



National Peace and Reconciliation Commission

5 Year Strategic Plan
2018 - 2022

Transitioning Zimbabwe from a Conflictual Past
To a Sustainable, Harmonious & Peaceful Society through Generations



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Foreword

The National Peace and Reconciliation Commission (NPRC) appreciates the honour bestowed upon it by the people of Zimbabwe. Constituting the Commission as a vehicle to steer Zimbabwe's peace and reconciliation agenda is a bold step towards healing our past, re-dressing our current seated hurts and fears and re-setting the foundation for peace now and in the future.

Our mandate is the fulcrum which will navigate us through our work. The work ahead will not be easy but important if we as a nation are to achieve our common and shared aspirations of peace and unity. The collective challenge before us therefore is to develop new tools for negotiating our lives, rise to the challenge of restoring our social fabric and engage for the future of not only our national development but of how we sustain peace and learn to transform conflicts.

Our history remains the best teacher for us if we are to lay a firm foundation for a peaceful future. We are cognisant of the various narratives of conflicts of our people, which we as a nation need to synergise, embrace and establish mechanisms best fit to address our unique experiences as a collective. What is clear in our various narratives is that as a nation we have experienced violent conflicts which have affected our social fabric. We however recognize that this is

not our destiny: our past is not our future. As the Commission, we vision narratives of tomorrow that speak of peace and reconciliation as building blocks for mature conversations, dialogue and nation building. Conflicts are natural and unavoidable; what is needed is the ability – as individuals and as a nation – to handle conflict by peaceful means. We acknowledge the differential impact and effect of conflicts, past and present on different sections and genders of our society. We pledge to address these with required sensitivities along gender, regional, age, disabilities and other vulnerabilities. We also pledge transparency, accountability and independence. As we seek to fulfil expectations of a nation that has long experienced conflicts (social, economic, resource-based and political), we will remain realistic to delivering the mandate within available resources.

The work ahead will not be without challenges. We are looking forward to establishing a Secretariat with aligned programmes for effective delivery of the Commission's Mandate. One of our critical pathways to deliver the strategy will be partnerships. Across Zimbabwe, there are many champions for peace who have been working in their communities, congregations and elsewhere for the past decades. There is a wealth of experience, knowledge and resources amongst them. As a Commission, we propose to harmonise

our efforts with these partners, understand what has worked so far, identify where improvements should be undertaken and set up inclusive restorative mechanisms.

Whilst the NPRC has a ten year mandate, this strategy sets out its first 5-year plan and asserts that by 2022 the NPRC will have initiated and enabled a healing and reconciliation process as well as put in place collaborative mechanisms for consolidating the nation's capacities in handling conflicts and sustaining peace. It

rationalises the work ahead in relation to the Mandate and institutional set up. It is a guide for our institutional efficiency and effectiveness in the delivery of our work. Over and above, we will work to establish an institution that is open to all Zimbabweans, guided by our five core strategic values: confidentiality, inclusivity, ubuntu, transparency and victim centeredness.

Together, we can embark on the journey towards a "Peaceful Zimbabwe for all Generations."

Retired Justice Sello Nare

Chairperson

National Peace and Reconciliation Commission

Acknowledgements

The National Peace and Reconciliation Commission (NPRC) would like to thank the people of Zimbabwe for bestowing to it the honour of steering this great nation towards peace and reconciliation.

The Commission appreciates the women, men and youth of this country who participated in the Provincial Stakeholder Consultations in the ten provinces of Zimbabwe; the Government for its support; civil society organisations, faith-based organisations, local leadership and universities, traditional leaders and individual Zimbabweans that contributed knowledge, time and resources towards its success as well as their commitment to validate the outcomes that formed the backbone of this strategic plan.

The NPRC acknowledges the support that it has received along the way from national and international resource persons – including practitioners and former commissioners of independent commissions who have accompanied the Commission’s preparatory reflections and strategic thinking processes. Your experiences have been an inspiration.

We acknowledge and appreciate the technical and financial support provided by the United Nations, through UNDP and cooperating partners under the Zimbabwe United National Development Assistance Framework (ZUNDAF).

List of Acronyms

ADR	Alternative Dispute Resolution	ONHRI	Organ on National Healing, Reconciliation and Integration
AU	African Union	POZ	Parliament of Zimbabwe
CSOs	Civil Society Organisations	RRF	Results and Resources Framework
FBOs	Faith-based Organisations	SADC	Southern African Development Community
FDI	Foreign Direct Investment	SDGs	Sustainable Development Goals
GNU	Government of National Unity	SWOT	Strengths, weaknesses, opportunities and threats
GPA	Global Party Agreement	UN	United Nations
MoF	Ministry of Finance and Economic Development		
NPRC	National Peace and Reconciliation Commission		

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Executive Summary

Collectively, peace and reconciliation and transformative conflict resolution are a shared responsibility of all Zimbabweans. The National Peace and Reconciliation Commission (NPRC) commits to implementing its mandate as outlined in the Constitution of Zimbabwe Amendment (No.20) Act 2013 and the National Peace and Reconciliation Act Chapter 10:32 of 2018. In this regard, our mission is to unite Zimbabweans for sustainable peace by developing mechanisms for resolving violent conflicts of the past and institutionalizing approaches for preventing their recurrence in the future.

A Zimbabwe that is peaceful for all generations – this is the vision of the NPRC. To make this a reality for all, the NPRC Five-Year Strategic Plan 2018-2022 outlines four strategic areas of work: to initiate inclusive healing; to facilitate the enhancement of policy frameworks and capacities; to strengthen the peace architecture as a catalyst for conflict prevention and transformation; and to enhance the national capacity to peace and reconciliation.

The strategic plan provides the vehicle through which the NPRC will deliver its Mandate. It is a framework for prioritising its responses to the peace and reconciliation needs identified by Zimbabweans through stakeholder engagement processes, targeted

focus group discussion, literature review on Zimbabwe and provincial consultations and modelled around its constitutional mandate. This plan is collective wisdom of the people of Zimbabwe and provides a platform for unifying the nation towards sustainable peace by resolving violent conflicts of the past and preventing their recurrence in the future.

The work of NPRC will be guided by five shared values of: confidentiality; inclusivity; Ubuntu; victim-centeredness; and, transparency. These core values put Zimbabwean people firmly at the centre of the Commission's work, with particular focus on and respect for the victims and marginalized groups including women and girls, youth and people living with HIV/AIDs and disabilities.

The NPRC Strategic Plan coincides with renewed endeavours for political and economic transformation. Constitutionalism, peace, respect for the rule of law, gender equality and protection of human rights are crucial enablers for inclusive growth and sustainable development. The bridge between Zimbabwe's shared past of conflict and violence and the shared aspiration for harmony and peace is the shared responsibility for peace and reconciliation.

The Commission will be able to deliver results with the

collaboration of its national stakeholders and partners. The institutions and individuals across the country who have been working in the communities for decades and the regional and champions of peace are invited to bring their experience, knowledge, lessons learned

and other resources towards achieving the vision of the NPRC.

Zimbabwe's past need not be Zimbabwe's future.

Background: The Strategic Planning Journey

The National Peace and Reconciliation Commission (NPRC) was conferred in accordance to the Constitution of Zimbabwe Amendment (No.20) Act 2013 and the National Peace and Reconciliation Act Chapter 10:32 of 2018. The establishment of the NPRC is the realisation of the social and political will and aspiration of Zimbabweans to transition from a conflictual past to a harmonious future.

It is one of the Chapter 12 independent commissions mandated to support and entrench human rights and democracy; to protect the sovereignty and interests of the people; to promote constitutionalism; to promote transparency and accountability in public institutions; to secure the observance of democratic values and principles by the State and all institutions and agencies of government and government controlled entities; and, to ensure that injustices are remedied.

The NPRC is a mechanism for resolving the burdens of past violent conflicts and build national and sub-national capacities that guarantee a future of peace and reconciliation. It is mandated to ensure post-conflict justice, healing and reconciliation by encouraging truth-telling, the making of amends,

the provision of justice and rehabilitative treatment. The Commission will also conciliate and mediate disputes when they arise and put in place institutional frameworks and mechanisms for preventing the recurrence of violent conflicts in the future.

One of the key priorities for the NPRC in 2018 is development of its 5-year Strategic Plan, to outline its vision, goals, priorities and programmatic activities to be undertaken as part of implementing its constitutional mandate. Towards this goal, the NPRC identified three inter-linked pathways towards the development of the plan. The first was the Provincial Stakeholder Consultations in the ten provinces of Zimbabwe to gather views from citizens on priorities to inform the plan. The second was a National Convergence and Validation Conference, convened as a multi-stakeholder forum to further verify the outcomes of the provincial consultations. The third was a Strategic Planning Retreat to develop a skeletal plan with indicative priorities.

In tandem to the preparatory efforts, the NPRC undertook other activities in response to the immediate needs in the country, especially the

2018 harmonised elections. The NPRC developed its integrated Election Strategy. The overall goal of the election strategy was to contribute towards credible and peaceful elections by mobilising collaborative and multi-stakeholder responses to conflict risks before, during and after the elections. The second activity was a multi-stakeholder platform for conflict early warning and risk analysis to ensure enhanced national level preparedness for timely response. The third activity was the initiation of high-level confidence building measures involving traditional leaders, women's organisations, youth groups, victim groups, political parties and the broader rule of law agencies, culminating into a national Peace Pledge initiative. This

provided a launch pad for the NPRC's prevention and peace building mandate.

This strategic document is structured as follows: Section 2 addresses the national context; Section 3 defines the strategic model; Section 4 spells out the overall goals / objectives and expected results; Section 5 outlines the theory of change and strategic pathways; Section 6 details mechanisms for delivering the strategy and internal SWOT Analysis, external risk log and mitigation plan. A Resources and Results Framework as well as a monitoring and evaluation plan is presented as an Annex to the document.

Section 2

Peace and Reconciliation: Our Shared Responsibility

Our Shared Aspirations

Zimbabwe is undergoing a critical political and economic transition that has potential to transform the country towards sustainable development and improvement of citizens' lives. The aspiration of Zimbabweans is a country built on values of constitutionalism, peaceful co-existence and respect for the rule of law as enablers for inclusive and sustainable development; a nation that maximizes productivity by efficiently exploiting its abundant natural resources; improves the performance of key economic sectors – e.g. agriculture, mining and tourism – while targeting foreign direct investment (FDI) and creates jobs for the ever-growing youthful populations¹. Zimbabwe boasts one of the highest literacy rates in Africa from which its vast and hardworking human resource base is drawn. The country also celebrates a rich and diverse set of traditions and cultures which forms a base of its national heritage². Zimbabwe aspires to reclaim its place in the global family of nations – by sustaining its re-engagement efforts with the international community, contributing towards shaping the Africa Union's (AU) 2063 Agenda, fulfilling its state party reporting obligations³ and meeting the regional SADC commitments⁴, while contributing to

the attainment of the 2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals (SDGs)⁵.

The country's ideals and national aspirations for unity in diversity and a common desire for freedom, justice, respect for diversity and gender equality remain the main pathways for peace, tolerance and prosperity. These ideals and responsibilities must be cherished by the current generations and preserved for future inheritance. This future is also embedded in the founding principles of the Constitution of Zimbabwe that created the National Peace and Reconciliation Commission (NPRC) as a mechanism to steer the country in resolving the burdens of the past and build national capacities that guarantee a future of peace and reconciliation⁶. This therefore remains an individual and shared responsibility.

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Our Shared Past and Lived Reality

There is no development without peace, and Zimbabwe's individual and collective aspirations have over the years been withheld by the lived realities and experiences of the past and uncertainties of the future⁷.

In the course of history, Zimbabwe has experienced political and socio-economic periods of instability characterised by violent conflicts⁸. The various forms of violence affected the population differently, creating different narratives from the experiences. The net

effect of these shared yet different realities of violence is the creation of divisions among the people along ethnic, age, regional, gender and racial lines⁹. Conflict and violence that permeated through Zimbabwe's social, economic and political systems allowed discrimination and exclusion to flourish at the expense of unity. Ultimately, our violent past has resulted in many vices including impoverishment, pain, anger, fear, hurt and trauma that have chipped away at our human dignity.

Impact on Women and Girls

Violence affects women and girls disproportionately. Throughout the history of Zimbabwe, women have not been passive bystanders in the country's political and economic trajectory. Rather they have sought, through multiple roles and auxiliary functions, to participate in shaping the history of the country. Nonetheless, it is women, who during episodes of violent conflicts, experienced deeper forms of violence than men including loss of life, maiming, sexual violations including rape, abductions, displacements and destruction of property. Violence against women and girls was and continues to be a feature of the

socio-economic and political environment of Zimbabwe pointing to a continuum of violence. One which tends to peak during times of heightened political tension such as elections. Politically motivated acts of sexual and gender-based violence have largely targeted poor and rural women and girls and incidents of abduction, rape and torture of women and girls on account of their political affiliation have been reported throughout the decades. Yet there continues to be a culture of impunity with respect to crimes of sexual and gender-based violence, while the psychosocial needs of survivors of this political violence also remain

unaddressed, further compounding the injustice suffered by women and girls in Zimbabwe.

Despite this, Zimbabwean women and girls continued throughout the ensuing political transitions to engage in a parallel struggle for equal rights utilizing, as an avenue, the growth of a civil society in general and the women's movement. The early period following independence saw the adoption of important laws on women's rights, which provided a further impetus for women to demand equal rights. Yet while the political landscape in Zimbabwe has been dynamic, women's role in shaping the direction of the country has not been sufficiently acknowledged nor actively sought, nor have they been provided with sufficient opportunities to advance conflict transformation and peace-building. For example, there was only one woman at the Lancaster House Negotiations in 1979; during the Unity Accord negotiations of 1985-1987, women were marginally represented at the negotiation table; and during the Government of National Unity (GNU), only one woman was part of the mediation team of political parties. Underpinning this exclusion of women in shaping the direction of the country are the existing socio-cultural norms that govern gender relations and women's role in society. Despite women's exclusion at the negotiation tables women have continued to play a significant role of promoting healing in their communities and facilitating reconciliation.

In response to the impact of violence on women and girls, the NPRC Act through Section 9 of the NPRC Act, makes provisions dealing with gender and mandates the Commission to establish a specific unit to develop guidelines and rules on how the commission will

incorporate gender into its work; develop strategies to encourage women, girls and other marginalized groups to participate in the work of the Commission; ensure gender equity in all the structures of the Commission, while at the same time ensuring that all organs of the Commission consider and address

the gender implications of their activities. In terms of its operational mandate, the law also requires that the Commission develops protocols – including statement taking tools and analysis of gender and sex disaggregated data on the gender concerns of women and girls.

The law also mandates the NPRC to investigate the use of sexual crimes as a weapon during and after conflicts and in doing so is required to provide survivors of gender-based violence an opportunity, in private or public, to relate their own accounts of the violations or harm they have suffered and to effectively respond to their needs. The law further prescribes that any form of response ought to be informed by a thorough assessment of the needs of survivors of gender-based violations and marginalisation and make recommendations which may include urgent appropriate measures, initiatives to redress such violations and marginalisation, including policies which should be followed or measures which should be taken to restore the human and civil dignity of such survivors.

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Underlying Causes of Conflict

The structural sources and underlying drivers of conflict and violence in Zimbabwe are complex, multi-layered, and some date back to the country's pre-colonial legacy. Understanding some of these root causes, grounding them within the current context and developing strategies for their management is key if the nation is to break the cycle of violence and lay a foundation for lasting peace¹⁰.

A sustained review of literature on Zimbabwe, conflict mapping process by the NPRC, the provincial consultations and assessments by civic and faith-based organisations revealed the following as some of the key underlying causes of violence in the country. On one hand a divisive political culture has polarised communities along political party lines and permeated key national institutions meant to serve public interests. This has presented a challenge when it comes to management of political transitions – especially elections – some of which have been characterised by violence¹¹. A key finding from the provincial consultations, which is also echoed in literature and civic reports, is a militarization of communities and civilian spaces over the years. This has undermined the capacity of key public institutions to deliver services in line with the constitution, undermining their independence. With this, citizens' trust and confidence in public institutions have been eroded over time.

Linked closely to the role of the military in social and political spaces has been the permeation of a culture of violence through a greater part of the country's

history. This has bred ethos of fear, mistrust and disunity¹². Following the struggle for liberation, the use of violence and coercion to resolve political, ethnic or ideological conflicts remained a key feature in the broader societal fabric. In addition, the residual impact of the colonial conquest and rule was the establishment of a coercive state apparatus devoted to upholding white settler domination (security services, repressive laws, emergency powers among others). Some of these was carried forward leading to conflictious epochs including in the liberation struggle itself (class and racial; conflicts over resources, ethnic conflicts, ideological, destruction of cultural practices and traditions, intra-and inter-party conflicts, political domination and control, gender-based violence). The post-independent Zimbabwe was characterised by inter-and intra-political party conflicts with its roots in the liberation struggle history that bred Gukurahundi in 1980s. Following this period, the country experiences an enclave economy, contribution exclusion, inequalities manifesting in the food riots of 1998 and general disgruntlement of the populace. The enclave economy coupled with unfulfilled expectations of the liberation struggle resulted in farm invasions.

The structural sources and underlying drivers of conflict and violence in Zimbabwe are complex, multi-layered, and some date back to the country's pre-colonial legacy

The Government's first track land reform programme led to the country's international isolation, further impoverishing sections of the society (especially farm workers), human rights violations, and enhanced social fragmentation along racial lines. In addition, the underlying political dominance and hegemony - and intolerance to opposing political view amidst the rise of a formidable opposition- saw the nation witness violent inter-party conflicts particularly in the 2008¹³ presidential run-off. Other violent conflicts included Operation Murambatsvina in 2005; conflicts over diamonds in Marange and Chiadzwa; economic conflicts associated with the dollarization amidst other structural conflicts. Unfortunately, there has not been a policy-led national healing and reconciliation process to address the hurts, further polarizing communities and undermining any efforts towards building the nation

and enhancing bonds of social cohesion¹⁴.

The root causes have not just been political, but also socio-economic. Consultations with stakeholders and citizens also revealed issues of unequal distribution of resources leading to regional inequalities, economic exclusion and marginalization¹⁵. Rising cases of mis-management of public resources and rampant corruption were also identified as some of the structural factors, affecting social cohesion efforts. It has led to entrench a culture of rampant corruption and impunity, underscoring the absence of accountability and transparency at all levels of state. All these economic governance issues coupled with a shrinking economy saw rising unemployment especially among the youth, contributing to further disenfranchisement of this growing demographic¹⁶.

Residual Levers of Resilience and Peacebuilding Capacities

Despite the shared history and residual sources and causes of conflict, the Zimbabwean society has demonstrated a robust web of levers of resilience and vectors of social cohesion over the years. As the country now embarks through this strategy to reverse the legacies of a violent past and lay a foundation for a peaceful future, there will be need to leverage these resilience assets and position the residual capacities for an inclusive healing and reconciliation process.

These assets are embedded in religious, education, systems, faith and traditions, family and kinship ties, educated population, resilient private sector, adaptive population, dynamic civic community, progressive constitutional and legal framework, and multi-level efforts to peace and social cohesion through efforts by the government and civil society.

The Zimbabwean people remain well educated and deeply resilient both within the country and in the Diaspora. The private sector that has residual capacity and can tap into the base of human capital, coupled with a robust informal economy that has aided economic survival, has helped Zimbabweans organize their demands for economic access and rights and income from remittances. The informal sector remains a key driver of economic recovery and growth. Governance institutions through Chapter 12 Independent Commissions, oversight institutions (for example Parliament and the judiciary) and media provide an entry point for healing and reconciliation, as do traditional¹⁷ and religious leaders. Women remain a key actor for enhancing a society's social cohesion.

At the national level, there have been efforts to promote peace. Through Government-led development programmes with support from the United Nations (UN) and others, efforts have been made to lay a foundation for peace and social cohesion¹⁸. Provided for under Article VII of the Global Political Agreement (GPA) led to the establishment of the Organ on National Healing, Reconciliation and Integration (ONHRI) as a mechanism to advise on measures necessary and practicable “to achieve national healing, cohesion and unity in respect of victims of pre-and post-independence political conflicts¹⁹”. The ONHRI through national consultations put forward the Broad Policy Framework of the National Peace and Reconciliation Commission, whose objective was to institute an enabling environment to facilitate the development of mechanisms for dialogue amongst all Zimbabweans

towards peacebuilding. Over and above the broad policy frame, ONHRI provided a foundation for the NPRC's principles in the Constitution²⁰.

Civil society – women, labour, business, culture and arts, and youth groups- have over the years championed and facilitated community-based initiatives²¹. This includes faith-based organisations and traditional leaders. These initiatives have helped to ensure that prevention and mediation capacities are resident and service delivery is available at local levels, and they established and deepened citizen participation and social cohesion. Through peace outreach programmes and community-led conflict transformation and management programmes, local peace capacities have been established across the country. Efforts towards national visioning were also initiated at different levels of society, providing platforms for convergence and dialogue on key issues of national importance²². These mechanisms are vehicles and entry points that the NPRC will leverage and scale up in the delivery of its mandate. Civil society organisations' capacities in peace processes were also evident in the NPRC Bill making process, including their engagement with the Parliament and provision of inputs into the draft bill.

The Zimbabwean people remain well educated and deeply resilient both within the country and in the Diaspora

In conclusion, while the Zimbabwean past has been characterised by violent conflicts, the country is presented with an opportunity through the NPRC to carve out a new future. The individuals and institutions that have been working to promote peace and reconciliation at different levels of society throughout Zimbabwe and the key resilient qualities and skills

embedded within the people of Zimbabwe, provide a fertile foundation upon which the NPRC's work will rest. The strategic plan of NPRC therefore builds on the foundation established by these previous efforts to promote peace and reconciliation in the country, backed by clear policy and legal frameworks for peace and reconciliation provided for in the NPRC.

Section 3

Strategic Model

The NPRC's mandate and legal framework provide the foundation upon which the Commission unite Zimbabweans for sustainable peace by resolving violent conflicts of the past and preventing the recurrence in the future. This will be achieved by the NPRC performing the following 10 functions as outlined in Constitution Amendment (No.20) Act of 2013 Chapter 12, Part 6, Sections 253-253²³:

- a. to ensure post-conflict justice, healing and reconciliation;
- b. to develop and implement programmes to promote national healing, unity and cohesion in Zimbabwe and the peaceful resolution of disputes;
- c. to bring about national reconciliation by encouraging people to tell the truth about the past and facilitating the making of amends and the provision of justice;
- d. to develop procedures and institutions at national level to facilitate dialogue among political parties, communities, organisations and other groups, in order to prevent conflicts and disputes arising in the future;
- e. to develop programmes to ensure that persons subjected to persecution, torture and other forms of abuse receive rehabilitative treatment and support;
- f. to receive and consider complaints from the public and to take such action in regard to the complaints as it considers appropriate;
- g. to develop mechanisms for early detection of areas of potential conflicts and disputes, and to take appropriate preventive measures;
- h. to do anything incidental to the prevention of conflict and the promotion of peace;
- i. to conciliate and mediate disputes among communities, organisations, groups and individuals; and,
- j. to recommend legislation to ensure that assistance, including documentation, is rendered to persons affected by conflicts, pandemics or other circumstances.

Over the next five years, the NPRC has developed the following strategic model to guide the achievement of its constitutional mandate.

Vision

A peaceful Zimbabwe for all generations

Mission

Unite Zimbabweans for sustainable peace by developing mechanisms to peacefully resolve violent conflicts of the past and institutionalise approaches

for preventing their recurrence in the present and the future.

Shared Values

The NPRC's operations will be guided by the following values:

- 1. Confidentiality:** Ensuring trust, respect and protection of the information and documents entrusted to the NPRC by victims of violence. This is in respect to the victims' dignity and recognition of the need to redress the past and ensure a sustained peace for Zimbabwe.
- 2. Inclusivity:** Serving and encompassing Zimbabwean citizens with special recognition of the marginalised groups including women, youth and people with disabilities.
- 3. Ubuntu:** The African spirit of "togetherness" that embodies the essential human virtues, compassion and humanity that 'I am because we are'.
- 4. Transparency:** A commitment towards openness, honesty and accountability in the duties and responsibilities of the NPRC to the citizens of Zimbabwe.
- 5. Victim-Centred:** Providing support and opportunities and empowering affected individuals and communities as engaged participants in the peace and reconciliation process.

Guiding Principles

The four inter-linked guiding principles set a broad institutional philosophy that will guide the NPRC throughout the implementation of the strategy.

- 1. Independence of the NPRC:** The strategy in accordance with Section 235 of the Zimbabwe Constitution recognizes the independence of the NPRC and engrains it in the design and implementation of the programmatic priorities.
- 2. Inclusiveness, diversity and totality:** The design and implementation of this strategy will promote principles of diversity and inclusiveness by giving equitable opportunity to the citizens – both women and men, young and the elderly, able or those living with disabilities to participate effectively. In this regard, all Zimbabweans regardless of gender, age, race, faith, and abilities shall be included and will participate in the work and processes of the Commission. Section 9 of the NPRC Act requires the Commission to design a specific gender strategy to address the needs of women in conflict settings and the Commission acknowledges that people living with disabilities, especially those inflicted through conflict, must be mainstreamed in peace and reconciliation processes.
- 3. Constitutionalism:** The strategy is anchored on the Constitution of Zimbabwe and draws its mandate from the law and operational framework from General Regulations of the Commission. The implementation of the strategy will, at all times, support the partner institutions in a manner that engenders Constitutionalism through human rights approaches and gender-sensitive programming.
- 4. Local ownership and Do No Harm:** This strategy is premised on the guiding principle that any form of interventions or processes that involve the implementation of the NPRC’s mandate will be sensitive to the social, economic, psychological and political environment. The Commission’s programmes will also be locally owned and their design embrace a bottom-up approach to implementation. This bottom-up approach will be employed to ensure that communities and victims assist in designing strategies to bring healing and reconciliation. This will be guided by the following pay-off line: Peace for a better Zimbabwe translated as Runyararo; basa rako neni; and Ukuthula; ngumlandu wakho lami in Shona and Ndebele respectively.
- 5. Strategic partnerships and linkages:** NPRC will work closely with other key stakeholders including government agencies, civil society organisations, faith-based organisations and traditional leaders in order to leverage comparative advantages, ensure coordination of partnerships and share lessons that can enrich the delivery of their mandate in accordance with the NPRC Act.

Section 4

Overall Goals and Expected Outcomes

This strategic plan provides the vehicle through which the NPRC will deliver its mandate for the next five years. It is a framework for prioritising its responses to peace and reconciliation needs identified by Zimbabweans through stakeholder engagement and provincial consultation processes. This five-year strategic plan is therefore a collective wisdom of the people of Zimbabwe and provides a platform for

unifying the nation towards sustainable peace by resolving violent conflicts of the past and preventing their recurrence in the future. This plan is grounded in the local context as defined under Section 3 of this document and identifies the following four overall goals alongside specific outcome areas that will be articulated in subsequent sub-sections.

	OVERALL GOALS	EXPECTED OUTCOME
1	Reconciled, Healed and Cohesive Nation	Enabled processes and frameworks for addressing legacies of violent conflicts through inclusive healing efforts
2	Guarantee of Non-Recurrence	Positive and legal environment for peace
3	Capacities for Conflict Transformation	Improved architecture for conflict prevention at national and sub-national levels
4	Operationalised NPRC Structures	Enhanced national capacities for sustaining peace, healing and reconciliation

Outcome 1: Inclusive healing and reconciliation processes for addressing legacies of violent conflicts

This outcome envisages a process of reconstructing national narratives by unifying the country through dialogue on its shared history based on truth seeking and truth telling processes. Under this outcome area, community and national level dialogues will be catalysed through restorative conversations with the goal of working towards shared values, unlocking national pride and aspiration to build one nation and one Zimbabwe.

Expected Outputs

Output 1.1.1: Assistance rendered to persons affected by violent conflicts

The following indicators will be used as a measure to monitor progress and ensure the Commission is achieving the expected outputs:

- i. National truth seeking and truth telling programme paying attention to the conflict periods identified as being impactful during the national stakeholder consultative process. Approaches to be employed will be as provided for in the Constitution and NPRC Act and will include public hearings, complaints handling and investigations, research and documentation.

- i.
- ii. Victim Support Mechanism in place and operational. This mechanism will be informed by the outcomes of the truth telling process where the scope of needs and expected remedies by affected persons will be documented. The NPRC in adopting a victim-centered approach might not be able to pre-determine the remedies, but will be guided by the victims' perspectives in accordance with its constitutional mandate.
- iii. Number of victims that have been registered and assisted through the Victim Support Mechanism (disaggregated by sex, age, disability category and location).
- iv. Percentage of identified victims that have access to social services disaggregated by location, age, sex and disability category by the end of 2022.

Output 1.1.2: Strategy in place and operational for addressing gender-specific needs as per Section 9 of the NPRC Act

The following indicators will be used as a measure to monitor progress and ensure the Commission is achieving the expected outputs:

- i. Percentage of registered and assisted victims who are women (disaggregated by age, location and disability category). Interventions and assistance provided / recommended for women affected by violent conflicts – including survivors of sexual and gender-based violence - in accordance with Section 9 of the Act.
- ii. Number of women leading, facilitating and participating in peace and reconciliation processes.

Output 1.1.3: Programme on Nation and Cohesion Building developed and implemented

The following indicators will be used as a measure to monitor progress and ensure the Commission is achieving the expected outputs:

- i. Consolidated and independent report of Zimbabwean narratives on the country's history of conflict and experiences of resilience.

- ii. Systematic process of developing a Social Cohesion and Reconciliation Index informed by a shared understanding of critical drivers for healing, levers of resilience, qualities / responsibilities for citizens and leaders as agents for peace and development and imperatives for long term reconciliation and healing.
- iii. Number of consensus building dialogues convened in the provinces on the documented narratives as part of the broader reconciliation process.
- iv. Number of policy and legislative recommendations adopted by Parliament as outcomes of the consensus building and dialogue processes.

It is expected that by 2022, a social cohesion and reconciliation index will have been produced demonstrating the cumulative progress made in initiating healing and reconciliation efforts in affected areas. This will be undertaken through the Commission's thematic committees.

Outcome 2: Positive and Legal Environment for Peace

This outcome foresees the NPRC proactively engaged in policy research, analysis and dialogue with the goal of making recommendations for legislation to guarantee peaceful co-existence, sustained peace and non-recurrence of violence. In addition to policy and legislative analysis, the NPRC will also contribute to reform efforts by considering recommendations from the affected persons. This is in recognition that key aspect of non-recurrence is that the legal, policy and institutional arrangements have legitimacy and confidence of the (previously) affected persons. To achieve this outcome area, the NPRC will strengthen its linkages with the Parliament of Zimbabwe through respective Portfolio Committees, key line Ministries and departments, other Chapter 12 Independent Commissions, traditional leaders, the Culture and Arts Sectors, and working through the Victim Support Diversity and Gender Committee. For purposes of policy research, the NPRC will foster partnerships with academic institutions and policy think tanks in the country.

Expected Outputs

Output 2.1.1: Reviews and analysis of policies and legislation undermining efforts towards peaceful co-existence conducted and subjected to multi-stakeholder dialogue

The following indicators will be used as a measure to monitor and ensure the Commission is achieving the expected outputs:

- i. Number of gender and diversity sensitive policy related research, review and analysis commissioned and completed.
- ii. Policy related dialogues and consensus on key policy recommendations emanating from the analysis.

Output 2.1.2: Policy and legislative recommendations for peaceful co-existence in place.

The performance of the NPRC for this output area will be measured through:

- i. Percentage increase in recommended policies (alternative policies) and legislations which inform decision making on peace issues in Zimbabwe.
- ii. Number of policies and legislations analysed and reviewed for alignment to deliver the NPRC mandate.
- iii. It is expected that by 2022, a full report to Parliament and other state organs on legislative reforms needed and alternative policy recommendations to guarantee peaceful co-existence and non-recurrence of violence will be presented. Working through the Research and Knowledge Management Committee, the NPRC will have commissioned and completed policy-related research on key reform areas and enabled sustained dialogue around the same.

Outcome 3: Improved architecture for conflict prevention at national and sub-national levels

A Zimbabwe in which legacies of violent conflicts do not hold back communities and individuals from pursuing their future aspirations in unity is desirable. As such, reconciliation becomes a sustained value system and ultimate destination desired and sought by all, catalysed by the abilities of the sectoral leaders at national and sub-national levels to engage in sustained dialogue as a consensus building strategy. Ultimately it is hoped that after 5 years, Zimbabweans should be confident that the institutions, mechanisms and capacities for mediating differences and grievance are effective and responsive.

Expected Outputs

Output 3.1.1: Mechanisms for early detection of areas of potential conflicts and disputes established and operationalised to prevent their escalation into violence.

The following indicators will be used as a measure to monitor and ensure the Commission is achieving the expected outputs:

- i. A gender-sensitive conflict risk model designed, adopted and operational for tracking risk factors on a regular basis.
- ii. Percentage of reported conflict risk factors that are mitigated through gender response mechanisms at national and sub-national levels.

- iii. Confidence and trust building measures and preventative actions implemented to contribute towards peaceful and credible elections.

Output 3.1.2: Scaled up Alternative Dispute Resolution (ADR) and community-based platforms for resolving and preventing conflicts.

This will be measured through:

- i. Number of ADR and traditional platforms set up, strengthened and are functional in all ten provinces.
- ii. Database of Zimbabwean individuals, organisations and institutions providing mediative, conciliation and dialogue facilitation services.
- iii. Number of citizens accessing services through the ADR/traditional platforms disaggregated by sex, location, age, disability category and category of complaints.

In the short term, the NPRC through its Prevention and Non-Recurrence Committee and Sub-Committee on Conflict Early Warning and Early Response will contribute towards peaceful and credible elections in 2018 by engaging political parties on strategies to ensure tolerance; collaborating with key stakeholders (traditional leaders, security sector, women and youth) to reduce the likelihood of violent conflicts and mobilise for peace through nationwide campaigns and messaging on the need for tolerance.

By 2022, it is expected that there will be improved capacities for prevention of conflicts in the country through strengthened conflict transformation mechanisms. In addition, a decentralized and

integrated dashboard of conflict risk factors will have been developed and collaboratively being utilised under the coordination of the NPRC to mobilise timely response to conflict risks across the country.

Outcome 4: Enhanced national capacities for sustaining peace, healing and reconciliation

The NPRC as the apex body will facilitate the enhancement of human and institutional capacities to strengthen the national peace architecture.

Expected Outputs

Output 4.1.1: NPRC systems and structures, including secretariat and thematic committees, fully operational and functional.

The following indicators will be used as a measure to monitor and ensure the Commission is achieving the expected outputs:

- i. Number of systems, operational regulations, procedures, policies, guidelines and manuals developed to ensure effective delivery of its mandate.
- ii. Strategy for decentralising the operations of the NPRC.

- iii. Number of peacebuilding, healing and reconciliation programmes designed and implemented for impact by the NPRC.

Output 4.1.2: Partnerships and Resource Mobilisation Strategy developed and implemented.

The following indicators will be used as a measure to monitor and ensure the Commission is achieving the expected outputs:

- i. Number of sectoral partnerships complimenting / supporting NPRC's healing and reconciliation efforts.
- ii. Database of capacitated human resources available to support the NPRC in the delivery of its constitutional mandate.
- iii. Framework for coordinating partnerships and support towards healing and reconciliation efforts.

By 2019, the NPRC will be fully discharging its mandate as a functional institution with the requisite human capital, partnerships, efficient systems and processes, and adequate infrastructure. In addition, a partnership framework will be in place to provide feedback on results and impact of key programmatic areas, share best practices as stories of change for the peace architecture and translate these into actionable or measurable outcomes. The national capacities for

sustaining peace, healing and reconciliation will be enhanced through a fully functional NPRC that would directly and indirectly provide capacity building support to other national actors.

Section 5

Theory of Change and Strategic Pathway

Theory of Change

Towards this goal, **if** the National Peace and Reconciliation Commission (NPRC) shepherds the country to deal with its past by initiating inclusive healing processes **and** facilitates the enhancement of national and sub-national policy frameworks and

capacities for the management and transformation of conflict, **thereby** strengthening the peace architecture, **then** the country will be set on path of sustainable peace and long-term reconciliation.

Strategic Pathways

The NPRC will adopt and employ the following overarching pathways in the delivery of this five-year Strategic Plan.

- 1. Consensus building and dialogue:** By promoting and facilitating consensus building through dialogue, safe spaces will be established for engagement between citizens and their leaders to explore shared values, interests, visions and aims. This will form the basis for deepening relationships of trust, and contribute to increased citizens' participation – including women, youth and people with disabilities - in peace and nation building processes.
- 2. Truth telling:** The Commission in its efforts to bring about reconciliation will encourage citizens to tell the truth about the past. The truth about the past is key in efforts to restoring the social

fabric, maintaining peace, healing divisions and rifts between individuals and communities and most importantly preventing the recurrence of similar events. This will be undertaken through multiple approaches provided for in the Act, including research, hearings, complaints handling and investigations.

- 3. Mainstreaming cross-cutting approaches:** In executing its mandate, the Commission will mainstream cross-cutting principles of conflict-sensitive programming, human rights-based approach and gender equity. In an effort to mainstream cross-cutting approaches, specific interventions will be designed that allow for the participation of women, youth and persons living with disabilities in peace and reconciliation processes.

- 4. Legislative and policy analysis:** As a catalyst for peace, the Commission will invest in identifying key policy needs relevant for the promotion of cohesion and through sustained analysis and legislative recommendations that ensure assistance to people affected by conflict. This pathway will also recommend alternative policies that enable a peaceful environment and guarantee non-recurrence.
- 5. Institutional strengthening and capacity building:** The priority of this pathway will be to strengthen operational, institutional and human capacities of the NPRC and other national and community actors – notably traditional leaders- to design, implement and monitor long-term responses for peacebuilding, reconciliation and social cohesion.
- 6. Partnerships building:** The NPRC recognizes the active numerous peace actors especially at the community level. This shows existing and on-going projects, programmes and activities, which may already use the same strategies that the Commission might also employ. Therefore, the Commission will align partners around a unifying and multi-sectoral peace framework that sets harmonised benchmarks for the peace architecture. Much more broadly, the NPRC recognises the role

of the state and its organs, oversight institutions like Parliament and traditional and religious leaders in promoting peace and reconciliation.

- 7. Strategic Communications:** The priority of this pathway will be to develop and implement a robust communications strategy that fosters and enables dialogue, awareness, advocacy, engagement and participation by the citizens and peace actors in Zimbabwe. The Commission will therefore capture voices, stories and narratives of peace and reconciliation in Zimbabwe through its channels of engagements, partnerships and activities. This pathway will also seek to capture lessons that will leverage the nation's dialogue on peace and reconciliation.

These strategic pathways draw from the following key national and international strategies both in design and implementation. These include:

1. The Constitution of the Republic of Zimbabwe (2013) especially in its founding values and principles;
2. National Peace and Reconciliation Commission Act Chapter 10:32 that outlines the functions of the Commission;

3. National Peace and Reconciliation Commission General Regulation of 2018 that lays down the operational plan for the Commission;
4. Expected National Development Plan;
5. Sustainable Development Goals 5 and 16 that emphasize the centrality of peace and gender equality of the 2030 Agenda for Sustainable Development; and,
6. Zimbabwe's national youth and gender policies that position youth and women in the broader development trajectory of the country.

Section 6

Mechanism for delivering the Strategy and Internal NPRC SWOT Analysis

Mechanisms for Strategy Delivery

	STRUCTURE MECHANISMS SYSTEMS	ROLE IN DELIVERY OF THE STRATEGY
1	Constitution of Zimbabwe	The Constitution establishes the NPRC, bestows upon it a mandate through its 10 functions, and defines its reporting and operational responsibilities.
2	NPRC Act	The NPRC Act provides the statutory framework that operationalises the Commission. Through the Act, the scope of its work is defined, as is the role of various components of the Commission in accordance with its functions.
3	NPRC General Regulations	General Regulations provide the framework through which the operational aspects of the Commission are implemented. It draws from the Constitution and the Act.
4	National Peace and Reconciliation Commission (Commissioners)	Under the leadership of the Chair, the Commission is the apex policy body. It oversees the operations of the Commission in accordance with the Act and drawing mandate from the Constitution.
5	NPRC Secretariat	Under the leadership of the Executive Secretary, the Secretariat is mandated to lead the development of annual work plans for effective implementation of the strategy. The Secretariat is the operational arm of the Commission.
6	NPRC External Committees	Four external committees ²⁴ serve as multi-stakeholder platforms for the Commission providing advisory support to the NPRC in accordance to the Act and Regulations.

7	NPRC Internal Committees	Three internal committees ²⁵ play a supportive role to the Secretariat on issues of complaints handling, finance and administration and resource mobilisation.
8	Key Policies, Guidelines, Procedures and Strategies	The operations of the NPRC will be guided by well-developed general regulations, policies and procedures, the strategic plan and accompanying work plans. Specific guidelines, systems and protocols will also be developed to ensure inclusive and effective delivery of respective mandates.
9	NPRC asset base	This strategy will rest on the NPRC's asset base. These assets include: Human Resources, Material Resources and Financial Resources.

Internal SWOT Analysis

The process of implementing this strategic plan will depend largely on how the NPRC leverages its endowed strengths and opportunities. This section identifies some of these strengths and opportunities as vehicles for overcoming the perceived weaknesses, followed by an external risk assessment and

proposed mitigation plan. It is vital to note that the risk assessment focuses on the context within which the NPRC operates and the possible impact on the Commission. A risk mitigation plan deals with what the NPRC has no control over.

STRENGTHS	<ol style="list-style-type: none"> 1. Functions and mandate of the NPRC are enshrined in the Constitution. 2. While mandate is expansive, it provides latitude for the NPRC to lay a lasting foundation for Peace in the country. 3. Independence of the NPRC, given the magnitude of the NPRC Mandate. 4. Full commission possess complementary skills, with its gender balance and generational spread. 5. NPRC Act, Regulations, organisational policies and procedures are in place. 6. Stakeholder inventory has been developed and there is evidence of commitment for support. 7. Draft Conflict Map has been developed by the NPRC as part of ongoing effort to understand the context. 8. Preparatory work through capacity building laid a firm foundation for the NPRC. 9. Confidence and trust have been increased through the bottom-up approach to strategic planning. 10. Technical and catalytic financial support provided by the UN. 	<ol style="list-style-type: none"> 1. Lack of Secretariat. 2. Inadequate financial, material and human resources. 3. Limited lifespan of the NPRC – 10 years perceived as inadequate. 	WEAKNESSES
<ol style="list-style-type: none"> 1. NPRC comes into the peacebuilding space with an opportunity to tap into and build upon ongoing peace building initiatives. 2. Had a good starting base from the ONHRI and other nationally led processes. 3. NPRC comes at a time when there are ongoing efforts to align legislation to the Constitution. 4. Evidence of expanded political space and appetite for healing and reconciliation. 5. Constitution with a Bill of Rights enshrined in it, including those of women. 6. Effectiveness of the Parliamentary Legal Committee and other Committees of Parliament in playing oversight role. 7. High social goodwill from Zimbabweans. 8. Positive signals from the Government on support to Peace and Reconciliation. 			
OPPORTUNITIES			

Risks and Risks Mitigation Plan

#	Risk and Risk Description	Implications should Risk Manifest	Type of Risk & Risk Level	Risk Owner	Proposed Mitigation Measures / Management Response	Status Update (Including new Risk Level)
<p>Type of Risk: Environmental; Financial; Operational; Organisational; Political; Regulatory; Strategic; Other.</p> <p>Risk Level: 1=Very Low 2=Low 3= Moderate 4= High 5=Highest</p> <p>Risk Owner: Chair, Deputy Chair, Executive Secretary</p>						
1	<p>Expansive and Complex Mandate</p> <p>a. Limited time-frame within which to discharge the expansive and complex mandate</p> <p>b. Heightened and unrealistic expectations across board on the NPRC;</p> <p>c. Re-traumatisation emanating from truth telling process; and</p> <p>d. Dilemma associated with the Justice and Peace Nexus</p> <p>traumatisation emanating from truth telling process; and</p> <p>d. Dilemma associated with the Justice and Peace Nexus</p>	<p>Causing more harm than good and further polarising the nation.</p> <p>When level of ambition does not meet with the level of investment (<i>financial, time and political will</i>), this can lead to unfulfilled expectations.</p> <p>If the expectations are not met, this could lead to frustration and lack of confidence in the Commission.</p> <p>By losing confidence, citizens might dismiss the Commission and the process as worthless .</p>	<p>Political / Environmental (External)</p> <p>Risk Level:3</p>	<p>NPRC Chairperson / Deputy Chairperson</p>	<p>An institution that emerges without precedence yet mandated with enormous morally symbolic functions runs the risks of falling into a ‘power trap’ with existing amnesties / pardons /</p> <p>a. Prioritise and make strategic decisions on what to focus on given the risk of minimal resources and time frame;</p> <p>b. A detailed inclusive strategy(s) for Partnerships with key stakeholders in the field of Peace Building and Reconciliation. This will leverage the expertise, resources, knowledge, skills and ongoing efforts by Faith based organisations (FBOs) and civil society organisations (CSOs). (<i>Adopting a Peace Architecture Approach</i>);</p> <p>c. A clear prioritisation strategy on what is achievable within the given timeframe on the basis of inclusive stakeholder engagement processes; and</p> <p>d. Recruit Senior Staff especially the Executive Secretary and department heads, prepare its Strategic Plan and Action Plans to guide its work.</p>	

#	Risk and Risk Description	Implications should Risk Manifest	Type of Risk & Risk Level	Risk Owner	Proposed Mitigation Measures / Management Response	Status Update (Including new Risk Level)
2	<p>Limited confidence and trust in the National Peace and Reconciliation Process</p> <p>The process / outcome is perceived by the citizens to be pre-determined;</p> <p>The process is perceived by the citizens to be blind to needs and priorities of the victims; and</p> <p>The Commission is perceived to lack the independence and integrity needed to resist internal and external pressures.</p>	<p>A high likelihood that citizens will not TRUST the process and abstain from participating.</p> <p>This could lead to the NPRC losing its credibility, and hence fail to access the cooperation it needs to conduct its work.</p> <p>Should this risk manifest, the nation could miss the opportunity to break the cycle of violence, deal with its past and lay a foundation for long term peace.</p>	<p>Political <i>(External)</i></p> <p>Organisational <i>(Internal)</i></p> <p>Risk Level: 2</p>	<p>NPRC Chairperson, Deputy Chairperson, Commissioners Responsible for External Committees</p>	<p>Invest in confidence and trust building measures through deliberate stakeholder and citizen engagement at every stage of the National Peace and Reconciliation Process. The approach will adopt vertical advocacy on one hand and confidence building processes on the other.</p> <p>Confidence Building Measures:</p> <p>a. High-level strategic engagement with sectoral leaders to raise awareness on the mandate of the NPRC;</p> <p>b. Strategic partnerships with Religious Leaders, Civil Society, Traditional Leaders, Institutions of Learning, the Media and the UN in designing and implementing confidence and trust building measures around the work of the NPRC; and</p> <p>c. Strategic planning and implementation process that is informed by citizen input and stakeholder participation.</p> <p>Continuous capacity enhancement of the Commissioners and Staff</p> <p>a. The goal is to ensure that the NPRC continues to be a learning institution;</p> <p>b. Efforts through sustained collaboration with technical partners like the UN and others to ensure sustained intellectual and organizational competencies of the NPRC and its Secretariat will be key; and</p> <p>c. Sustained leverage of technical assistance and advisory support from the UN and other specialised agencies to augment Secretariat expertise.</p>	

#	Risk and Risk Description	Implications should Risk Manifest	Type of Risk & Risk Level	Risk Owner	Proposed Mitigation Measures / Management Response	Status Update (Including new Risk Level)
	<p>Unrealistic Expectations</p> <p>Unrealistic expectations that often accompany Peace and Reconciliation Commissions.</p> <p>The expectations are high that the NPRC will resolve all the needs and urgent demands of populations – especially the victims of violence.</p>	<p>Citizens perceive that the NPRC will meet the country's peace building needs;</p> <p>Unrealistic expectations will most likely lead to unfulfilled needs contributing to growing mistrust and frustration and public disappointment and therefore dismissal of the process.</p>	<p>Environmental (External)</p> <p>Risk Level: 3</p>	<p>NPRC Chairperson, Deputy Chairperson and the Executive Secretary</p>	<p>Manage expectations through transparent dialogue, effective communication, clear messaging on mandate and clear programmatic deliverables.</p> <p>Outreach and National Awareness Raising</p> <p>a. Visibility and Communication strategy and implementation Plan as part of the Outreach and Awareness Raising Campaign will be developed.</p> <p>b. Outreach and Awareness campaign will:</p> <p>i. Enhance the understanding by stakeholders, citizens on the mandate of the NPRC, its functions and expected contribution to the broader Peace Building Ecosystem;</p> <p>ii. Seek to dispel any myths by stakeholders on what the NPRC can or cannot do; and</p> <p>iii. Provide the NPRC with the opportunity to appreciate the priority needs of stakeholders and citizens in as far as its mandate is concerned.</p> <p>Partnership Strategy with Critical Stakeholders:</p> <p>The Commission will develop and implement a Partnership Framework which will collaboratively leverage strategic Stakeholders including the Government, Faith-Based Organisations, Traditional Leaders, Civil Society Organisations, Academia, Private Sector among others to support the implementation of its mandate</p>	

#	Risk and Risk Description	Implications should Risk Manifest	Type of Risk & Risk Level	Risk Owner	Proposed Mitigation Measures / Management Response	Status Update (Including new Risk Level)
	<p>Politicisation of the National Peace and Reconciliation Process</p> <p>Risk of perceived interference by the Executive;</p> <p>Polarisation within Communities;</p> <p>Factional politics in key political parties and fissures along tribal / ethnic lines; and</p> <p>Impending harmonised election with rising risk factors for violence.</p>	<p>Peace and Reconciliation is a key component of the governance and political architecture of any country.</p> <p>Should such a process be politicised, then the risks of not meeting the overall goals and objectives of the reconciliation agenda will be high.</p> <p>Politicisation of the process could lead to delays in the operationalisation of the NPRC (on the basis of competing political interests).</p> <p>Politicisation could lead to the reconciliation process degenerating into an elitist, ethnic, regional or political rather than a national process.</p> <p>In turn, this could do more harm than good to the societal fabric (as this could further polarise the nation)</p>	<p>Environmental / Political (External)</p> <p>Risk Level: 3</p>	NPRC Chairperson	<p>To ensure that the NPRC is sensitive to the prevailing local context and mitigate the risks of the process being politicised:</p> <p>A Phased-Approach where:</p> <ol style="list-style-type: none"> i. Detailed national Situational Analysis (that integrates a Conflict Mapping (historical, current and emerging); Capacities for Prevention and Peace Building and Residual Risk Factors (Structural and Background on Conflict); ii. This is followed by a national dialogue on Reconciliation where the findings and outcomes of the Situational analysis is presented and in consultation with stakeholders support the process of inputting into the Strategic Plan for the NPRC. This will assist in: <ol style="list-style-type: none"> a. Determining the levels of reconciliations (e.g. National Level / Political and Local); and b. Determining the nature of Partnerships that the NPRC should enter into to support a multi-level approach to reconciliation. iii. Outreach, Sensitization and Awareness Raising campaign on the agreed National Peace and Reconciliation Process is initiated; and iv. Sustained high-level engagement, advocacy and accompaniment with the political elite for continued good will to the process (Partnerships with the private sector, the UN). 	

#	Risk and Risk Description	Implications should Risk Manifest	Type of Risk & Risk Level	Risk Owner	Proposed Mitigation Measures / Management Response	Status Update (Including new Risk Level)
	<p>Funding and Resource Constraints</p> <p>Government failing to avail required resources for effective functioning of the Commission; and</p> <p>Potential donor countries adopting 'a wait and see attitude' and not financing the Commission</p>	<p>The good efforts of the Commission to effectively deliver on their mandate will be undermined;</p> <p>Inability of the Commission to attract competent and high calibre staff to the Secretariat (especially the post of the Executive Secretary);</p> <p>NPRC outreach to communities will be limited;</p> <p>Given that this is a time-bound commission, insufficient resources could see the time lapsing without the Commission performing its core mandate; and</p> <p>This might then lead to further frustrations among the citizens, weakening the confidence and trust in the process and hinder ability to deliver</p>	<p>Organisational (Internal)</p> <p>Risk Level: 3</p>	<p>NPRC Chairperson, Executive Secretary and Committee for Partnerships and Resource Mobilisation</p>	<p>A key foundation for Resource Mobilisation is the need to develop a result-oriented / impact driven Strategic Plan (with clearly defined and rationalised interventions). The Commission will initiate a strategic planning process to achieve this goal;</p> <p>A robust Partnerships and Resource Mobilisation Strategy targeting both traditional (Government) as well as Private Sector engagement / Parallel Technical Partnerships / Crowd-Sourcing and Community Resource Mobilisations for Hearings and Truth Telling Process / Strategic Partnerships with vetted partners (Civil Society, Churches, Academia) in the work of the Commission; and</p> <p>Strategic engagement and advocacy with key partners especially the UN through basket Peace and Reconciliation Fund to mitigate risk of Government and 'unfriendly' development partners.</p>	

Annexes

Annex 1: Results and Resources Framework (RRF)

MISSION: To UNITE Zimbabweans for sustainable peace by RESOLVING violent conflicts of the past and PREVENTING recurrence in the Future			
RESULTS	PERFORMANCE INDICATORS	MEANS OF VERIFICATION	RESOURCE NEEDS & BUDGET PROJECTION [2018-2022]
OUTCOME 1: Inclusive healing and reconciliation processes for addressing legacies of violent conflicts			USD\$ 3.500.000
Output 1.1.1: Assistance rendered to persons affected by violent conflicts	<p>1.1.1.1. A Victim Support Mechanism in place and operational Baseline (2018): <i>No Victim Support Mechanism</i> Target (2022): <i>A Victim Support Mechanism set up with operational structures</i></p> <p>1.1.1.2. Number of victims that have been registered and assisted through Victim Support Mechanism (disaggregated by sex, age, disability category and location) <i>(Recommend that a mapping of data sources to inform the baseline and targets is undertaken, also need to define the yearly milestones)</i></p> <p>1.1.1.3. Percentage of identified victims that have access to social services disaggregated by age, location, sex and disability category by the end of 2022</p> <p>1.1.1.4. National truth seeking and truth telling programme using approaches (Outreach and awareness raising, public hearings, complaints handling and investigations, research and documentation) provided for in the constitution and the NPRC Act.</p>	<p>Victim Support, Gender and Diversity Committee Reports</p> <p>Complaints Handling and Investigations Committee Reports</p> <p>Healing and Reconciliation Committee Reports</p> <p>Parliament of Zimbabwe Portfolio Committee (Legal, Justice, Peace and Security) Progress Reports</p> <p>Output Reporting System Progress Report</p> <p>CSOs and Stakeholder Reports</p>	<p>Human Resource Needs: Costs related to critical NPRC staff (Victim support, Complaints Handling, Research Officer); Resource persons to support the NPRC in the design and roll out of victim support mechanism, Gender-response system; NPRC referral system; Complaints handling system, Information management system, design of truth telling and truth seeking programme</p> <p>Activity Related Costs: Costs for setting up, orientation, capacity enhancement and implementing activities within the Victim Support, Diversity and Gender Committee; Complaints Handling Committee; Research and Documentation Committee; Healing and Reconciliation Committee</p> <p>Monitoring and Evaluation Costs: Costs associated with tracking and systematic documentation of the effectiveness of designed systems</p>

MISSION: To UNITE Zimbabweans for sustainable peace by RESOLVING violent conflicts of the past and PREVENTING recurrence in the Future			
RESULTS	PERFORMANCE INDICATORS	MEANS OF VERIFICATION	RESOURCE NEEDS & BUDGET PROJECTION [2018-2022]
Output 1.1.2. Strategy in place and operational for addressing gender-specific needs as per Section 9 of the NPRC Act	<p>1.1.2.1. Percentage of registered and assisted victims who are women (disaggregated by age, location and disability category)</p> <p>1.1.2.2. Interventions and assistance-including those of sexual crimes provided/recommended for women affected by violent conflicts in accordance with Section 9 of the Act</p> <p>1.1.2.3. Number of women leading, facilitating and participating in peace and reconciliation processes</p>	<p>Victim Support, Gender and Diversity Committee Report</p> <p>NPRC Reports</p> <p>Reports from the Complaints Handling System</p> <p>Output Database</p> <p>CSOs and Stakeholder Progress Reports</p>	
Output 1.1.3. Programme on Nation and Cohesion Building developed and implemented	<p>1.1.3.1. Consolidated and independent report of Zimbabwe Narratives on the country's history of conflict and experiences of resilience</p> <p>1.1.3.2. Systematic process of developing a Social Cohesion and Reconciliation Index informed by a shared understanding of critical drivers for healing, levers of resilience, qualities/responsibilities for citizens and leaders as agents for peace and development and imperatives for long term reconciliation and healing.</p> <p>1.1.3.3. Consensus building dialogues convened around the provinces on the documented narratives as part of the broader reconciliation process</p> <p>1.1.3.4. Policy and legislative recommendations adopted by Parliament as outcomes of the consensus building and dialogue processes.</p>	<p>Research and Knowledge Management Committee Reports</p> <p>Prevention and Non-Recurrence Committee Reports</p> <p>NPRC Progress Reports</p> <p>Parliament of Zimbabwe Reports, Media Reports, Women and Gender Portfolio Committee, Women Parliamentary Caucus, Ministry of Gender Reports, CSOs and non-state actors reports</p>	

MISSION: To UNITE Zimbabweans for sustainable peace by RESOLVING violent conflicts of the past and PREVENTING recurrence in the Future			
RESULTS	PERFORMANCE INDICATORS	MEANS OF VERIFICATION	RESOURCE NEEDS & BUDGET PROJECTION [2018-2022]
OUTCOME 2: Positive Policy and Legal Environment for Peace			USD\$ 2.000.000
Output 2.1.1. Review, analysis and advocacy for policies and legislation towards peaceful co-existence conducted and subjected to multi-stakeholder dialogue	2.1.1.1. The number of gender and diversity sensitive policy related research, review and analysis commissioned	NPRC and Stakeholder Reports Research and Knowledge Management Committee Reports	Human Resources: Staff related costs for the NPRC legal and policy advisor; Resource persons to enhance legislative and policy analysis to the NPRC Activity Related Costs: Supporting all the 4 thematic Committee activities to undertake research, carry out policy analysis, convene dialogue sessions and advocate for policy and legal recommendations.
	2.1.1.2. Outcomes of policy related dialogues and consensus on key policy recommendations emanating from the analysis.	Gazetting of Bills Proceedings from Public Hearings Parliament of Zimbabwe Hansard	
Output 2.1.2: Policy and legislative recommendations for peaceful co-existence in place.	2.1.2.1. Percentage increase in recommended policies (alternative policy) and legislation which inform decision making on peace issues in Zimbabwe 2.1.2.2. Number of policies and legislation analysed and reviewed for alignment to deliver the NPRC mandate.	Parliament of Zimbabwe Reports; NPRC Annual Reports	Evaluation and Monitoring Costs: Assessing effectiveness of systems, production and dissemination of impact reports

MISSION: To UNITE Zimbabweans for sustainable peace by RESOLVING violent conflicts of the past and PREVENTING recurrence in the Future			
RESULTS	PERFORMANCE INDICATORS	MEANS OF VERIFICATION	RESOURCE NEEDS & BUDGET PROJECTION [2018-2022]
OUTCOME 3: Improved architecture for conflict prevention at national and sub-national Levels			USD\$ 2.500.000
Output 3.1.1 Mechanisms for early detection of areas of potential conflicts and disputes established and operationalised to prevent their escalation into violence.	3.1.1.1. A gender-sensitive conflict risk model designed, adopted and operational for tracking risk factors on a regular basis	NPRC and Stakeholder reports	Human Resources: Technical expertise in the design and roll out of the CEWER and ADR Strategy; Costs related to responsible staff under the Peacebuilding Conflict Prevention department Related Activity Costs: Supporting the implementation of key activities (including capacity enhancement efforts, Research and documentation, multi-level dialogue platforms) defined in the Prevention and Non-Recurrence Committee that will oversee the CEWER System and scale up the delivery of alternative dispute resolution services. Evaluation and Monitoring Costs: Assessing effectiveness of systems, production and dissemination of impact reports
	3.1.1.2. 70% of the reported conflict risk factors being mitigated through gender response mechanisms at national and sub-national levels	Victim Support, Gender and Diversity Committee Reports Gender Commission Reports	
3.1.1.3. Confidence building measures and preventative actions implemented to contribute towards peaceful co-existence and tolerance	NPRC Prevention and Non-Recurrence Committee Reports Parliament of Zimbabwe Reports Partner Reports NPRC Reports		
Output 3.1.2. Enhanced capacities of community mechanisms (including traditional systems, religious beliefs etc) for resolving and preventing conflicts	3.1.2.1. Number of positive community mechanisms (including traditional systems, religious etc) are functional across the 10 provinces	Prevention and Non-Recurrence Committee Reports	
	3.1.2.2. Database of Zimbabwean individuals, organisations and institutions providing mediative, conciliation and dialogue facilitation services(disaggregated by sex, location age, disability category)	Traditional Leaders Court Reports CSOs and other Stakeholder Reports	
	3.1.2.3. Number of citizens accessing services through the Alternative Dispute Resolution (ADR)/traditional platforms disaggregated by sex, location age, disability category and category of complaints)	Dispute Case Management System NPRC Progress Reports Parliament of Zimbabwe Reports	

MISSION: To UNITE Zimbabweans for sustainable peace by RESOLVING violent conflicts of the past and PREVENTING recurrence in the Future			
RESULTS	PERFORMANCE INDICATORS	MEANS OF VERIFICATION	RESOURCE NEEDS & BUDGET PROJECTION [2018-2022]
OUTCOME 4: Enhanced national capacities for sustaining peace, healing and reconciliation			USD\$ 2.000.000
<p>Output 4.1.1. NPRC systems and structures (including its Secretariat and thematic committees) fully operational and functional</p>	<p>4.1.1.1.Peacebuilding, healing and reconciliation programmes designed and implemented for impact by the NPRC</p> <p>4.1.1.2.Strategy for decentralisation the operations of the NPRC</p> <p>4.1.1.3. Systems, operational regulations, procedures, policies, guidelines and manuals developed to ensure effective delivery of its mandate.</p>	<p>NPRC Annual Progress Reports</p> <p>Finance, Administration and Human Resources Committee Reports</p> <p>Reports from Parliament</p> <p>Stakeholder Progress Reports</p>	<p>Office Setup and Operational costs: Rentals, Communication Equipment, Furniture, Equipment (computers and servers), Maintenance, Utilities, Project Vehicles (2 for Each Committee)</p> <p>Human Resources: Staffing Costs as per the agreed Organogram</p> <p>Organisational Systems: Design of systems, Policies and implementation of procedures (e.g. Audit)</p> <p>Operational Costs: design and operationalisation of the NPRC decentralisation strategy and Thematic Committees respectively</p>
<p>Output 4.1.2. Partnership and Resource Mobilisation Strategy developed and implemented</p>	<p>4.1.2.1. Number of sectoral partnerships complimenting / supporting NPRC's healing and reconciliation efforts;</p> <p>4.1.2.2. Database of capacitated human resources available to support the NPRC in the delivery of its constitutional mandate</p> <p>4.1.2.3. Framework for coordinating partnerships and support towards healing and reconciliation efforts.</p>	<p>Partnerships and Resource Mobilisation Committee Reports</p> <p>Evidence from MoUs between NPRC and collaborating Partners</p> <p>Reports from Stakeholders</p> <p>Collaborative Partnerships</p>	<p>Human Resource Costs: Technical expertise to support the design of the partnership and resource mobilisation strategy; Staff time for the NPRC Partnerships and Resource Mobilisation Officer</p> <p>Activity Costs: Activities related to resource mobilisation e.g. partnerships round-tables</p>

Endnotes

- ¹ 24th November 2017 inaugural speech His Excellency the President; Budget Statement; National People's Convention Declaration
- ² The Role of Culture and Arts in the Promotion of Peace, Reconciliation and Social Cohesion in Zimbabwe (Culture of Zimbabwe Trust, 2015)
- ³ For example the Universal Period Review Programme
- ⁴ The Maseru Declaration on a Framework for Peaceful Development in Southern Africa (September 2013)
- ⁵ Progress made by Zimbabwe in implementing the Maseru Declaration; Zimbabwe on the AU's Peace and Security Council, Zimbabwe's Position Paper on SDGs; Progress made on implementing UPR Recommendations and ongoing re-engagement efforts
- ⁶ Constitution of Zimbabwe
- ⁷ Zimbabwe Heads of Christian Denominations – (2006) Zimbabwe We Want Document
- ⁸ Outcome of the NPRC Provincial Consultations (2018); Section VII of the GPA; ZHOCD Zimbabwe We Want Document
- ⁹ CCSF (2011): Towards a Framework for National Healing and Reconciliation in Zimbabwe
- ¹⁰ Stakeholder reflections during the NPRC Validation Conference on the aftermath of the Feb-March 2018 Provincial Consultations
- ¹¹ Outcomes of NPRC Provincial Consultations (2018)
- ¹² Outcome Report NPRC Provincial Consultations (2018); Draft NPRC Conflict Map (2018); Article VII Global Political Agreement (2009); OHNRI Report (2012)
- ¹³ Insert NPRC Conflict Map; Heal Zimbabwe Conflict Map, History of conflict project
- ¹⁴ Findings from the NPRC Provincial Consultations (2018), Heal Zimbabwe, Baseline Study Report on the Peace and Reconciliation Process in Zimbabwe (2017), NTJWG Annual Report 2017
- ¹⁵ Outcome of NPRC Provincial Consultations (2018)
- ¹⁶ Outcomes of NPRC Provincial Consultations (2018)
- ¹⁷ Constitution of Zimbabwe- Section 282 (e)
- ¹⁸ Government of Zimbabwe led Support to Peace Building Programmes within the ZUNDAF (2002-2016).
- ¹⁹ Article VII, Global Political Agreement
- ²⁰ The Zimbabwe National Policy Framework for Peace and Reconciliation (2012): Organ for National Healing, Reconciliation and Integration (ONHRI)
- ²¹ Centre for Conflict Management and Transformation (CCMT): Mapping Peace Initiatives in Zimbabwe (2013)
- ²² Key visioning processes have included COPAC, the Zimbabwe We Want Process; The Great Zimbabwe Scenarios Process; The National People's Convention Process among others
- ²³ Constitution of Zimbabwe
- ²⁴ The NPRC Committees include: Victim Support, Gender and Diversity; Prevention and Non-Recurrence; Healing and Reconciliation; and Research and Knowledge Management
- ²⁵ NPRC Internal Committees include: Complaints Handling and Investigations; Resource Mobilisation and Partnerships; and Finance, Human Resources and Administration Committee



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