



# **NATIONAL PEACE AND RECONCILIATION COMMISSION**

## **ANNUAL REPORT 2018**

Transitioning Zimbabwe From A Conflictual Past To A Sustainable,  
Harmonious And Peaceful Society Through Generation



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## FOREWORD



*The Chairperson: Rtd Justice Selo M Nare*

The Constitution of Zimbabwe Amendment (No. 20) Act 2013, Section 323 requires the National Peace and Reconciliation Commission to submit to Parliament an annual report through the responsible Minister on its operations and activities during the preceding financial year.

It is in this view that I hereby submit the 2018 NPRC Annual Report covering the period from 1 January to 31 December 2018, reflecting on the major milestones and limitations recorded by the Commission.

During the reporting period, the National Peace and Reconciliation Commission had a new Chairperson appointed in March 2018. The Commission participated in conflict prevention and peacebuilding activities before, during and after the harmonised elections held in July 2018. The Commission managed to have twenty-one of the twenty- three presidential candidates to sign the Peace Pledge in which they committed to conduct themselves peacefully before, during and after the elections. This period contributed to the peace that prevailed across the nation during the election season. The Commission also participated in dialogue facilitation following the violent 1 August 2018 demonstrations and shootings resulting in the restoration of peace and calm in the country.

The Commission launched its five-year strategic plan for the period 2018-2022 in the month of October 2018 and implementation of that strategy is currently ongoing. The NPRC moved into its rented offices in November 2018 and outstanding is the purchase of furniture and equipment to make the place fully usable.

The Commission obtained Treasury concurrence in October 2018 which authorised it to recruit 32 personnel. A substantive Executive Secretary was appointed in December 2018. The process of recruiting the remaining 31 staff members is ongoing.

The Commission is indebted to the Office of the President and Cabinet for seconding staff members who provided administrative support to the Commission from January to December 2018. Furthermore, government is commended for all the support it rendered directly and indirectly through its partnership with the United Nations that provided support to the NPRC under the ZUNDAF program facilitated by UNDP.

I wish further to thank the generality of Zimbabweans for cooperating with the NPRC and for appreciating the cumbersome work of setting up institutional mechanisms that will enable us to deliver services efficiently and effectively.

In conclusion, I wish to take this opportunity to express my profound gratitude to fellow Commissioners, for performing tasks and responsibilities with zeal, professionalism and endurance.

A handwritten signature in black ink, appearing to read 'S. Nare'.

**Retired Justice Selo Masole Nare**

**Chairperson, National Peace and Reconciliation Commission**



## **EXECUTIVE SUMMARY**

The National Peace and Reconciliation Commission (NPRC) is one of the five Independent Commissions supporting democracy. It was established in terms of **Chapter 12, Part 6, and Section 251 of the Constitution of Zimbabwe** Amendment (No. 20) Act, 2013. It was operationalised through the promulgation of the National Peace and Reconciliation Commission, Act (Chapter 10:32). This is the Inaugural Annual Report of the NPRC.

### **Members of the National Peace and Reconciliation Commission**

The NPRC has nine Commissioners, four females and five males. Seven of the eight Commissioners were sworn into office on 24 February 2016 whilst the eighth was sworn in on the 7<sup>th</sup> July 2016. The current Chairman, Retired Justice Selo Masole Nare was appointed on 1 March 2018. He replaced Advocate Cyril Ndebele who passed away in October 2016. The appointment of the current Chairperson consolidated the structure of the Commission.

### **Organisational Profile**

The NPRC has ten core functions which are contained in Section 252 of the Constitution of Zimbabwe, Amendment (No. 20) Act, 2013. It also has additional functions which are provided for in Section 3(2) (a) – (d) of the National Peace and Reconciliation Commission Act, (Chapter 10:32) No. 11 of 2017.

### **Vision and Mission**

The Commission is guided by its vision of ‘A Peaceful Zimbabwe for all Generations.’ Its mission is to 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 work of the Commission in 2018 was guided by its values which are:

- Confidentiality;
- Inclusivity;
- Ubuntu;
- Transparency; and
- Victim Centredness.



## **Achievements of the NPRC in 2018**

The following key legislative and policy frameworks were passed into law in 2018 and these gave impetus to the work of the Commission:

- National Peace and Reconciliation Commission, Act (Chapter 10:32) No. 11 of 2017.
- National Peace and Reconciliation Commission Regulations, 2018 (Statutory Instrument 90 of 2018).
- National Peace and Reconciliation Commission's Five Year Strategic Plan (2018 – 2022).
- Government's Transitional Stabilisation Programme (TSP)

## **Setting Up of Thematic Committees**

The NPRC, acting in terms of Section 8(1) of the First Schedule to the NPRC Act which says 'the Commission may establish one or more committees in which it may vest any of its functions as it considers appropriate,' successfully developed Terms of Reference for seven Thematic Committees in consultation with its Stakeholders. These Committees are divided into three Internal and four External Committees. The concept of Thematic Committees was adopted in order to ensure that all conflict themes are dealt with and that they receive maximum attention. Internal Committees were set up for support services and are only open to members and staff of the Commission while External Committees draw the bulk of their membership from experts representing various stakeholders outside the Commission.

## **The NPRC and Election Related Activities**

Elections by their very nature are high contestations for power and they often create increased tensions and conflicts among political actors, their supporters and members. Acting in terms of its mandate under function (h) which obligates the Commission to do anything to promote peace and prevent violence, the Commission put in place an Integrated Elections Strategy, aimed at supporting efforts geared towards inclusive prevention of conflict in order to promote lasting peace in the country.

The Commission successfully contributed towards peaceful 2018 elections in Zimbabwe by embarking on the following activities:

- Early Warning and Early Response Roundtable;
- Political Parties Dialogue leading to the signing of Peace Pledges at national and all provincial levels;
- Peace campaigns through road shows and Peace Caravans in all the 10 provinces;
- Election Observation;
- Dialogue

## **Elections Observation**

The NPRC closely followed the election process by deploying its Commissioners to the country's ten provinces with a view to observe the conduct of the elections, assess areas of potential conflict and bring any irregularities in the conduct of elections to the Zimbabwe Electoral Commission (ZEC).

## **NPRC Engagements with Traditional Leaders**

The NPRC having appreciated the important role traditional leaders have played and continue to play in reconciling communities and creating a culture of peace in the communities made a strategic decision to engage traditional leaders with a view to facilitating a consultative process towards a shared agenda and vision for peace and reconciliation in Zimbabwe. The engagements were very successful as they revealed the need for the NPRC to understand how traditional leaders have been using their knowledge and skills to resolve conflicts in the communities. Both also agreed to collaborate on how to deal with conflict issues that arise during the election periods and beyond.

## **Challenges**

Despite notable progress made in 2018, the Commission faced challenges. These include inadequate support in terms of funding for Commission work and lack of mobility for the Commission, limited timeframes in some of the programs that it participated in especially those around election monitoring. The absence of secretariat in 2018 contributed to the logistical challenges that the Commission faced.

## **Recommendations**

These have been tabulated for Parliament to debate on and influence development of necessary policies therefrom.

# **MEMBERS OF THE NATIONAL PEACE AND RECONCILIATION COMMISSION**

Section 251 of the Constitution of Zimbabwe Amendment (No. 20) Act 2013 establishes and defines the composition of the National Peace and Reconciliation Commission. The Section states that:

(1) For a period of ten years after the effective date, there is a Commission to be known as the National Peace and Reconciliation Commission consisting of-

(a) A chairperson appointed by the President after consultation with the Judicial Service Commission and the Committee on Standing Rules and Orders: and

(b) eight other members appointed by the President from a list of no fewer than twelve nominees submitted by the Committee on Standing Rules and Orders.

Seven of the eight Commissioners were sworn into office on 24 February 2016 whilst the eighth Commissioner was sworn in on the 7<sup>th</sup> July 2016. The swearing in of the Commissioners marked the beginning of a journey towards the operationalisation of the NPRC. The current Chairperson Retired Justice Selo Masole Nare was appointed on 1 March 2018 following the passing of the first Chairperson Advocate Cyril Ndebele in October 2016. The appointment of the current Chairperson consolidated the structure of the Commission. His wealth of experience added to the impressive mix of competencies, experiences and qualifications of the other Commissioners.

## NATIONAL PEACE AND RECONCILIATION COMMISSIONERS



*Chairperson: Rtd Justice Selo M Nare*



*Deputy Chairperson:  
Commissioner Lilian Chigwedere*



*Commissioner  
Dr Geoffrey Chada*



*Commissioner  
Dr Golden Chekenyere*



*Commissioner  
Patience Chiradza*



*Commissioner Rev  
Charles Masunungure*



*Commissioner  
Netty Musanhu*



*Commissioner  
Leslie Ncube*



*Commissioner Choice Ndoro*



# **1.0 ORGANISATIONAL PROFILE**

## **1.1 FUNCTIONS OF THE NATIONAL PEACE AND RECONCILIATION COMMISSION**

In terms of Section 252 of the Constitution, the National Peace and Reconciliation Commission has the following functions:

- (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 a 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 including documentation, is rendered to persons affected by conflicts, pandemics or other circumstances.

## **ADDITIONAL FUNCTIONS OF THE COMMISSION**

The Commission has the following additional functions contained in section 3(2) of the National Peace and Reconciliation Commission Act (Chapter 10:32) No. 11/2017:

- (a) to conduct investigations into any dispute or conflict within the mandate of the Commission as set out in section 252 of the Constitution or as provided by any other law; and
- (b) to conduct research on –
  - (i) the nature, scope, extent and causes of disputes and conflict subject to the constitutional mandate of the Commission; or
  - (ii) the intervening strategies for disputes and conflict referred to in subparagraph (i);
- (c) to perform any other function that the Commission may be required or permitted to perform by or under this Act or any other enactment; and
- (d) subject to section 342 of the Constitution, to do or cause to be done, either by itself or through its agents, all or any of the things specified in the Second Schedule, either absolutely or conditionally and either solely or jointly with others.

## ***1.2 VISION***

A Peaceful Zimbabwe for All Generations.

## ***1.3 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.

## ***1.4 SHARED VALUES***

The NPRC's operations in 2018 were guided by its values which are:

- a) **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.
- b) **Inclusivity:** Serving and encompassing Zimbabwean citizens with special recognition of the marginalised groups including women, youth and people with disabilities.
- c) **Ubuntu:** The African spirit of "togetherness" that embodies the essential human virtues, compassion and humanity that 'I am because we are'.
- d) **Transparency:** A commitment towards openness, honesty and accountability in the duties and responsibilities of the NPRC to the citizens of Zimbabwe.
- e) **Victim-Centeredness:** Providing support and opportunities and empowering affected individuals and communities as engaged participants in the peace and reconciliation process.

## **2.0 ACHIEVEMENTS OF THE NPRC IN 2018**

In conducting its activities in 2018 the Commission was guided by the following legislative and policy frameworks:

- ✓ Constitution of Zimbabwe Amendment(No. 20) Act 2013
- ✓ NPRC Act Chapter 10:32
- ✓ NPRC Regulations Statutory Instrument 90/2018
- ✓ NPRC's 5 Year Strategic Plan 2018-2022
- ✓ Government's Transitional Stabilisation Programme

### ***2.1 COMMISSION ACTIVITIES***

During the period under review the Commission successfully undertook the following activities:

#### **2.1.1 Promulgation of the NPRC Act**

The National Peace and Reconciliation Commission Act [Chapter 10:32] of 2018 was promulgated on 5 January 2018. The Commission immediately thereafter arranged for a Press Conference to inform their stakeholders and the public about the gazetting of the Act and their plans from 2018 going forward. Various stakeholders including media houses were invited to the Press Conference. The Press Conference was necessary as it officially announced to all and sundry the beginning of the work of the Commission guided by the enabling Act. It also prepared key stakeholders to meet and engage with the Commission programmatically.

#### **2.1.2 Provincial Consultative Meetings**

Following the promulgation of the NPRC Act (Chapter 10:32) on 5 January 2018, the Commission conducted multi stakeholder consultative meetings in all the ten provinces of the country in the months of February and March 2018. The consultations drew participants from political parties, people with disabilities, church, traditional leaders, civil society, women, youth, academia and government among others. The purpose of the meetings was to establish strategic priority areas for the activities of the Commission for the period 2018-2022. This was a bottom up and incremental approach to strategic planning which promoted buy-in for the Commission's programs in future. The consultative meetings were well attended and gave the Commission a glimpse of the issues that it needed to prioritise in its quest for national healing, peace and reconciliation.

#### **2.1.3 Finalisation, Adoption and Launch of the NPRC'S 5 Year National Strategic Plan: 2018 – 2022**

The year 2018 also saw the Commission finalising its 5 year National Strategic Plan 2018 – 2022 in terms of the national shared aspirations, the strategic model, overall goals and expected outcomes as well as strategic pathways and mechanisms for strategic delivery. The Strategic Plan was adopted and launched in October 2018 in the presence of all its key stakeholders. The Strategic Plan was crafted based on the inputs gathered from the several consultative meetings of the Commission held with all its key stakeholders.



**Government of Zimbabwe, Political Parties, Church and Civil Society organisations, Women's Organisations, Youth Organisations, United Nations and Development Partners give solidarity messages during the launch of the NPRC's 5 Year Strategic Plan**

#### **2.1.4 NPRC Engagement with Parliament on the Strategic Plan**

Recognising the important oversight role of Parliament in the work of the Commission, a Breakfast Meeting was organised by the NPRC in December 2018 for the Parliamentary Portfolio Committee on Justice, Legal and Parliamentary Affairs and the Thematic Committees on Peace and Security. The purpose of this meeting was for the Commission to unpack its 5 Year Strategic Plan, its Implementation Matrix as well as to lobby for Parliament's support in the NPRC's 2019 budget. The meeting was highly attended by the Committee Chairpersons and members of the Committees and useful feedback was received.

### 2.1.5 Commissioners and their Provincial Oversight

In an effort to ensure that every part of the country is positively impacted by the work of the NPRC, the Commission allocated the nine Commissioners to respective provinces for oversight purposes. This was also in recognition of the provisions of Section 6(3) (a) of the NPRC Act which requires the Commission to operate throughout the country. The table below illustrates the responsible Commissioners to the province assigned.

Commissioner	Province
Chairperson Rtd Justice Selo Nare	Matabeleland North and Bulawayo
Deputy Chairperson Lilian Chigwedere	Harare
Dr Geoffrey T.Z. Chada	Mashonaland East
Dr Golden D. Chekenyere	Masvingo
Patience Z. Chiradza	Manicaland
Rev Charles Masunungure	Mashonaland Central
Netty Musanhu	Midlands
Choice Ndoro	Mashonaland West
Leslie Ncube	Matabeleland South and Bulawayo

In Zimbabwe, generally, the majority of stakeholders such as government, faith based organisations, war veterans, political parties, civil society organisations and others are organised on the basis of provinces, and the Commission felt in its wisdom to follow the same pattern and developed its operational infrastructure along provincial basis, hence the need to have a Commissioner assigned to a respective Province. The work of the Commission will not only be confined to provinces but will cascade further down to district structures right to the community level especially in the form of Peace Committees.

### 2.1.6 Set Up of Thematic Committees

The NPRC, acting in terms of section 8(1) of the 1<sup>st</sup> Schedule to the NPRC Act and Section 4(1) of the NPRC regulations, established Terms of Reference for Thematic Committees in 2018 in order to fully maximise the expertise, experience and potential in each of the Commissioners. The concept of Thematic Committees was adopted in order to ensure that all conflict themes are dealt with and that they receive maximum attention. They are divided into Internal Committees and External Committees. Internal Committees were set up for support services and are only open to members and staff of the Commission while External Committees draw the bulk of their membership from experts representing various stakeholders outside the Commission whose contributions are valuable to the work of the Commission. In choosing members of the External Committee, the Commission was guided by need to be inclusive and comprehensive in its approach to peace building. The Terms of Reference for these Committees were developed in consultation with stakeholders and validated during the Strategic Planning process.

### a) Internal Committees

The Internal Committees were set up in 2018 in order to carryout operational activities, subject to the oversight and direction of the Commission and are staffed by suitably qualified and experienced individuals. There are three Internal Committees that were established namely; Complaints Handling and Investigations; Finance, Human Resources and Administration; Partnerships and Resource Mobilisation. Each Internal Committee is headed by a respective Commissioner as shown below.

<b>Committee</b>	<b>Chairperson</b>	<b>Committee Members</b>
Complaints Handling and Investigations	Commissioner Rev Charles Masunungure	Commissioner Leslie Ncube
Finance, Human Resources and Administration	Commissioner Dr Golden Chekenyere	Commissioner Patience Chiradza
Partnerships and Resource Mobilisation	Commissioner Netty Musanhu	Commissioner Chekenyere

### b) External Committees

External Committees were also set up and consist of Commissioners and other suitably qualified and respected persons appointed on part-time basis to serve on the committee. There are four External Committees that were established in 2018 namely;

- Conflict Prevention and Non – Recurrence;
- Healing and Reconciliation;
- Research and Knowledge Management; and
- Victim Support, Gender and Diversity;

Their primary responsibility is to provide advisory support to the NPRC. Inclusion of stakeholders in the thematic areas is meant to ensure that the Commission not only draws on the huge expertise and experiences residing in different stakeholders but is also a way of creating buy in and ownership of the work of the NPRC. Below is a table showing the composition of each External Committee.

<b>Committee</b>	<b>Chairperson</b>	<b>Committee Members</b>
Conflict Prevention and Non Recurrence	Commissioner Patience Z. Chiradza	Commissioner Choice Ndoro
Healing and Reconciliation	Commissioner Leslie Ncube	Deputy Chairperson, Commissioner Lilian Chigwedere
Research and Knowledge Management	Commissioner Choice Ndoro	Commissioner Rev Charles Masunungure
Victim Support Gender and Diversity	Commissioner Netty Musanhu	Deputy Chairperson Commissioner Lilian Chigwedere



### **3.0 WORK TO BE SPEARHEADED THROUGH THEMATIC COMMITTEES**

The Commission set up different Thematic Committees as shown herein below:

#### ***3.1 CONFLICT PREVENTION AND NON-RECURRENCE COMMITTEE***

The Conflict Prevention and Non-Recurrence Committee falls under the Commission's External Committees. The setting up of this committee is a result of the acknowledgement by the NPRC that the mandate of the Commission can be achieved if all stakeholders, communities and citizens work together towards preventing conflict and ensuring it never happens again. The NPRC endeavours to tap into the resources, knowledge, experience and work that has been done over the years in conflict prevention and peace building. This Committee comprises the NPRC and representatives of the various stakeholders.

The work of the NPRC under this thematic area is based on the following functions of the NPRC as enshrined in the Constitution of Zimbabwe Section 252;

- (d) to develop procedures and institutions at a national level to facilitate dialogue among political parties, communities, organisations, and other groups in order to prevent conflicts and disputes arising in the future.
- (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 promotion of peace
- (i) to conciliate and mediate disputes among communities, organisations, groups and individuals
- (j) To recommend legislation to ensure that assistance, including documentation, is rendered to persons affected by conflicts, pandemics or other circumstances.

##### **3.1.1 Functions of the Committee**

The functions of the Committee include, among others;

- To develop procedures and institutions to facilitate national dialogue and peace building
- To establish a conflict early warning and early response mechanism
- To develop policies and initiatives aimed at avoiding the violent escalation of disputes and to conciliate and mediate conflicts among communities, organisations and individuals.
- To develop initiatives and activities that address the root causes of conflict as well as triggers of disputes
- To ensure planned coordination in efforts to prevent conflict and build peace across the nation and ensure efficient use of resources within this sector
- To build capacity for organisations, institutions and individuals in conflict prevention, conflict resolution, conflict transformation and peace building
- To provide evidence-based recommendations for policy development and legislation to ensure non-recurrence of conflict

The Terms of Reference for the Committee were drafted and the Commission is working towards operationalising the Committee in 2019.

### **3. 2 VICTIM SUPPORT, GENDER AND DIVERSITY COMMITTEE**

The Victim Support, Gender and Diversity is one other External Committees that was created by the NPRC in 2018 in order to support and facilitate victims' engagement with the Commission. Given the nuanced and complex definition of victims, the Committee on Victim Support, Gender and Diversity will adopt a flexible approach to terminology – drawing from the mandate bestowed upon the NPRC.

The work of the Commission under this thematic area on Victim Support, Gender and Diversity is premised on functions which relate to:





- bringing about national reconciliation by encouraging people to tell the truth about the past and facilitating the making of amends and the provision of justice;
- to receive and consider complaints from the public and to take such action in regard to the complaints it considers appropriate;

Towards the overall healing and reconciliation goal, the Commission is required by law to develop programmes that ensure that **persons subjected** to persecution, torture and other forms of abuse receive rehabilitative treatment and support, while also recommending legislation to ensure that assistance, including documentation, is rendered to **persons affected** by conflicts, pandemics or other circumstances. Section 9 of the NPRC Act further mandates the NPRC to also ensure that its operations are gender responsive.

Drawing from the above, it becomes evident that the NPRC is required by law to be people - centred; gender-responsive and guided by the needs and priorities of the diversity of victims – be they, *children, youth, women, people with disabilities, or the elderly* - while ensuring that healing, reconciliation, peacebuilding and conflict prevention efforts are inclusive and people-centred.

#### **3.2.1 Functions of the Committee**

The Committee on Victim Support, Gender and Diversity will provide strategic advisory services to the NPRC on guidelines, procedures and approaches for ensuring a victim-centred and gender-responsive healing, reconciliation and peacebuilding process. During the first conceptualisation of the Committee meeting, a decision was made to create two subcommittees under this thematic committee as the NPRC was specifically mandated to implement Section 9 of the NPRC Act. Two subcommittees, namely Victim Support and the Gender Sub Clusters were created to ensure that the mandate of the Commission is served. The next steps which will be explored in 2019 will include:

-  The development of a work plan for the thematic Committee
-  Development of Terms of Reference for the sub clusters
-  The setting up and Constituting of the Sub clusters
-  Rolling out and setting up of the provincial sub clusters that will localise the support to women and victims.



### 3.2.1 Scope of Work

The scope of work of this committee will be defined as a key enabler cutting across all the functions of the NPRC

### 3.3 *RESEARCH AND KNOWLEDGE MANAGEMENT COMMITTEE*

The work of the NPRC under this thematic area is guided by Section 3(2) (b) of the NPRC Act which mandates the Commission **to conduct research on the nature, scope, extent and causes of disputes and conflicts.**

The Research and Knowledge Management Committee draws its members from all state and non- state universities as well as practitioners with a view to make recommendations in terms of national research and knowledge management. The Committee adopted the NPRC values and added research specific values like integrity, objectivity and responsiveness.

The Committee also adopted the code of conduct that guides NPRC Commissioners and its committee members. The committee refined the draft terms of reference and adopted them.

The Committee developed a Conflict Time Line that defined the history of conflicts from the 11<sup>th</sup> Century Mapungubwe to date. This assisted the Commission to have a deeper appreciation of the causes, consequences and cyclical nature of conflicts in Zimbabwe and their implications on healing and reconciliation.

The Committee produced three background papers to inform the Commission on pre-independence, post -independence and the Gukurahundi conflicts. This assisted the Commission in providing a deeper understanding of the said conflicts. This will be complemented by communities when they narrate their stories.

### 3.4 *HEALING AND RECONCILIATION COMMITTEE*

The Healing and Reconciliation Committee whose terms of reference were formulated in 2018 falls within the External Committees of the Commission. The Constitution mandates the NPRC in terms of functions (a), (b) and (c) as provided for in the Constitution and in the NPRC Act to ensure post-conflict justice, **healing** and **reconciliation**. This can be aided by the development and implementation of programmes that promote **national healing**, unity and cohesion in Zimbabwe and the peaceful resolution of disputes. Furthermore it is tasked with responsibility 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. It is there to facilitate engagement between the Commission and its strategic partners and provide guidelines, procedures and approaches to ensure sustainable healing and reconciliation.

This scope of the Committee will include identifying stakeholders qualified in trauma and community healing to collaborate with the Commission and facilitate the implementation of healing programmes within the communities.

The roles of this Committee will be to:

- facilitate conducting of hearings for victims of violence and offenders at national, provincial and community levels;

- make recommendations to the Commission on healing and reconciliation activities; and
- Make policy and practice recommendations to the Commission on trauma sensitive programmes and activities.

There will be linkages between this Committee and the Committee on Victim Support, Gender and Diversity which is a key enabler cutting across all the functions of the NPRC.

### **3.5 COMPLAINTS HANDLING AND INVESTIGATIONS COMMITTEE**

The Complaints handling and Investigations Committee is one of the three Internal Committees of the NPRC. Section 252 (f) of the Constitution mandates the NPRC as part of its healing and reconciliation mandate to receive and consider complaints from the public and to take such action in regard to the complaints as it considers appropriate. The manner of handling complaints including the carrying out of investigations is broadly spelt out in the NPRC Regulations.



*An NPRC Commissioner addresses Senior Officers from ZRP, NPRC, Zimbabwe Human Rights Commission, Zimbabwe Gender Commission and Zimbabwe Heads of Christian Denominations at a meeting convened to formulate Terms of Reference for the Committee.*

In this regard, the Commission is required to

receive, assess, investigate and where feasible, resolve complaints from individuals and groups that have been affected by violent conflicts. The Committee on Complaints Handling and Investigations will serve as a bridge between the NPRC Secretariat and the Commission on matters related to complaints handling and investigations. The scope of work for this Committee draws from Section 252 (f) of the Constitution and Section 3(2) (a) of the NPRC Act Chapter 10:32 and will include receiving and investigating complaints and facilitating the conduct of investigations, the criteria for granting pardons as well as recommending to the Commission the appropriate remedies and course of action (s) pursuant to the execution of its mandate.

### ***3.6 FINANCE, HUMAN RESOURCES AND ADMINISTRATION COMMITTEE***

From early in the year 2018, the NPRC intensified its search for office space and finally settled for its current Head Office situated on the 7<sup>th</sup> Floor, First Mutual Building at number 99 Jason Moyo Avenue, Harare.

The NPRC Organizational Structure was finalized with input from Commissioners and the Public Service Commission (PSC). Concurrence from the Ministry of Finance and Economic Development on the NPRC Staff Establishment and the Recruitment of its secretariat staff was sought and obtained in October 2018. The obtained concurrence was for the NPRC to recruit 32 members of the secretariat in 2018 and the Commission has so far managed to recruit the Executive Secretary. The remaining 31 staff posts have been advertised and recruitment is envisaged to be completed in the first quarter of 2019.

In terms of organisational structure, the following Internal Departments were created and approved in 2018 and will be headed by General Managers:

- Conflict Prevention Management and Reconciliation Department
- Victim Support Gender and Diversity
- Healing Reconciliation and Rehabilitation
- Research and Knowledge Management
- Complaints Handling and Investigations
- Finance, Administration and Human Resources.

Also approved are the following Units headed by Managers:

- Media and Communications
- Information Communication and Technology (ICT)
- Monitoring and Evaluation
- Legal Services
- Internal Audit
- Human Resources and Administration Manager.

Various policies and procedures of the NPRC were crafted and await adoption by the Commission. These are the Human Resources Policies and Procedures Manual, the Finance and Administration Policy, Code of Conduct as well as the IT and Information Security Policy.

## **4.0 THE NPRC AND ELECTION RELATED ACTIVITIES**

Function (h) of the mandate of the NPRC obligates the Commission to do anything to promote peace and prevent violence among other functions. Elections are high contestations for power and they create increased tensions and conflict among the political actors, their supporters and members. It was imperative for the NPRC to observe the pre-election, elections and post –elections environment in order to assess the extent to which the environment was conducive for credible, free and fair elections.

### **4.1 *Integrated Elections Strategy***

The NPRC put in place the Integrated Elections Strategy in order to support efforts geared towards inclusive prevention of conflict in order to promote lasting peace in the country. Credible and peaceful elections are a key ingredient for long term peace and development and the NPRC sought to contribute towards a peaceful electoral environment through timely anticipation and response to conflicts before they escalate into violence. The Election Strategy committed to leverage the competences, expertise and experiences of ongoing peace building initiatives and collaboratively mobilize for peace during the electoral period. This is in recognition that the country has historically been characterized by episodes of conflict and violence during elections thereby constraining prospects for credible electoral outcomes.

### **4.2 *Objectives***

The NPRC sought to contribute towards peaceful elections in Zimbabwe by:

- Ensuring timely analysis, scenario planning and response to conflict risks before, during and after elections as a foundation for long term peace and development in the country
- Strengthening national level commitment to credible and peaceful elections of key political actors, Security Sector, Traditional leaders and youth among others,
- Mobilizing commitment for peaceful elections from Presidential candidates from all political parties before, during and after elections
- Mobilizing the nation for peaceful co-existence before, during and after elections through sustained messaging, dialogue, confidence building and engagement

This was done through the following activities

- i. Early Warning Early Response Roundtable
- ii. Political Parties Dialogue and Peace Pledge at national and provincial level
- iii. Peace Caravan (peace campaigns through road shows)
- iv. Elections Observation

### **4.3 *Early Warning Early Response (EWER) Roundtable***

Function (g) of the NPRC mandate requires the Commission to develop mechanisms for early detection of areas of potential conflicts and disputes, and to take appropriate preventive measures. In this regard, the NPRC through the Committee on Conflict Prevention and Non-Recurrence convened a roundtable for stakeholders that have been implementing conflict early warning systems. This was in recognition of the fact that significant progress had been made by Government Departments, Civil Society and Faith-Based Organisations, in the area of conflict early warning and early response. It was imperative for the NPRC to learn from these existing experiences as a basis for exploring avenues for a coordinated, collaborative and probably integrated approach to conflict prevention. The primary reason for cooperation is because section 6(6) of the NPRC Act requires the NPRC to work with other existing

institutions for the execution of its mandate as long as it does not compromise its independence.

#### **4.3.1 Objectives of the Round Table were to**

- i. Enhance a collective understanding of the existing EWER capacities and systems - how they are designed, their functions and operations in the country.
- ii. Appreciate the opportunities and challenges presented by EWER in the context of Peacebuilding and Conflict Prevention
- iii. Reflect more broadly on avenues for collaborating and synergizing (*based on comparative roles and responsibilities*) in the context of conflict prevention.

#### **4.3.2 Participants**

The first Roundtable meeting was held on 11 April 2018 and subsequently the stakeholders met once in two weeks, then weekly as the elections drew near. The following organisations and government departments participated in the roundtable;

- Catholic Commission for Justice and Peace
- Counselling Services Unit (CSU)
- Department of Civil Protection – for the first meeting only
- Ecumenical Church Leaders Forum (ECLF)
- Election Resource Centre (ERC)
- Envision Zimbabwe
- Heal Zimbabwe
- Musasa Project
- Women in Politics Support Unit (WIPSU)
- Zimbabwe Election Support Network (ZESN)
- Zimbabwe Institute
- Zimbabwe Peace Project

The Department of Civil Protection shared how their early warning system works right through to the village level, though this is designed to keep track of natural disasters. The rest of the stakeholders have systems focused on monitoring conflicts in communities and hence they shared updates on the political environment from information obtained through their various structures on the ground.

#### **4.4 Elections Observation**

In order to reach an informed judgment about the environment within which the elections were held, the NPRC closely followed the election process and deployed the Commissioners to the country's ten provinces. The main objectives of observation of elections by the NPRC were to;

- i. Observe the conduct of elections
- ii. Assess the political environment before, during and after elections
- iii. Assess areas of potential conflict and liaise with stakeholders in order to mitigate the conflicts
- iv. Bring any irregularities in the conduct of elections to ZEC.

The NPRC engaged with various stakeholders and observer missions during this process. These include the Zimbabwe Republic Police, Civil Society Organisations, Observer missions from SADC and the European Union, political parties and other Chapter 12



Commissions that were on the ground. The NPRC also had dialogue with the Zimbabwe Electoral Commission before and after elections.

#### **4.4.1 Pre-Election Period**

Generally, there was relative improvement in the political environment as compared to previous elections as people had space to campaign and all political parties were able to hold their campaign rallies peacefully. There was marked reduction in physical violence within the communities. Peaceful demonstrations were also held during the pre-election period.

- It was noted that there was intra-party violence within the major political parties especially in the period leading to primary elections. A number of candidates were assaulted during primary elections
- There were reports of political parties asking for BVR slips and this was considered to be intimidation
- Reports of vote buying and rigging during primary elections were alleged
- Food distribution was said to be done in a partisan manner in some areas, and in some cases people were asked to submit BVR numbers in order to get food aid
- In some communities people were allegedly forced to attend political party meetings as registers were taken and those who did not attend were threatened
- Some traditional leaders were alleged to have been seen to be partisan and they allegedly directed people in their villages concerning how they would vote
- The primary elections saw a lot of women being elbowed out of the political race due to the violence and intimidation, and as a result there were few women candidates in the harmonised elections
- People with disabilities were also affected by the partisan distribution of food as they were marginalised
- Generally, there was an atmosphere of anxiety, fear and tension in some communities especially in the rural areas given the previous electoral environments.
- High levels of hate speech especially against women and on social media were noted.

The Commission received complaints mainly through the Conflict Early Warning and Early Response (CEWER) mechanism set up with stakeholders by the NPRC Committee on Conflict Prevention and Non Recurrence. These were complaints related to violations of the Electoral Act such as intimidation, demanding of BVR slips, partisan food distribution, tearing of campaign material among others. Complainants and informants were being referred to the Zimbabwe Republic Police for investigations.

#### **4.4.2 During Elections**

It was noted that the Election Day was very peaceful countrywide except for a few reports of voter intimidation and campaigning within prohibited distances from the polling stations which were received. The complaints were mainly being referred to the Zimbabwe Electoral Commission with some cases being handled by the police.

#### 4.4.3 Post- Election Period

The unfortunate events of August 1 2018 marred the hitherto peaceful environment that had prevailed in the country. Having received reports of the violent demonstrations and the subsequent death of 6 people, the Commission engaged the then Minister of Home Affairs, the then Minister of Defence, ZRP Commissioner General, MDC Alliance and Zanu PF as a mechanism for complaints handling and investigations. The Complaints Handling and Investigations Committee teamed up with other Commission Committee members namely Prevention and Non Recurrence, Healing, Reconciliation and Rehabilitation, Research and Knowledge Management as well as the Victim Support Gender and Diversity during the post-election period in dealing with cases of alleged intimidation and internal displacement of political activists in some parts of the country such as Mashonaland Central and Mashonaland East Provinces. In collaboration with the Zimbabwe Republic Police (as provided for in the NPRC Act), all complaints received were accounted for with victims being assisted to get back to their village homes. In some cases prosecution was made as a deterrence measure.



*NPRC Commissioner visits Sanyati for post-election peace monitoring*

#### 4.5 Challenges Encountered

- The absence of human capital, financial resources and equipment significantly affected the Commission's ability to independently carry out investigations or verify complaints received. However, most of the reports were corroborated across the different organisations. The complaints handling and investigations task was being handled by the Thematic Committee Chairpersons without the necessary supporting secretariat staff who had not been recruited and this compromised the quality of service in this area. The Commissioners continue to use their own private vehicles for carrying out the work of the Commission 4 years after being appointed for the job. Authority for the recruitment of support staff was only given a nod by Treasury in October 2018 and the Commission is in the process of recruiting the Executive Secretary and the 31 other approved officer posts. It is hoped that the situation will improve in 2019 going forward.
- The NPRC did not have an immediate response mechanism and it had to rely on other partners where response was required.

- There were no agreed indicators and a scientific way of determining early warning signs hence the events of 1 August 2018 were unexpected and could not be mitigated
- Participants from the roundtable were mainly from civil society and the state actors who are key in providing response were not on the table. This weakened the effectiveness of the platform.
- There was uncertainty as to whether resources would be availed for the NPRC to observe elections and this had an impact on the level of preparedness for the programme. As a result, the observation visits to provinces were rushed and there was not enough preparations by the Commission
- Few areas were covered as the process only involved one person, the Commissioner. It was not realistic for one person to cover the entire Province a day before elections and in view of the vast nature of the distances to be travelled; the number of districts visited and the number of polling stations in each district were also limited.
- The post-election reports received could not be verified due to resource constraints as this entailed travelling to the affected areas.
- Lack of adequate time to observe owing to late starting of the program by the NPRC.
- Lack of depth in the observation as the Commissioner could not remain in one place for too long due to limited time.
- There was limited communication with ZEC which made it difficult to engage with this sister Chapter 12 Commission.



## 5.0 NPRC ENGAGEMENT AND DIALOGUE WITH KEY STAKEHOLDERS

### 5.1 *Dialogue with Traditional Leaders*

#### 5.1.1 Introduction

Traditional leaders play a pivotal role in settling community disputes and are regarded as custodians of traditional law. They receive most of the cases dealing with all forms of violence be it domestic, structural or political violence. The main difference between the formal and traditional justice systems is the fact that in the latter system of adjudication lies in the notion of reconciliation or restoration of harmony and relationships. Furthermore, the traditional system still finds favour within rural communities because the majority of people still live in the rural villages where access to formal state justice is extremely limited. In addition, the type of justice offered by formal courts may be inappropriate for resolution of disputes between people living in rural communities. The role of traditional leaders in conflict resolution is that of mediation and arbitration. When facilitating compensation, traditional leaders focus on restitution in order to restore the status quo rather than punishment. It is with this view in mind that the NPRC considers partnership with traditional leaders extremely important.



*One of the NPRC Commissioners takes note of issues raised at one of the NPRC engagement meetings with Traditional Leaders.*

### **5.1.2 Objectives**

The National Peace and Reconciliation Commission having appreciated the important role that traditional leaders have played and will continue to play in reconciling communities and creating a culture of peace in the communities made a strategic decision to engage traditional leaders with the purpose of facilitating a consultative process towards a shared agenda and vision for peace and reconciliation in Zimbabwe. Despite this understanding, some traditional leaders especially at lower levels have continued to exhibit serious capacity gaps in fulfilling this very important role. Some have been accused of engaging in partisan politics contrary to the dictates of the Constitution. The engagement was guided by the following questions

- i. What role do traditional leaders play in resolution of conflicts and peace building in Zimbabwe?
- ii. What capacity gaps do traditional leaders have in facilitating peace and reconciliation in their communities
- iii. What training is received by traditional leaders to enhance their conflict resolution and peace building skills
- iv. What is the influence of the political climate and elections in their conflict resolution and peace building processes?

### **5.1.3 Summary of the deliberations**

- It was noted that most of the conflicts in the country have been mainly around politics
- In some cases, traditional leaders have been accused of partisan politics
- It is important to examine the nature and character of the conflicts in the communities
- There is need to explore the competences of the Commission and that of the institution of traditional leaders in order to determine areas of the collaboration.
- An operational model is required at the various levels, showing how the different roles are mutually interdependent, and where the overlaps lie
- A question was asked whether the role of conflict resolution was exclusive to the Commission, and how can the Commission use the strategic position of the traditional leaders
- It was noted that there is need to determine the capacity needs of the traditional leaders and design a capacity building programme that will go down to the village heads
- There is need to understand how the traditional leaders have been using their knowledge and skills to resolve conflicts in the communities
- The NPRC and the traditional leaders agreed to collaborate on dealing with conflict issues that arise during the election period and beyond.

### **5.1.4 Challenges**

- There seems to be a view that the role of traditional leaders is being undermined and the Commission has been given a mandate which is actually the responsibility of traditional leaders. There is need to explore this discussion and clarify roles as well as areas of collaboration
- The involvement of some traditional leaders in politics has affected the confidence and trust of some members of the communities in their ability to resolve conflicts fairly. There is need for confidence building measures in some of the communities
- The engagement with traditional leaders was for a limited time due to resources. There is need for mobilising resources for further deliberations at all levels of traditional leadership.

## ***5.2 Political Parties Dialogue and Peace Pledge***

### **5.2.1 Introduction**

Political Parties are the main actors in the election period and this is where conflicts and violence lie as the contestation for power intensifies in the build up to elections. The political parties that were in the Eighth Parliament were meeting as members of the Interparty Dialogue (IDP). The three political parties agreed on drafting a Code of Conduct for Political Parties which was passed in Parliament and was part of the Electoral Act 2018 as the Fourth Schedule. The Electoral Amendment Act was gazetted on 29 May 2018. All political parties which contested in the 2018 harmonized elections and other stakeholders who included supporters, members, organizations and associations that formally or informally conduct political activities such as traditional leaders, security and law enforcement officials, public servants and civil society organizations, were expected to abide by the Code of Conduct. To this end, the three parties worked on launching the Code of Conduct and undertaking a nationwide campaign to popularize the Code of Conduct as a way to raise awareness amongst the stakeholders. The political parties also designed a Peace Pledge from the Code of Conduct which was later signed by the political leadership as a demonstration of the political parties' commitment to enforcing the Code of Conduct which is now law.

### **5.2.2 Signing of the Peace Pledge**

The NPRC took over the responsibility to invite the political parties to sign the Peace Pledge. A preparatory meeting was held on 1 June 2018 with all the political parties that had registered their intention to participate in the 2018 harmonised elections with the Zimbabwe Electoral Commission. This meeting sought to share the draft peace pledge with the political actors and explain its significance and importance. However, some of the political parties saw it as an opportunity to express their disgruntlement towards the Zimbabwe Electoral Commission, the Political Parties Finance Act, and the three parties that were in Parliament. After the sitting of the Nomination Court, the NPRC engaged the successful Presidential candidates to participate in the signing of the Peace Pledge.

The signing of the Peace Pledge was held on 26 June 2018 and was witnessed by over 500 guests from the political parties, government ministries and departments, the diplomatic community, civil society organisations, the church and faith based institutions. A representative from the Koffi Annan Foundation also witnessed this event. Seventeen out of the twenty three presidential candidates made a commitment to ensuring that the campaign and electoral environment is peaceful and signed the peace pledge. Solidarity messages were given by representatives of the different stakeholders. The NPRC also launched the BuildingBlocks4Peace campaign at this event. Four more presidential candidates made a request to sign the Peace Pledge in the following week resulting in a total of 21 Presidential candidates signing. The President of the MDC, Professor Welshman Ncube also signed the peace pledge on behalf of his party even though his party was supporting Advocate Nelson Chamisa as the Presidential candidate under the MDC Alliance.



*Party Presidents pledge peace*

### 5.2.3 Provincial Peace Pledge Ceremonies

Following the signing of the Peace Pledge by the national political leaders, it was noted that there was need to take the peace pledge to the provinces and at the same time popularise the code of conduct. This was buttressed at a meeting with the liaison officers from the three political parties from all the ten provinces. The popularisation of the code of conduct and taking the Peace Pledge to the provinces **would help to ensure that the message to promote peace before, during and after the elections would spread across the country as people would be able to heed the call by their leadership to desist from intimidation, threats and violence during the elections period.** The Provincial Peace Pledge ceremonies were held between 24 and 26 July 2018 in all the ten provinces.

### 5.2.4 Challenges

- The Political Party's Dialogue Platform was only focused on the political parties in Parliament due to the absence of a law or regulations governing political parties. This resulted in some of the political parties having the view that those in Parliament are playing big brother over them.
- The Peace Pledge was planned for within a short period of time and this prohibited the NPRC from coming up with effective follow up and enforcement mechanisms.
- The Provincial Peace Pledge ceremonies were held too close to the elections period when all the political parties were in full campaign mode. As a result there was limited representation and participation by the political leadership in the provinces.
- The lack of funding and secretariat for the NPRC created logistical challenges. The Commission had to rely on the political party liaison officers to do the invitations and preparatory work at provincial level and this resulted in some of the key stakeholders getting the notifications late.
- There was no representation from the districts as they could not be funded to attend and this limited the spreading of the message to the districts and the villages.



## 5.3 Peace Caravan

### 5.3.1 Introduction

The NPRC continued with efforts to promote a peaceful environment before, during and after elections. One of the strategies used was the Peace Caravan. The Peace caravan roped in artists to help disseminate the peace message across the country in an attractive and entertaining manner. The Peace Caravan also presented an opportunity to introduce the NPRC to the communities.

### 5.3.2 The Launch of the Peace Caravan

The Peace Caravan was launched on 20 July 2018. There were two teams of artists who followed two sets of routes through the country's ten provinces. The artists used song, dance and drama to draw the attention of the crowds and then gave the NPRC message **encouraging peaceful and respectful conduct before, during and after elections**. Peace drama encouraged the people or community not to be involved in fights or hate speech during the period of the elections.

Pamphlets and bookmarks with the peace message were also distributed during the road shows. In addition, the Commissioner responsible for the province was always where the caravan was at a particular time.



*Deputy Chair of the NPRC at the Launch of the Peace Caravan in Mbare*

### 5.3.3 Challenges

- The Peace Caravan programme had a limited time frame and route and this affected its impact in the communities as it was noted that there was need to take it to all the districts.

#### ***5.4 Dialogue Facilitation and Peace Committee Formations***

During the period after the Harmonised Elections, the Commission held multi stakeholder dialogue meetings in Mt Darwin and Rushinga (Mashonaland Central). These meetings were a way of dealing with cases of post election intimidation of political opponents. The dialogue meetings were very successful and resulted in the setting up of an interim District Peace Committee in Rushinga. Cases of political violence have since declined as a result of the Commission's initiative. Provincial Peace Committees were also set up in Matabeleland South and Matabeleland North Provinces. The dialogue meetings and peace committee events were held with the support from peace building Civil Society and Church related organisations. More peace committees are expected to be set up across all provinces and districts in the year 2019.



*NPRC with members of a Peace Committee formed in Mashonaland Central in 2018.*

## **6.0 OVERALL RECOMMENDATIONS**

The National Peace and Reconciliation Commission acting in terms of Section 16 of the NPRC Act is forwarding the following recommendations for consideration by Parliament.

### **i. Legislation for Registration of Political Parties**

Learning from experiences in other countries, it is recommended that there be legislation governing the formation and operations of political parties in Zimbabwe.

### **ii. Legislation against Use of Hate Speech**

Hate speech was observed as one source of violent conflict in Zimbabwe and it is recommended that there be legislation prohibiting the use of such language by political and other related actors.

### **iii. Promotion of development in marginalised communities as a peace building, healing and reconciliation mechanism**

The marginalised communities need to be developed in all areas including infrastructure, access to media, and freedom of political participation and choice of political leaders in order to prevent violence.

### **iv. Government policy on non-partisan distribution of agricultural inputs and food aid**

There needs to be a policy that will govern the distribution of agriculture inputs and food aid. This will guide community leaders in fair and equitable allocation of resources.

### **v. Increasing of budget allocation to the NPRC.**

The NPRC work is vast as it seeks to address issues of the past, present and the future. The increase will enable the Commission to effectively administer its duties.

### **vi. Protection of communities by ZRP**

There is need for protection of communities by the Zimbabwe Republic Police against violent elements within their communities especially in mining areas such as machete wielding persons.

### **vii. Need for swift response**

There is need for swift response and action to reports made to the Zimbabwe Republic Police by the communities.

### **viii. Victim Friendly Investigation Methods**

There is need to ensure that the Police practice peaceful and victim friendly mechanisms in their investigations.

## **7.0 WAY FORWARD**

Armed with the NPRC Act, the NPRC Strategic Plan, the NPRC General Regulations and the anticipated newly recruited Staff, the Commission excitedly looks forward to 2019 where the following key priorities are set to be achieved:

- Awareness raising and consensus building around the NPRC strategy.
- Establishment, Induction and Launch of National, Provincial and District Peace Committees.
- Operationalisation of the Thematic Committees of the Commission.
- Establishment of an Early Warning and Early Response framework as per the NPRC's mandate.
- Institute programs to deal with the past for purposes of national healing and reconciliation.

## **8.0 CONCLUSION**

The National Peace and Reconciliation Commission appreciates the support received from Government and Parliament in ensuring that the NPRC Act is promulgated and also availing budgetary support for its work. The Commission is also indebted to the support received from all its key stakeholders which support was key in the formulation of its 5 Year Strategic Plan.

In delivering its constitutional mandate through the implementation of its Strategic Plan, the Commission commits to:

- uphold its independence;
- foster inclusivity and respect for diversity;
- promote constitutionalism;
- foster local ownership and adopt Do No Harm principles; and
- Establish and nurture strategic partnerships and linkages.



## **9.0 AUDITED FINANCIAL STATEMENTS**

In compliance with Section 323 of the Constitution Amendment (No.20) Act 2013 and Section 16 of the NPRC Act [Cap. 10:32], overleaf herewith are audited Financial Statements of the National Peace and Reconciliation Commission for the year ended December 31, 2018

All communication should be addressed to:  
The Auditor-General  
P. O. Box CY 143, Causeway, Harare  
Telephone 263-04-793611/3/4, 762817/8/20-23  
Telegrams: AUDITOR  
Fax: 706070  
E-mail: ocag@auditgen.gov.zw  
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OFFICE OF THE AUDITOR-GENERAL  
5th Floor, Burroughs House,  
48 George Silundika Avenue,  
Harare

Ref: NPRC 2/25/18

The Deputy Chief Secretary to the President and Cabinet

## **Audit of the National Peace and Reconciliation Commission performed by the Auditor-General**

### **Opinion**

I have audited the financial statements of the National Peace and Reconciliation Commission for the year ended December 31, 2018. These financial statements comprise of the Appropriation Account, other supporting statements and notes.

In my opinion, the financial statements present fairly, in all material respects, the financial performance of the Appropriation Account for the year ended December 31, 2018 in accordance with Generally Accepted Accounting Practice (GAAP).

### **Basis for Opinion**

I conducted my audit in accordance with International Standards of Supreme Audit Institutions. My responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statements section of my report. I am independent of the Commission in accordance with the Code of Ethics for Supreme Audit Institutions together with the ethical requirements that are relevant to my audit of the financial statements. I have fulfilled my other ethical responsibilities in accordance with these requirements and the Code of Ethics. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my opinion.

### **Key Audit Matters**

Key Audit Matters are those matters that, in my professional judgement, were of most significance in my audit of the financial statements of the current period. During the year under review no Key Audit Matters were addressed in the context of my audit of the financial statements as a whole.

### **Responsibilities of Management and Those Charged with Governance for the Financial Statements**

Management is responsible for the preparation and fair presentation of these financial statements in accordance with legislation, and for such internal control as management determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

Those charged with governance are responsible for overseeing the Commission's financial reporting process.

### **Auditor's Responsibilities for the Audit of the Financial Statements**

My objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes my opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with the International Standards of Supreme Audit Institutions (ISSAIs), will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

As part of an audit in accordance with ISSAIs, I exercise professional judgement and maintain professional scepticism throughout the audit. I also:

- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for my opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal controls.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Commission's internal control.
- Evaluate the appropriateness of accounting policies, uses and the reasonableness of accounting estimates and related disclosures made by management.
- Evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.

I communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that I identify during my audit.

I also provide those charged with governance with a statement that I have complied with relevant ethical requirements regarding independence, and to communicate with them all relationships and other matters that may reasonably be thought to bear on my independence, and where applicable, related safeguards.

From the matters communicated with those charged with governance, I determine those matters that were of most significance in the audit of the financial statements of the current period and are therefore the Key Audit Matters. I describe these matters in my auditor's report unless law or regulation precludes public disclosure about the matter or, when, in extremely rare circumstances, I determine that a matter should not be communicated in my report because the adverse consequences of doing so would reasonably be expected to outweigh the public interest benefits of such communication.

**Report on Other Legal and Regulatory Requirements**

In my opinion, the financial statements have, in all material respects, been properly prepared in compliance with the disclosure requirements of the Public Finance Management Act [Chapter 22:19] and other relevant statutory instruments.

.....May 24....., 2019.

*M. Chiri*

M. CHIRI,  
Auditor-General.

# VOTE 29.- NATIONAL PEACE AND RECONCILIATION COMMISSION

## APPROPRIATION ACCOUNT

FOR THE YEAR ENDED DECEMBER 31, 2018

Service	Vote	Expenditure	Expenditure compared with vote	
			Less than voted	More than voted
	\$	\$	\$	\$
<b>CURRENT EXPENDITURE</b>				
A. Employment costs.....	649 000	769 264	—	120 264
B. Goods and services.....	390 000	131 331	258 669	—
C. Maintenance.....	110 000	70 159	39 841	—
<b>CAPITAL EXPENDITURE</b>				
D. Acquisition of fixed capital assets.....	250 000	260 480	—	10 480
	<b>\$1 399 000</b>	<b>\$1 231 234</b>	<b>\$ 298 510</b>	<b>\$ 130 744</b>
Total.....	<b>\$1 399 000</b>	<b>\$1 231 234</b>	<b>\$ 298 510</b>	<b>\$ 130 744</b>
			<b>\$ 167 766</b>	
		Net underspending.....		

### Notes

#### I. Explanations for the Main Variations between Expenditure and the Sums Appropriated:

- A The excess expenditure was due to the recruitment of new staff who had not been budgeted for.
- B, C. The saving was as a result of less expenditure incurred on goods and services and maintenance as the Commission was not fully operational.

may 23, 2019.  
Month Day Year

Dr. M. RUSHWAYA,  
Deputy Chief Secretary to the President and Cabinet.



## NARRATIVE REPORT TO THE APPROPRIATION ACCOUNT

### VOTE 29.- NATIONAL PEACE AND RECONCILIATION COMMISSION

#### APPROPRIATION ACCOUNT 2018

##### Mandate

The Commission's mandate is to provide sustainable peace, equality, reconciliation, national healing, cohesion, unity, and the peaceful resolution of disputes and conflicts in Zimbabwe.

##### Opinion

I have audited the financial statements for the National Peace and Reconciliation Commission for the financial year ended December 31, 2018. These financial statements comprise of the Appropriation Account, other supporting statements and notes.

Below is a summary of what was allocated and spent during the year:

Voted Funds	Unallocated Reserve/ Supplementary	Total	Expenditure	Net Under / Over spending
\$1 399 000	\$Nil	\$1 399 000	\$1 231 234	\$167 766

In my opinion, the financial statements present fairly, in all material respects, the financial performance of the Appropriation Account for the year ended December 31, 2018, in accordance with Generally Accepted Accounting Practice (GAAP).

However, below are other material issues noted during the audit:

#### 1 GOVERNANCE ISSUES

##### 1.1 Policy Documents

###### Finding

The Commission operated without approved policy documents to guide its operations. Policy documents such as; Terms of Reference for the Executive Secretary of the Commission, Operating Manual for the Commissioners, Human Resources Policy and Procedures Manual and Code of Conduct which were availed for audit were still in draft form.

In addition, the Commission did not have a documented and approved risk management policy to assist management in mitigating against potential risk that may hamper its operations. No risk assessments were carried out during the year under review. There was no evidence of progress made by the Commission's management on the issues.

### **Risks/Implications**

In the absence of approved policy documents to guide its operations, the Commission may fail to achieve its mandate and its service delivery may be compromised.

Without a clearly documented and approved risk management policy, the Commission is susceptible to numerous risks like fraud which could negatively impact on its performance.

### **Recommendations**

The Commission's management should prioritise having the policy documents approved without delay.

In addition, risk assessments should be carried out regularly and timeously in order to identify and take preventative measures on potential risks.

### **Management Response**

**Management is still to respond.**

## **1.2 Audit Committee**

### **Finding**

Section 84 of the Public Finance Management Act (Chapter 22:19) requires that "Every Ministry, statutory fund, constitutional entity and public entity shall establish an audit committee". There was no evidence that the Commission had an audit committee in place to monitor its financial reporting, internal control systems, risk management systems and the internal and external audit functions as spelt out in the Public Finance Management Act.

### **Risk/ Implication**

Without an audit committee in place, the Commission will lack guidance in fulfilling its oversight responsibilities regarding the entity's financial reporting, internal control systems, risk management systems and the internal and external audit functions.

### **Recommendation**

Management should appoint an audit committee that will monitor its financial reporting, internal control systems, risk management systems and the internal and external audits.

### **Management Response**

**Management is still to respond.**

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Ref; NPRC/

11 June 2019

The Auditor General  
Attention; Mrs Mutoodzwa

**SUBJECT: AUDIT RESPONSES FOR 2018 FINANCIAL YEAR: NATIONAL PEACE AND RECONCILIATION COMMISSION.**

Reference is made to your Audit Minute NPRC/2/25/18 dated 24 May 2019 but received by the Commission on the 10<sup>th</sup> June 2019.

**1. Governance Issues**

**1.1. Policy Documents**

The observation is noted

The Terms of Reference for the Executive Secretary of the National Peace and Reconciliation Commission which were used for Recruitment purposes were actually filed in the Human Resources file. The Registry of the Commission had recently moved from Club Chambers to the Commission's new office. The Terms of Reference have since been placed in the correct file.

Policy Manuals are still being meticulously verified by the Commission before their adoption. The Commission has now recruited Secretariat and currently the Secretariat is working flat out on documenting the holistic Draft Risk Management Policy for the Commission.

**1.2. Audit Committee**

The Commission is currently scouting for reputable and very knowledgeable people within sister Commissions and the Public Service to constitute an 'Independent Audit Committee' in line with section 84 of the Public Finance Management Act (Chapter 22:19) and good practices. The Commission had no staff of its own in 2018.

  
S. ZEMBE (MRS)

EXECUTIVE SECRETARY FOR NATIONAL PEACE AND RECONCILIATION COMMISSION

