

Stakeholder Analysis Case study: The Zambia Land Reform PSIA

The Zambia land reform PSIA analyzed the impacts of a controversial land reform policy proposed by the Ministry of Land. In its draft land policy, the government proposed titling and converting some of the land under customary tenure (94 percent of the land in Zambia) into state-owned land. This measure aimed to encourage investment, development, and productivity through increased security of, improved access to, and stronger incentives for better management of land—including increased rents and fees.

The PSIA analyzed the potential impacts of a number of elements of the land reform policy including the planned land titling; adjusted rents and improved revenue collection; allocation of 30 percent of land to women, ethnic minorities, and vulnerable groups; and strengthening of the Land Tribunal. Because past reforms were not implemented as originally designed due to controversies and resistance, a stakeholder analysis was conducted to provide a clear overview of the actors involved in the land reform as well as their positions and power.

Stakeholder interviews formed the basis for a dynamic mapping on the influence/impact continuum. This mapping supplemented the PSIA’s institutional analysis by providing a clear overview of the actors involved in the land reform as well as their positions and power. The key stakeholders were identified and categorized in four major groups: government and state agencies, private sector, donors, and civil society (see table 1).

Table 1: Key Stakeholders in Zambia Land Reform by Category

Key stakeholders		
Government and State agencies	Private Sector	Civil Society
1 The President	16 Commercial farmers	25 The Chiefs
2 Ministry of Land	17 Small scale farmers	26 Landless
3 Lands Tribunal	18 Surveyors	27 Herders
4 The Judiciary	19 Lawyers	28 FHHs, CHHs
5 Office of the Vice-President	20 Foreign Investors	29 Minority Ethnic Groups
6 Ministry of Legal Affairs	21 Commercial Banks	30 Zambia National Farmers Union (ZNFU)
7 Ministry of Local Government and Housing	Donors	31 Local NGOs
8 The City, Municipal and District Councils	22 USAID	32 International NGOs
9 Ministry of Agriculture and Cooperatives	23 WB/IMF	33 Media
10 Ministry of Works and Supply	24 DFID, GTZ, EU	
11 Ministry of Commerce, Trade and Industry		
12 Ministry of Tourism, Environment and Natural Resources		
13 Ministry of Finance		
14 Parliament		
15 The Police Force/ Ministry of the Interior		

To be able to situate stakeholders on a two-dimensional graph, the analysis needed to gain insights into both their characteristics and also how the reform would affect them, because this

shapes their support or resistance and participation in the reform. Thus, the study first uncovered the impacts, risks, influences, and perceptions of each individual group of stakeholder, and then it mapped the stakeholders' relationship to the reform. Information on the potential impacts and risks was based on the qualitative and quantitative work, as well as several interviews, focus groups, and meetings. Based on those tools, it was possible to map the stakeholders' relationships with the reform in a dynamic way using the influence/effect dimensions as an organizing principle.

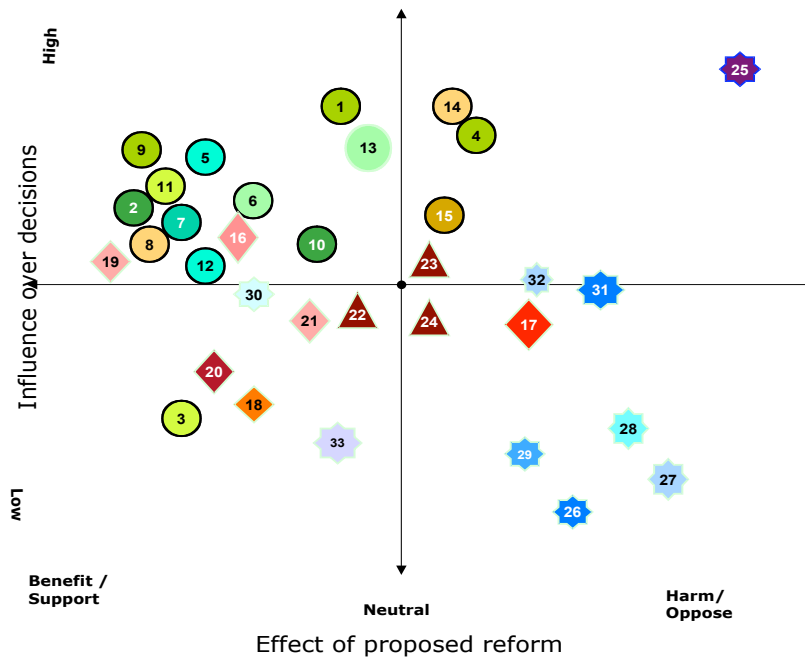
Two figures were devised based on this information: figure 2 situates stakeholders by their interest and influence over *decision making*, and figure 3 shows their interest and influence over *implementation*. The difference between the two figures is marked. Some stakeholders have significant influence over decision-making, but not over implementation as is the case with the parliament (no.14 on the graphics). Other stakeholders, as the surveyors identified, are key implementers of any reform, even something as simple as updating the land registry. In this case, the limited size of the surveyor group proved indicative of the need for preemptive capacity building to prevent "blockage" or delays of the reforms. The stakeholders were mapped based on their relative distance to each other as well as the absolute distance to the grids. Some stakeholders identified their positions themselves and their statements were "triangulated" with existing data.

With respect to the macro-level reform context,

- **Chiefs** (no. 25 on the graphics) are perceived to have the most influence over decision-making and are seen as the major opponents of the reforms.
- **Parliament** (no. 14 on the graphics) has significant influence over decision making. The perceived impact of the reforms in the parliament is neither positive nor very negative.
- **World Bank/IMF** (no. 23 on the graphics) will not be affected by the reform; their influence over decision was perceived to be neither low nor high.
- **Lawyers** (no. 19 on the graphics) are considered to be one of the major beneficiaries of the reform; their influence however is perceived to be neither very high nor very low.
- The **Ministry of Agriculture** (no. 9 on the graphics) has a high influence over the decision-making process. It is also perceived to have a high benefit from the reform and, therefore, to be a potential driver of the reform process.
- While the policy reform's impact on small-scale **farmers** (no. 17 on the graphics) is perceived to be relatively positive, the impact on commercial farmers is seen as less favorable. Small-scale and commercial farmers' influence on the decisions is described as medium and relatively equal, with small-scale farmers' influence being slightly higher.
- **Minority ethnic groups** (no. 29 on the graphics) are perceived to be harmed by the reforms but have only very limited influence over the process.

Figure 2: Stakeholders' Interest and Influence over Decision Making in Zambia Land Reform

Fig XX. The Land Reform as Suggested by the Government

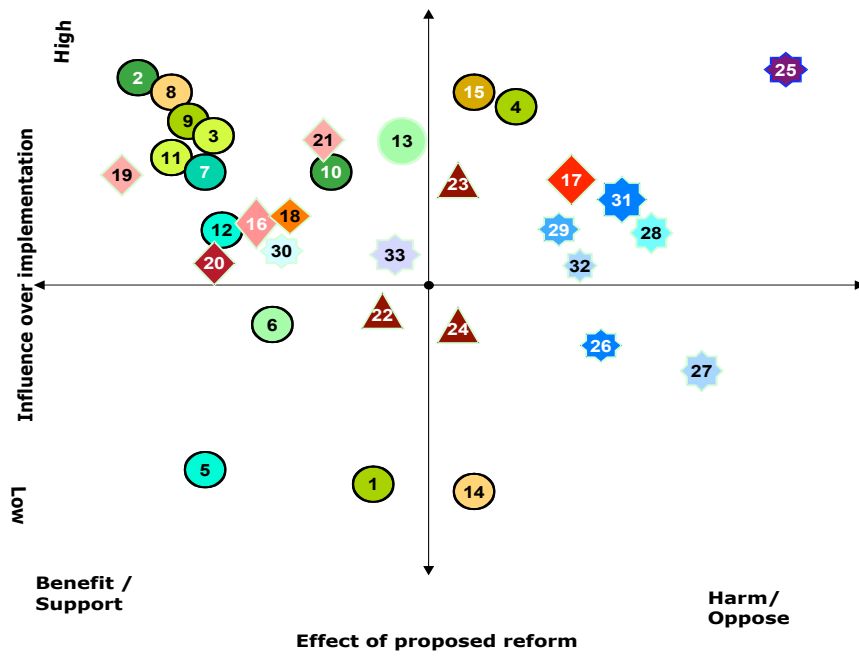


With respect to the meso-level reform implementation, the major actors are dispersed in all dimensions in the figure, which indicates a potential for conflict during the reform implementation. There is a clear difference between the results of the macro-level and meso-level matrices. While some stakeholders have significant influence over decision making but not over implementation (for example, parliament, the president) others have a major influence over the implementation but relatively little over the reform design.

- **Chiefs** (no. 25) are the stakeholders with the most influence over the reform implementation. At the same time they are major opponents.
- The **Parliament** (no. 14) is neither negatively nor positively affected by the reform and has very low influence over the implementation.
- The **Ministry of Land** (no. 2) is one of the most influential stakeholders and, at the same time, one of the major beneficiaries of the reform.
- Although the **landless** (no. 26) have some influence over the reform implementation, they were perceived—and perceived themselves—as being harmed by the land reform.
- The **Ministry of Finance** (no. 13) has major influence over implementation but is not affected by the reform in a particularly positive or negative way.

Figure 3: Stakeholders' Interest and Influence over Implementation in Zambia Land Reform

Fig XX. The Land Reform as Suggested by the Government



Source: Adapted from Tools for Institutional, Political and Social Analysis of Policy Reform: A Sourcebook for Development Practitioners (Conference Edition) (2007) The World Bank, Washington, DC.