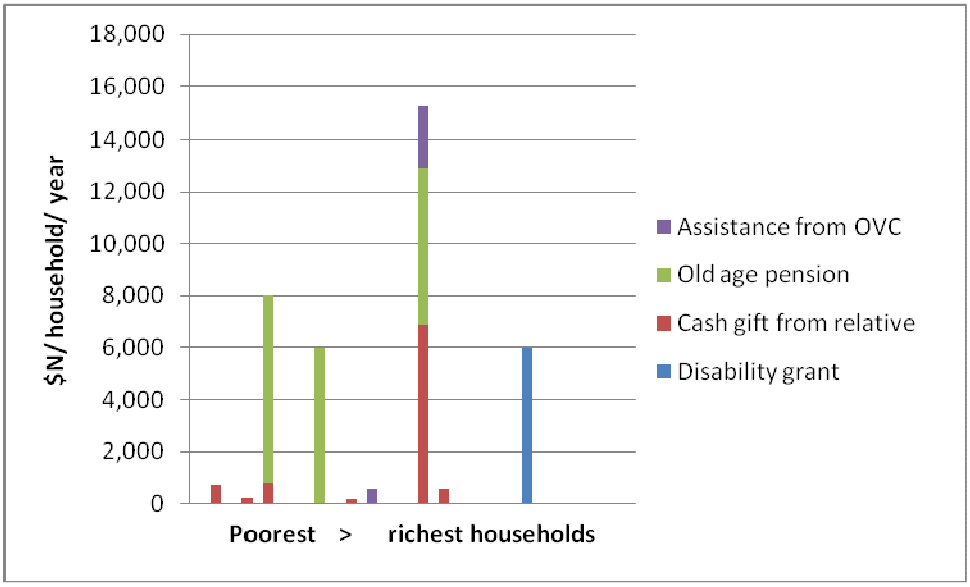


Figure 6. Transfers of money from official and other sources



Poverty in Section 4A, Okahandja Park

Only one household in the sample was unable to meet its minimum food energy requirements. However, a further 11 households did not have sufficient income to meet the minimum standard of living (see Fig 1 and Table 2). There are no single defining characteristics of these poorest households. A brief summary of households in the poorest quintile, all of whom are below the standard of living threshold is shown below. The list is in order of disposable income, with the poorest household first.

Table 4. Profiles of the poorest households

A welder with young family. Couldn't get regular work last year. His wife is unemployed
Single woman in her 50s, injured her leg last year so couldn't work for 4 months. Relied on church charity and relatives who took care of her 2 school aged sons.
Large family, wife does petty trade, husband is a vehicle mechanic who was out of work for much of last year, but is now in employment and much better off. This household is likely to be 'out of poverty' in 2011
This family has just 1 child, but the husband, a construction worker, was out of work for much of last year and the wife only made a small amount of money from petty trade in sweets and vegetables.
4 young children, husband works as a night guard, wife isn't working. They get some help from

relatives in the country who send food (around 100 kg maize-under 10% of their annual food needs).
Caretaker with a very large family – gets some extra money from renting out a room
Another construction worker, only employed intermittently last year, 2 young children and wife earning a small amount from petty trade
Wife is a domestic worker, husband a mechanic who does casual generator repair work. They have 5 children

4. Discussion.

This survey was a pilot undertaken primarily to demonstrate the IHM to the Government of Namibia and to test its practical application in an urban setting and to gather some preliminary information which would indicate the vulnerability of the population. The data is insufficient to form the basis of firm policy recommendations.

Difficulties encountered in using IHM in an urban setting

The practical difficulties encountered during the survey were entirely related to the short period of time available and the restricted working hours of the survey (8.00am to 5.00pm). (i) Many houses were found to be closed as Okahandja Park residents often leave for work early in the morning and return late at night and some businesses keep irregular hours. As indicated in section 2, this problem could be resolved on a full survey by making appointments to conduct interviews at a time convenient to household members (e.g. weekends, evenings etc). (ii) It was clear from the pilot that the income of some households is partly from socially sensitive occupations such as prostitution. Although reported incomes were low in these households, they were 'surviving' and it was apparent that additional income was being earned . To get a fuller understanding of the issues it would be necessary to arrange for a further interview ideally, if sensitive issues relating to women's employment were being discussed, with a female interviewer.

Observations arising from the survey results and discussions with residents in section 4A Okahandja Park

It is clear that a great deal has been accomplished in improving living conditions in Okahandja Park. Investment has been made in infrastructure including roads, security lighting, water supply, and sanitation and refuse disposal. Residents have access to emergency services and a start has been made on regularising land tenure and housing.

The most striking finding from the survey is that the problems faced by most residents do not primarily appear to be related to extreme poverty: the reason given by most households for moving to Okahandja Park was to get employment which people could not get in their home rural areas and in this most households have been successful. Moreover many households receive some economic support from a home village. The pattern of poverty appears to be of a proportion of households

facing temporary economic difficulty and very small number of households living in serious long term poverty.

Those households found to be living in poverty (defined by the Standard of living threshold) in the study year (2010) were poor for a variety of reasons: an accident, which prevented a low income, female headed household from carrying out her normal activities which included selling firewood and doing laundry; the presence of many young children in the household and irregular employment among adult household members. Given the profiles of these households, some had already moved out of poverty at the time of the survey (Table 4) and others are likely to move out of poverty as individual circumstances change e.g. as the number of dependent children falls or people recover from accidents. That said it is clear that some households are serious long term difficulty. One (not included in the analysis as complete information could not be obtained) appeared to be surviving at a very low level entirely on income from prostitution supplemented by charity.

Provision for these households is currently *ad hoc* (including help from the Catholic church, a soup kitchen etc). Given the relatively small scale of absolute destitution, (assuming that this is confirmed by a larger survey) it would appear that a great deal could be achieved by targeting assistance through better organised social work intervention.

Unemployment and under employment among young people – particularly young women-was also apparent. It was not possible to look at this question in depth in the present survey but levels of education (indicated by good spoken English) seemed relatively high among the group.

A variety of specific issues were raised by residents

Some residents are paying for land but they are unclear about the terms of their tenure, whether the land payments are time-limited and if interest is being charged and at what level (see Annexe 1). Where households have taken mortgages and invested in improved housing this compounds the anxiety and uncertainty.

(i) The lack of recreational facilities is a major concern for many parents. In the absence of football pitches, youth clubs etc. young people are drawn to bars/shabeens and other undesirable activities.

(ii) Crime is a constant worry. Levels of street robbery are said to be high, and ‘they even take the washing off your line’.

(iii) Although there is some security lighting, this is insufficient and women still live in fear of mugging and rape when, as many women must, they return home from work after dark.

(iv) Latrines. Whilst there are some latrines these are insufficient in number and not well maintained and in the rainy season the situation is described by residents as 'appalling'.

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Conclusions

As already noted no firm conclusions can be drawn from a pilot survey of one section of Okahandja Park. The implications of the findings *if these are replicated on a more complete sample at a larger scale* would be:

(i) The need for further improvements to infrastructure and management to address difficulties with land tenure, theft, personal security, drainage etc. Some of these e.g. clarifying the terms of land repayments and land tenure could be accomplished at little cost.

(ii) to address the difficulties of those households living in poverty. The small proportion of populations in poverty and the temporary nature of some of this would argue for a targeted approach to poverty alleviation e.g. the provision of short term financial or material assistance, social support and assistance with obtaining employment, tailored to the needs of each household and possibly administered by a social work system. There appears to be no case for the extension of food assistance.

Annexe 1

Note on land tenure and ownership Okahandja Park , Windhoek

This section is based on information provided by some of the original residents of Okahandja Park, Section 4A (Other sources included World Habitat (www.worldhabitatawards.org/winners-and-finalists/project-details. Namibia, finalist 2008) and the Shack Dwellers Federation of Namibia (SDFN).)

The first residents arrived in Okahandja Park around 1998 and, with no legal title, built shacks on land owned by the municipality. A small savings group was established and, having accumulated savings of N$10,000 the group joined the Shack Dwellers Federation of Namibia (SDFN) in 2002. SDFN is a network of community-led savings groups that works across Namibia to secure affordable land, housing and basic services for low-income urban households (ref). SDFN is supported by international donors as well as by the government of Namibia.

The group's savings of N$10,000 (around N$460 per group member) were used as a deposit for land in Okahandja Park, under a group purchase scheme. The full cost of the land was covered by a Spanish donor. SDFN then allocated each member a 300m2 plot. Members of the savings group continue to live on these plots, paying monthly annual Erf fees to the municipality.

Having secured the land, SDFN then provided each member a loan of N$20,000.These were intended to provide finance to build permanent houses. However, of the original group of 26 households in section 4A, only 6 had completed their homes by 2011. In keeping with the philosophy of Shack Dwellers International (SDI) to which SDFN is affiliated, residents who went ahead and used the loan to build their houses were shown how to dig foundations and received training in brick making and other aspects of house construction. Money for the construction work was handled through a committee, which also organised the purchase of materials and all other aspects of the work, which was done collectively by the group.

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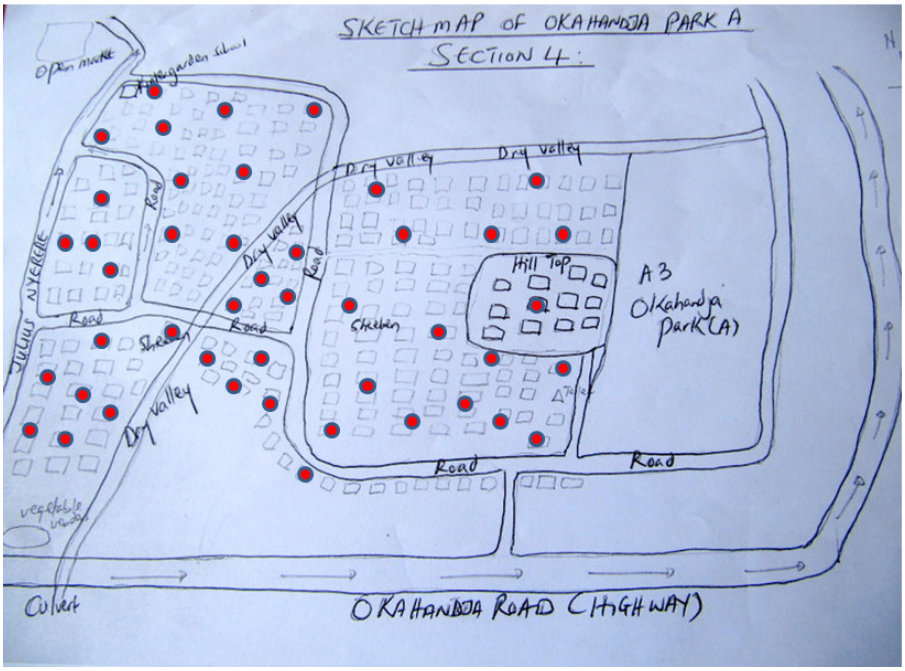
Despite the benefits that have resulted from this scheme, group members are extremely concerned about the status and security of their tenure. For example, there is a lack of clarity about the period of time they will be required to make Erf payments to the Municipality. Having paid N$10,000 for the deposit on the land, and $106/month since 2002, they seem to be unclear about when the payments will stop. Residents do not appear to have individual documents or contracts setting out terms of tenure/ownership/land title. There are also rumours about 'Chinese land purchasers' and a strong desire for individual land tile.

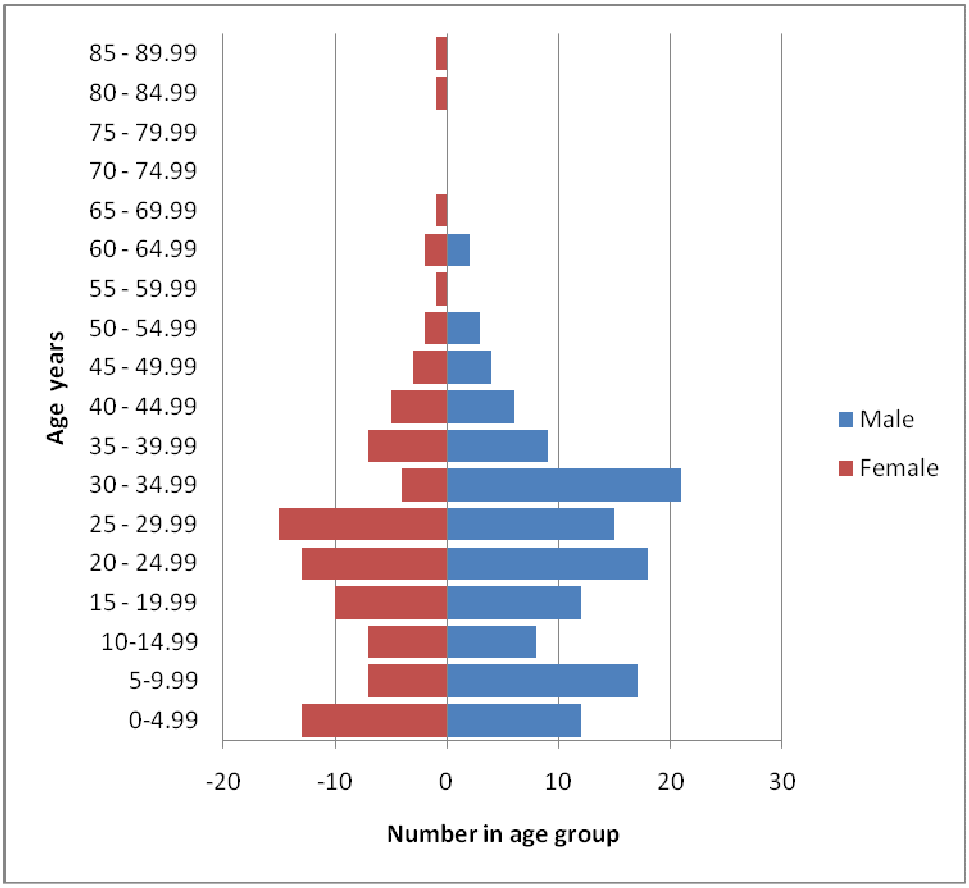
Annexe 2

The sample: The 48 households selected are shown in red.



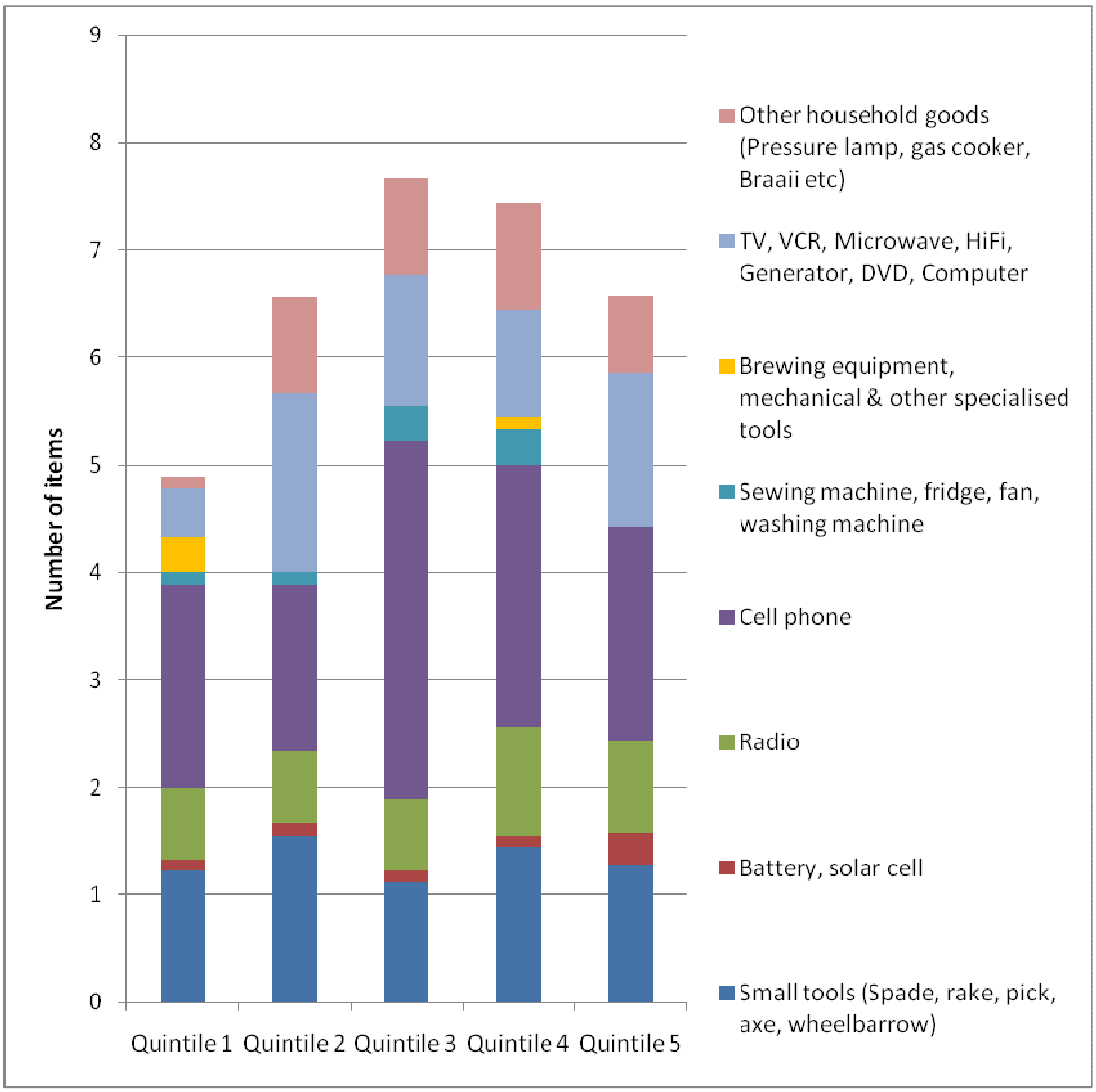
Annexe 3

Population pyramid. The total population of the study households was 219. The average age was 23.8years with a male: female ratio of 1:0.72. The relative deficiency of females is chiefly in the age groups 5-15 year and 30 - 35 years. In this population (i) many households are still economically highly integrated with a home village and there is movement between the two; (ii) the time of residence in Okahandja Park is very variable. No clear interpretation can be placed on this funding.



Annexe 4

Household assets



In addition 2 households (quintiles 1 and 5) owned a car and one household (quintile 1) a bicycle.