



NATIONAL PEACE AND RECONCILIATION COMMISSION

ANNUAL REPORT 2019

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

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LIST OF ACRONYMS

CPMRT	Conflict Prevention, Management, Resolution and Transformation
DDC	District Development Coordinator
DLC	District Lands Committee
HRR	Healing, Reconciliation and Rehabilitation
MDC	Movement for Democratic Change
MDC-T	Movement for Democratic Change-T
NPRC	National Peace and Reconciliation Commission
POLAD	Political Actors Dialogue
PSC	Public Service Commission
RKM	Research and Knowledge Management
SCORE	Social Cohesion and Reconciliation Index
TSP	Transitional Stabilization Program
UN	United Nations
UNDP	United Nations Development Program
VSGD	Victim Support, Gender and Diversity
ZANU (PF)	Zimbabwe African National Union (Patriotic Front)
ZAS	Zimbabwe Agricultural Show
ZCC	Zimbabwe Council of Churches
ZITF	Zimbabwe International Trade Fair
ZRP	Zimbabwe Republic Police
ZTN	Zimbabwe Television Network

FOREWORD BY THE CHAIRPERSON

In terms of Section 323 of the Constitution of Zimbabwe Amendment (No 20) Act 2013 and Section 16 of the National Peace and Reconciliation Act [Chapter 10:32], the Commission is obliged to submit a report to Parliament through the Minister responsible. It is my pleasure therefore on behalf of the Commission, to present the report of the programs undertaken in 2019 as well as audited financial statements and audit reports for the same period.

The operating environment in 2019 was very challenging on many fronts, key amongst which was the resource envelope allocated to the Commission. The initial allocation of US\$2,463 million whittled away as a result of currency reforms and changing prices of goods and services. The Commission is grateful for the supplementary allocation of ZWL\$5,870 million received during the year plus an additional ZWL\$7,341 million of unallocated reserves which was used to procure eleven vehicles which have since been delivered and have aided the mobility of members and staff. At the end of December 2018, the Commission had managed to recruit the Executive Secretary out of the 32 positions for which Treasury concurrence was granted. From January 2019, the Commission expended its energies on recruiting the remaining positions. To date, six General Managers, seven Managers, thirteen Officers, three Personal Assistants, two Drivers and two Office Assistants are in post, with the proportion of male to female members and staff standing at almost 1:1. It is expected that Treasury will continue to support the Commission to allow for the recruitment of additional staff to the approved establishment of 104 members of staff. As the Commission has started decentralising its operations by opening an office in Bulawayo to the public, it will be necessary for the additional staff to be assigned to regions/provinces.

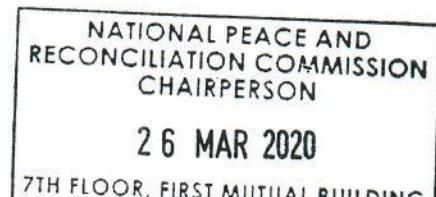
In the year under review, the NRPC embarked on provincial publicity programs so that Zimbabweans appreciate the work of the Commission. The Commission managed to engage with the Parliamentary Portfolio Committee on Justice, Legal and Parliamentary Affairs and Thematic Committee on Human Rights. Programs which were undertaken include the establishment of Provincial Peace Committees as part of the Commission's strategy to develop architecture for conflict prevention. Meetings were held with stakeholders including the main political parties in Zimbabwe to share with them the work of the Commission and explore areas of collaboration. As a result of these awareness programs, the Commission has started receiving complaints from the public which are being processed and resolved. There has also been work on preparing for public hearings so as to deal with conflicts that have affected Zimbabweans in the past.

The Commission appreciates the financial, logistical, technical support and policy guidance received from the responsible Minister, Hon Vice President Rtd Col K.D. Mohadi and his team, Parliament of Zimbabwe through the Parliamentary Portfolio Committee on Justice Legal and Parliamentary Affairs and the Thematic Committee on Human Rights. The Commission greatly appreciates financial and technical support received from UNDP and UN Women under the Peace Building Fund. I would like to express my sincere gratitude to the members and secretariat staff of the Commission for their tireless efforts in 2019.

Rtd Justice S.M. Nare

26 MARCH 2020

CHAIRPERSON: NATIONAL PEACE AND RECONCILIATION COMMISSION



EXECUTIVE SUMMARY

The National Peace and Reconciliation Commission (NPRC) is structured along thematic areas which inform the programs undertaken in 2019. These are Research and Knowledge Management; Complaints Handling and Investigations; Healing, Reconciliation and Rehabilitation; Victim Support Gender and Diversity, and Prevention and Non-Recurrence with support departments namely Finance, Administration and Human Resources; Media and Communications; Legal Services; Audit, Information, Communication and Technology and Monitoring and Evaluation. The activities conducted under each of the programs in the reporting year are outlined in the report; suffice to note that the work was aimed at achieving the strategic outcomes of; enabled processes and frameworks for addressing legacies of violent conflicts through inclusive healing efforts; a positive and legal environment for peace; improved architecture for conflict prevention at national and subnational levels; and enhanced national capacities for sustaining peace, healing and reconciliation.

In terms of the NPRC Act, the Commission is mandated to receive and investigate complaints from members of the public. An analysis of complaints received reveals that the majority of conflicts revolve around issues of unfair distribution of resources, land disputes, mining disputes, partisan distribution of food aid, political victimisation, and chieftainship wrangles. Of notable concern is the fact that women, children and persons with disabilities were not spared in the conflicts.

Some lessons for peace building, derived from nationwide outreach programs reveal that each province has unique conflict issues that will require tailor made response initiatives to respond to and deal with the conflicts. In the southern region (Matabeleland South, Matabeleland North, Bulawayo and Midlands) there is widespread unhappiness over delays in dealing conclusively with Gukurahundi so that people find closure. It was noted in all the provinces that natural resource disputes continue to cause conflicts. The Commission learnt that most conflicts are best solved by peace architecture at local level, hence the setup and induction of Peace Committees at Provincial level with future plans to cascade this architecture to district level or lower.

Having initiated the recruitment of the majority of its secretariat early 2019 after securing Treasury Concurrence to do so late 2018, the Commission had a complement of 34 officers out of an approved establishment of 104. Work was also focused on office establishment as well as setting up a regional office in Bulawayo which was opened to the public in the last quarter of 2019. There were efforts made at ensuring gender parity in the structure of the Commission with the ratio of male and female at almost 1:1. Strategies for gender mainstreaming have been included thus ensuring gender equality in the staff compliment of the Commission as well as in all Committees of the Commission. Strategies for ensuring diversity have been included through the involvement of persons with disabilities and other marginalised groups.

Administratively, the Commission was seized with crafting of watertight internal policies and procedures manuals for improved governance of its operations. The various policies are Finance and Administration Manual, Procurement Manual, Transport Policy, Human Resources and Procedures Manual, Code of Conduct, Monitoring and Evaluation Manual, IT and Information

Security Policy, Internal Audit Manual as well as Risk Management Policy and Risk Mitigation Plan.

The major challenges encountered during the year were both administrative and programmatic and revolved around inadequate budget support; staff recruitment and retention challenges; political polarisation; limited trust in the Commission among certain sections of the citizenry; competition amongst organisations and institutions working in the peace building space and poor representation of minority and disadvantaged groups.

Recommendations proffered include; Parliament to lobby for adequate support for the Commission from Treasury in view of its limited life span; amendment of the Mines and Minerals Act to include a clause which provides for compensation to a party affected by the issuance of a mining licence or permit for violation of their proprietary rights; amendment of the Prescription Act to extend prescription period from three years to five years or more; enactment of laws to protect victims and witnesses and ensure their access to services which guarantee their safety and protection as well as ensure they receive rehabilitative support; put in place legal and or policy frameworks to deal with exhumations and reburials of victims of past conflicts as well as secure documentation for victims' families; build cohesion and unity for all Zimbabweans and promulgate laws that increase language diversity across the country; lobby for the registration of political parties and an Act of Parliament to regulate the conduct of such political parties as well as provide clarity on the life of the Commission by defining properly whether the effective date is the date the Constitution came into effect or the date when the NRPC Act was signed into law.

MEMBERS OF NATIONAL PEACE AND RECONCILIATION COMMISSION



Rtd Justice S. M. Nare
Chairperson



Lilian Chigwedere
Deputy Chairperson



Dr Geoffrey Chada
Commissioner



Dr G. D Chekenyere
Commissioner



Patience Chiradza
Commissioner



Rev Charles
Masunungure
Commissioner



Leslie Ncube
Commissioner



Choice Ndoro
Commissioner



Netty Musanhu
Commissioner

MEMBERS AND STAFF OF THE COMMISSION



Above: The Commission with members of Secretariat



Above: The Executive Secretary Mrs Zembe (fifth from right) flanked by senior managers of the Commission

1 INTRODUCTION

The National Peace and Reconciliation Commission is an Independent Commission set up in terms of the Constitution of Zimbabwe Amendment (No 20) Act of 2013. The NRPC's Constitutional mandate and legal framework provide the foundation upon which the Commission unites Zimbabweans for sustainable peace by resolving conflicts of the past, dealing with current conflicts and preventing the recurrence of conflicts in the future. This will be achieved by the NRPC performing a set of functions as outlined in the Constitution of Zimbabwe Amendment (No.20) Act of 2013 Chapter 12, Sections 233 and 252 as well as in Section 3(2)(a-d) of the NRPC Act [Chapter 10:32] which state that the Commission's functions shall, in summary deal with past, present and future potential conflicts. Whilst the NRPC has a life span of ten years, the Commission has set out its first 5-year plan spanning a period between 2018 and 2022, and asserts that by 2022 it 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.

1.1 The NRPC Strategic Plan

The NRPC's five year strategy (2018- 2022) outlines the strategic deliverables of the Commission whose goals and outcomes are outlined in Table 1 below:

Table 1: NRPC Strategic Goals and Outcomes

Strategic Goals	Strategic Outcomes
1. Reconciled, healed and cohesive nation	1. Enabled processes and frameworks for addressing legacies of violent conflicts through inclusive healing efforts
2. Guarantee of non-recurrence	2. Positive and legal environment for peace
3. Capacities for conflict transformation	3. Improved architecture for conflict prevention at national and subnational levels
4. Operationalised NRPC structures	4. Enhanced national capacities for sustaining peace, healing and reconciliation

1.2 The Transitional Stabilization Program (TSP)

The NRPC is guided by the principles espoused in the Transitional Stabilization Program (TSP) which acknowledges the necessity of national cohesion, unity and tolerance as essential preconditions for national growth and development. The Governance Reform measures in the TSP emphasize the importance of departing from the past omissions and commissions, peaceful co-existence of various segments of the society, including people of diverse political views as the

tonic for healing wounds of the past and offering opportunity to foster peace, reconciliation and harmony.

1.3 Outline of the Annual Report

Sections 253 and 323 of the Constitution of Zimbabwe enjoin the Commission to submit an annual report to Parliament through the responsible Minister and highlighting its operations and activities. In addition, Section 16 (1-6) of the NRPC Act obliges the Commission to submit an annual report to Parliament in terms of the provisions in the Constitution. This report therefore covers the following:

- a) NRPC programs for the year 2019
 - i. Strategic engagements carried out by the Commission
 - ii. Programs of the Commission
 - iii. Summary of investigations and findings;
 - iv. Summary of major conflicts, their extent, possible consequences and proposed recommendations for peace building;
 - v. Strategy for gender mainstreaming;
 - vi. Structural, systemic, policy and legislative recommendations for the promotion of peace;
- b) Audited financial statements of the Commission

1.4 Vision

A Peaceful Zimbabwe for all Generations.

1.5 Mission

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 in the future.

1.6 Values

Confidentiality
Inclusivity
Ubuntu
Transparency
Victim Centred

2 STRATEGIC ENGAGEMENTS OF THE COMMISSION

Strategic engagements are an effective tool used in peace building for maximising the success of an institution's strategy. In 2019, the Commission held a number of strategic engagements with national stakeholders and partners, key amongst which were the Parliamentary Portfolio Committee on Justice, Legal and Parliamentary Affairs and Thematic Committees on Human Rights and Defence and Security; the Traditional Leaders, Church Organisations, Civil Society Organisations, Political parties as well as the command structures of the Security Sector, among others to dialogue over the work of the Commission and explore ways of collaboration for the achievement of peace, healing and reconciliation.

The NRPC held bilateral engagements with political parties (ZANU-PF, MDC-T and MDC Alliance) to share its strategic plan as well as peace and reconciliation programs being implemented in the country. The engagements showed that all political actors are keen to work towards the building and promotion of peace.

During the public protests that took place in January and August 2019, the NRPC also engaged key actors to find amicable ways to deal with the conflict. Behind-the scenes shuttle diplomacy was conducted by the Commission which contributed to the quelling of the public demonstrations which posed a great risk to the peace and security of the nation. Bilateral engagements were held with the then Minister of Defence, the security sector and leaders of political parties during the January 2019 protests, all aimed at reaching consensus on the need for peaceful ways of dealing with conflict.



Senior members of the leadership of the Zimbabwe Defence Forces, led by General P.V. Sibanda and Commission members

Dialogue meetings were held with senior members of the leadership of the Zimbabwe Defence Forces, led by General P.V. Sibanda where the strategy of the Commission was shared. Presentations were made to the leadership of the military on the work of the Commission and the meeting explored areas of collaboration in the peace building process. The NRPC also met with the membership of civic society, coordinated through the National Association of Non-Governmental Organizations, women's coalition groups, War Veterans as well as churches to explore areas of collaboration and for them to understand the work of the Commission.

While members raised their concerns about independence of the Commission, adequacy of funding and the limited life of NRPC, they expressed willingness to work together towards the promotion of peace and unity in the country.

In order to ensure that all levels of government appreciated the work of the NRPC, meetings were held with Permanent Secretaries of all Ministries. Further engagements were made with the Parliamentary Portfolio Committee for the Justice Legal and Parliamentary Affairs and the Thematic Committee on Human Rights in February and August 2019. The five-year strategy of the Commission was shared, as were areas of collaboration between the State and the Commission in order to achieve peace. Meetings with the portfolio and thematic committees provided necessary oversight, guidance and direction on the work of the Commission.



Parliamentary Portfolio Committee on Justice Legal and Parliamentary Affairs and the Thematic Committee on Human Rights meeting with members of the Commission in Bulawayo in August 2019.

There were efforts made by the Commission to meet with Government and junior doctors during the protracted dispute between the two parties. The NRPC invited representatives of the Zimbabwe Hospital Doctors Association and their mediator to discuss possible avenues of dissolving the conflict and to share the common interest about the need to save human lives. The junior doctors made a commitment to continue to engage positively for the good of the nation and for sick citizens. The Commission in turn urged the junior doctors to consider the request from government

to return to work while engagement over their concerns was being considered. Government was also engaged and urged to be humane and considerate when dealing with the issues in the health services sector as presented by the health practitioners.

The NPRC partnered with the Zimbabwe Council of Churches (ZCC) to convene a summit with Chiefs and senior church leaders in the Midlands Province. The summit was meant to discuss the role of Traditional leaders and the Church in peace building as well as highlight the challenges that Traditional leaders face. Traditional leaders and Church Leaders are custodians of the people in communities and therefore are important stakeholders in the peace agenda. Other stakeholders such as the Police, Ministry of Mines and the Provincial Development Coordinator's office were among the attendees. Some of the potentially conflictual issues raised by Chiefs as requiring NPRC intervention include:

- a) Rising numbers of illegal miners which had the potential to cause serious disharmony in the Province;
- b) The labelling of all illegal miners as 'Mashurugwi' yet the illegal miners are drawn from all places around the country;
- c) Increase in the use of machetes as instruments to commit crimes, including murders;
- d) Perceived political support of some mining gangs to the extent that they became untouchable because they had the feigned support of senior respected leaders;
- e) Upsurge in cases of rape of women by people believed to be illegal miners leading to increasing levels of fear among locals;
- f) Political leaders looking down upon and sometimes reversing decisions made by traditional authorities;
- g) Chiefs being used to support the activities and programs of some political parties at the expense of other political parties;
- h) Mining claims being given to people who go on to disregard the importance of ongoing farming activities and grazing need on the land over which they now hold claim to;
- i) Rise in usage of intoxicating drugs by illegal miners as a worrying cause of conflicts that were fanned whilst under the influence.

The Chiefs and the Church leaders appreciated the dialogue as it provided an opportunity to deal with conflicts which had caused a lot of anxiety thereby negatively affecting development of the Midlands Province.

3 PROGRAMS OF THE COMMISSION IN 2019

In terms of Section 8(1) of the First Schedule of the NPRC Act, the Commission established seven Thematic Committees chaired by Commissioners as the vehicle for policy guidance and program coordination. These Committees are divided into four external and three internal committees. Internal Committees were set up for support services and are only open to members and staff of the NPRC while external committees draw the bulk of their membership from experts representing various stakeholders outside the Commission. The concept of thematic Committees was adopted

as a multi-stakeholder platform that provides advisory support to the NRPC in accordance with the Act and Regulations. For each of the seven Thematic Committees, there is a corresponding department which coordinates the implementation of NRPC programs, as illustrated in Table 2 below and followed by details on the programs carried out by the Thematic Committees and departments in 2019;

Table 2: Committees and Departments of the Commission

External Committees	Secretarial Department
Conflict Prevention and Non-Recurrence	Conflict Prevention, Management, Resolution and Transformation
Healing, Reconciliation and Rehabilitation	Healing, Reconciliation and Rehabilitation
Research and Knowledge Management	Research and Knowledge Management
Victim Support, Gender and Diversity	Victim Support, Gender and Diversity
Internal Committees	Secretarial Department
Complaints Handling and Investigations	Complaints Handling and Investigations
Finance Administration and Human Resources	Finance, Administration and Human Resources
Partnerships and Resource Mobilisation	Partnerships and Resource Mobilisation

3.1 RESEARCH AND KNOWLEDGE MANAGEMENT PROGRAMS

3.1.1 Setting up the Thematic Committee on Research and Knowledge Management

Apart from the functions spelt out in Section 252 of the Constitution of Zimbabwe, the RKM department derives its mandate directly from Section 3(2)(b) of the NRPC Act [Chapter 10.32], that is to conduct research on the nature, scope, extent and causes of the conflicts and the intervening strategies for disputes and conflicts. The department executes its functions by carrying out evidence based research through data collection, storage, analysis, documentation, dissemination and archiving.

The Research and Knowledge Management Thematic Committee comprises membership from the ten State Universities and organisations with expertise in research and documentation such as Research Council of Zimbabwe, National Archives of Zimbabwe and other Civil Society Organisations. The overall objective is to advise the NRPC in the generation of knowledge through

evidence based research and collaboration with experts and the academic community. Key programs implemented in 2019 include:

3.1.2 Conflict Mapping and Analysis

The department carried out conflict mapping and analysis in order to map out the causes, actors and consequences of conflicts that have occurred in Zimbabwe through desk review surveys and stakeholder consultation exercises.

3.1.3 Developing a shared Social Cohesion and Reconciliation Index for Zimbabwe

The shared Social Cohesion and Reconciliation Index (SCORE) is a process of measuring peace by assessing to what extent the society is in peaceful co-existence and harmony with its members. It involves rigorous calibration of a coherent research framework which incorporates different stakeholder perspectives. Identification of dimensions and indicators that speak to the nation's socio-economic and political contextual framework is critical to the successful implementation of a SCORE Index process. The NRPC through the RKM department with assistance from the UNDP conducted a familiarisation workshop at Bronte Hotel in Harare with key stakeholders across various sectors of the society, shown in the image below.



Social Cohesion and Reconciliation orientation session for members and staff of the Commission

3.1.4 Scenario Planning Process

Through the RKM department, the NRPC also began scenario planning processes. This is a strategic planning method to achieve long term plans by crafting possible futures and scenarios of a given society. It improves analysis of key uncertainties, reframe problems in order to analyse plausible important situations and problems that exist. It is a scientific approach to learning about the possible futures using a multi-stakeholder analysis. The department conducted power mapping

and situational analysis workshops in Bulawayo and Harare during the course of 2019. These workshops were attended by key stakeholders from the security sector, business, war veterans, youth, women, CSOs, traditional leaders.

3.1.5 Development of Knowledge Management Systems

The RKM department began a process of facilitating the development, setting up and designing of a comprehensive knowledge management system for the NRPC in order to effectively manage all the information and knowledge generated. The Commission staff was trained on how to manage data in their respective departments. The main objective was to acquaint staff with data management techniques.

3.1.6 Academic Roundtables and Knowledge Sharing Platforms

These are NRPC platforms to embrace new research findings from various sectors and experts in the field of peace building and conflict resolution universally thereby benchmarking with international best practice as well as providing a medium of communicating NRPC research findings and assessments of its work. The NRPC through the RKM department conducted an awareness campaign of its activities at the University of Zimbabwe's Research Week and with various stakeholders including academics, private sector and government departments.

3.2 COMPLAINTS HANDLING AND INVESTIGATIONS PROGRAMS

3.2.1 Complaints Handling and Investigations Internal Committee

The Commission established the Complaints Handling and Investigations Internal Committee which is now fully operational. Its main purpose is to bridge the gap between the Commission and Complaints Handling and Investigations department on matters of Complaints Handling and Investigations. The scope of the work of the Committee draws from section 252(f) of the Constitution and section 3(2)(a) of the National Peace and Reconciliation Commission Act [Chapter 10:32] and section 25(1)-(5) of the National Peace and Reconciliation Commission Regulations, Statutory Instrument 90/2018 on the NRPC's mandate which includes;

- (i) receiving and processing complaints,
- (ii) determining criteria for recommending pardon and
- (iii) Recommending to the Commission appropriate remedies and course of action pursuant to execution of its mandate.

3.2.2 Designing and Development of Books, Manuals and Forms

The Commission designed and developed the following tools to facilitate the complaints management process:

- a) Complaints Receiving Form
- b) Complaints Intake Book
- c) Outcome of Complaint Form

- d) Diary of Events
- e) Register of Complaints

3.2.3 Procurement of Tools and Equipment

The Commission through the United Nations Development Program's (UNDP) financial support acquired ten Samsung tablets for Complaints Handling and Investigations field work operations. This funding was made possible by the UN's Peace Building Fund.

3.2.4 Recruitment, Induction and Up-skilling of NRPC Staff on Complaints Handling and Investigations

The Commission through the Complaints Handling and Investigations department organized and conducted a one-day staff up-skilling workshop. The workshop trained NRPC internal staff on the operations, systems and procedures of the Complaints Handling and Investigations department. The Healing, Reconciliation and Rehabilitation and Victim Support Gender and Diversity programs made presentations on areas in which synergies exist between them and the Complaints Handling and Investigations department. Zimbabwe Human Rights Commission's Complaints Handling and Investigations department made a presentation on Case Handling Systems, Procedures and Case Management. The work of the Commission is cross cutting hence the inclusion of both internal and external stakeholders in the up-skilling training workshop.

3.2.5 Consensus Building with Key Strategic Actors

The NRPC organized a series of consensus building/capacity enhancement workshops with the Zimbabwe Republic Police (ZRP) top command. The aim of the workshops was to strengthen collaboration and share knowledge on issues of conflict prevention, complaints handling and investigations, dispute resolution and peace building. This was in preparation for the collaboration between the two constitutional bodies in line with section 10(1)(d) of the NRPC Act which obliges the ZRP to assist the NRPC when called upon to assist during investigations. The first workshop which was conducted in Harare was organised for and attended by the Commissioner General of Police and his Senior Command at the Police General Head Quarters (PGHQ) and all Provincial Commanders. Subsequent workshops for deputy provincial and district commanders were held in Harare, Bulawayo and Masvingo with participants drawn from the ten provinces.



The Commission Chairman Rtd Justice Nare (third from left), Deputy Chairperson Commissioner L. Chigwedere (right) and Commission members meet with the Commissioner General of Police CG Matanga (seated centre) and his Senior Command for Consensus Building meetings

3.3 HEALING, RECONCILIATION AND REHABILITATION PROGRAMS

3.3.1 The Healing, Reconciliation and Rehabilitation Committee

The Commission established the Healing, Reconciliation and Rehabilitation Committee to deal with matters of ensuring post-conflict justice, healing and reconciliation through the development and implementation of programs that promote national healing. The Committee draws the scope of its work from Sections 252 (a), (b) and (c) of the Constitution.

The Healing, Reconciliation and Rehabilitation Committee draws its membership from stakeholders mainly qualified in trauma and community healing. The role of the Committee is to;

- i. facilitate conducting of hearings for victims of violence and offenders at national, provincial and community levels;
- ii. make recommendations to the Commission on healing and reconciliation activities and;
- iii. make policy and practice recommendations to the Commission on trauma sensitive programs and activities.

3.3.2 Dealing with the Past

a) Meetings with Victims of Past Conflict

The Commission through the Healing, Reconciliation and Rehabilitation department held a meeting in September 2019, in Bulawayo, at the request of some victims of past conflicts in Matabeleland North and Matabeleland South provinces. The victims' request for an audience with the Commission was to share experiences of past conflicts and to seek assistance in exhumations and reburials of victims of Gukurahundi conflict. The meeting provided the NRPC with an opportunity to learn divergent cultural views on exhumations and reburials that are useful in future programming.

The recommendations proffered by the victims centred on the need for compensation. Specifically, victims requested that in the short term, there be exemption of school fees payment to all children in Gukurahundi affected areas. As a long term measure there was a request for an educational fund to be put in place to construct schools and offer bursaries to the children of the victims in the areas that were affected by Gukurahundi. There was also a suggestion that victims who sustained physical impairment due to torture should be accorded psycho-social support and medical health care and that all costs towards this assistance be borne by the Government of Zimbabwe.

b) Exhumations and Reburials

At the meeting held in September 2019 in Bulawayo, the Commission received advice from forensic experts who have previously undertaken exhumations. The department learnt that the process of undertaking exhumations begins with a family member or a traditional leader requesting for an exhumation from a known or identified grave. It was reported that at all points of the exhumation process, the needs and wishes of families are central to the activities that must precede the exhumations, for example prayers and traditional rituals. From the meeting held, it was evident that exhumations and reburials of victims not buried in a dignified way complete the mourning process and bring some closure to the pain of loss. Furthermore, the inability for families to be able to exhume the remains of loved ones may be interpreted, by communities, as an impediment prejudicial to the peace building exercise.

Based on the outcome of the meeting alluded to above the Commission prepared to supervise the first set of exhumations which were scheduled for December 2019. The exercise was to be undertaken in collaboration with the Ministry of Home Affairs and Cultural Heritage, through the Department of National Museums and National Monuments, the Registrar General's Office, the Zimbabwe Republic Police, the Ministry of Health and Child Care as well as Counsellors from Civil Society Organisations. The exercise was, however postponed for undertaking in 2020.

c) Meetings with Traditional Leaders

A number of meetings were held with Traditional Leaders during the year 2019 key amongst which were meetings to introduce the Chiefs to the work of the Commission. These meetings included Chiefs from the Matabeleland and Midlands Provinces. Engagement with Chiefs provided guidance on what the African culture dictates about community healing and reconciliation. In

addition, the Commission was provided with useful insight into the process of indigenous restorative justice, a system that differs by province but one that will come in handy when the Commission embarks on Public Hearings in the year 2020.

The key recommendations that came out of the meetings included the request for Traditional leaders to be included during the public hearings planned by the Commission. In addition, there were recommendations for the availability of sufficient resources to advance the mission of exhumations and reburials in the areas affected by the Gukurahundi disturbances and compensation for victims of past conflict nationwide. This includes victims of the war of liberation.



Midlands Chiefs with Commissioner Musanhu during the group discussions.

d) Dealing with the Past Strategy

A Dealing with the Past Strategy was developed and operationalised, starting with engagement with stakeholders on the various activities that the Commission wanted to embark on in healing victims of past conflict. The strategy continues to guide the Commission's programs. The main thrust is agreeing on how the past should be dealt with as a nation, taking into consideration the different conflict epochs that have been identified by the Commission. Informed by the Commission's strategic plan the Dealing with the Past strategy identified three critical conflict epochs that the Commission has prioritised to start with. These are the Pre-Independence, The 1980 to 1987 period and the 2000 to 2008 period.

3.3.3 Public Hearings

This is one of the flagship programs for the Healing, Reconciliation and Rehabilitation department whose role is to facilitate conducting of hearings for victims of violence and offenders at national, provincial and community levels and make recommendations to the Commission on healing and reconciliation activities.

This program, initially scheduled for undertaking in December 2019 was moved to the first quarter of 2020 for reasons that there are a number of processes and activities that must take place prior to the onset of the hearings and these activities could not be implemented at year end.

3.4 VICTIM SUPPORT, GENDER AND DIVERSITY PROGRAMS

The Victim Support Gender and Diversity (VSGD) Thematic Committee and department were established to support and facilitate victims' engagement with the Commission. The programs sought to achieve outcomes 1, 2, and 4 of the Strategic Plan (see Table 1). The activities included Safe Spaces Program and Safe Spaces "Write Shop" for outcome 1, the Legal Round Tables (Outcome 2) and Collaboration with other organizations (Outcome 4).

3.4.1 Safe Spaces Program

The program was conducted in fulfilment of the legal provision of Section 9(1) of the National Peace and Reconciliation Act Chapter 10:32. The objective was to identify victims of gender based violations and provide such victims with an opportunity in private or public to relate their own accounts of the violations or harm they have suffered and set out their needs as well as contribute towards the development of tools and guidelines on victim support. The Commission through the VSGD department rolled out this pilot program in five provinces; Mashonaland East (Mutoko), Midlands (Zhombe), Bulawayo, (Entumbane), Matabeleland North (Tsholotsho) and Matabeleland South (Maphisa). The other five provinces will be covered in the second quarter of 2020.

The table below shows some of the violations and hurts experienced by the victims that the Commission through the department interacted with during this program, as well as proposed solutions to initiate the community healing processes.

Table 3: Conflict Experiences Captured Through the Safe Spaces Program

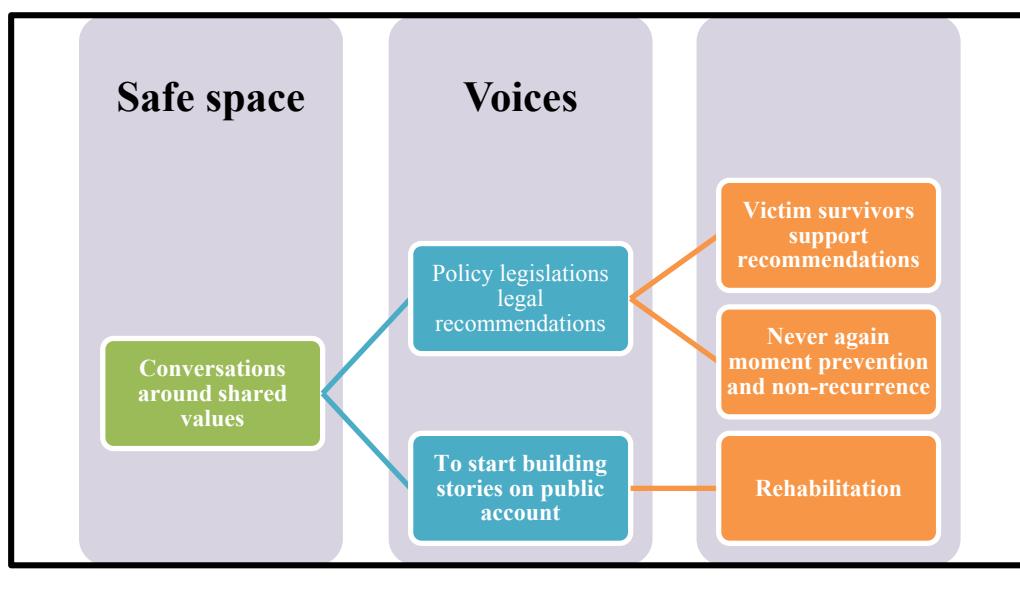
Province	Major Conflict	Issues Raised	Recommendations
Bulawayo	Gukurahundi	<ul style="list-style-type: none"> -Forced incest - Rape- including gang rapes -Mass sexual assaults -Mass killings of women, including pregnant women and teachers -Cutting of body parts -Burning of people inside houses -No registration documents (Birth and death certificates) -Corruption and soliciting for sexual favours 	<ul style="list-style-type: none"> -National apology -Allow exhumation and reburial of loved ones -Building of tombstones for loved ones -Conduct memorial services at sites of mass graves for example in Bhalagwe -Have audience with the President -Need for accelerated development in the whole region
Matabeleland North	Gukurahundi	<ul style="list-style-type: none"> -Mass sexual assaults -Security- people afraid of being victimized again -Burning of people inside houses -Relatives still missing -Rape- including gang rapes 	<ul style="list-style-type: none"> -Offer free birth certificates and IDs; -Be allowed to rebury relatives and build tombstones -Seek audience with the President -Continued engagement with NRPC -Catch up on development in the area -Acknowledgment of conflict
Matabeleland South	Gukurahundi	<ul style="list-style-type: none"> -Torture -Mass killings -Mass sexual assaults -Security- people afraid of being victimized again -Relatives still missing -Rape- including gang rapes 	<ul style="list-style-type: none"> -Offer free birth certificates and IDs; -Be allowed to rebury relatives, build tombstones and conduct memorial services at burial sites -Seek audience with the President -Continued engagement with NRPC -Catch up on development in the area -Acknowledgment of conflict

Mashonaland East	Electoral conflicts 2008-2013	<ul style="list-style-type: none"> -Women beaten up for exercising their right to choose candidates of their choice -Women raped -Women not allowed to campaign -Family members of campaigning candidates harassed and tortured -Discriminated against in food distribution -People forced to pay money to qualify for food distribution -Women taken to bases and beaten up -Land grabbed as a punishment for supporting party of own choice 	<ul style="list-style-type: none"> -Rehabilitation and compensation of the injured -Support to families who lost their breadwinners -Provision of medical and psychosocial support -Restoration of damaged or stolen property
Midlands	<ul style="list-style-type: none"> -Liberation struggle -Gukurahundi -Mabhembba 	<ul style="list-style-type: none"> -Women not given land because they are women during the Liberation struggle and Post-Independence. -Destruction of homes during the Liberation struggle and Post-Independence -Rape/gang rapes leading to sexually transmitted infections -Physical assaults sometimes leading to disability -Property loss -Harassment -Forced early marriages to makorokozas -Robberies 	<ul style="list-style-type: none"> -Establish centres for free counselling and psychosocial support for victims of the Liberation struggle and Post-Independence -Stiffer penalties for mabhembba crimes -Free health for victims of liberation and Gukurahundi conflicts -Exhumation of bodies of strangers within homesteads -Increased police presence to protect communities -Local leadership, particularly Traditional leaders to investigate families affected during the war as well as Gukurahundi for purposes of assistance

3.4.2 Safe Spaces Write Shop

The victim-centered approach which was adopted by the NRPC does not pre-determine the remedies to victims of conflict but always stands guided by the victims' perspectives in accordance with its constitutional mandate. Therefore, drawing from the information gathered from the safe spaces program, the Victim Support Gender and Diversity (VSGD) department working together with the Thematic Committee conducted a 'Write Shop' (a writing workshop) in 2019, whose objective was to extract the needs and expected remedies of those affected by past conflict and provide policy recommendations thereof. The extraction was achieved through the analysis of narratives from the 700 voices of women the Commission had interacted with during the Safe Spaces program. The illustration in Figure 1 below represents the process undertaken in achieving the objectives;

Figure 1: Process undertaken in the analysis of women's voices



Process of eliciting narratives for policy recommendations

A Summary of the results of the Write Shop included:

- a) Victims needed space to open up
- b) Victims were physically abused, tortured and killed during Gukurahundi and other conflicts that took place in Zimbabwe
- c) Victims hope that the program of safe spaces will cascade to village level
- d) The real story about the past needs to be told
- e) Victims were tortured and houses burnt because of political affiliation
- f) Victims wanted truth telling and truth seeking so that they can move on
- g) Communities whose children became economic refugees in South Africa and came back deceased are still hurting from the loss of their children

3.4.3 Legal Round Tables (LRT)

The NPRC through the VSGD department working with the Thematic Committee met with lawyers to analyze and identify gaps within the laws and Constitution with respect to gender and diversity sensitivity. The analysis is work in progress at the end of which will result in legal and policy recommendations for review by the Commission. The round table went through the narratives gathered from victims met during the safe spaces program and sought to understand in depth how victims were affected and what measures could be put in place to develop victim support mechanisms. Also reviewed were the laws that affect victims of conflicts and the possible amendments for the protection of such victims. It was also agreed that awareness programs be initiated as a way to allow for key decision makers to implement interventions directed at the plight of victims of past conflicts as well as ensuring adequate safeguards for the non-recurrence of conflicts in the future.

3.5 PREVENTION AND NON-RECURRENCE PROGRAMS

The strategic focus areas for the Thematic Committee were:

- a) Establishment of thematic committees on Prevention and Non Recurrence
- b) Setting up and induction of national, Provincial and District Peace Committees
- c) Training of Provincial Peace Committees
- d) Developing mechanisms for early detection of conflicts
- e) Training of potential peace monitors on the use of the CEWER system
- f) Developing a nationally shared framework, guidelines and regulations for national dialogue
- g) Convene sectorial consensus building dialogues in all provinces as part of the broader reconciliation process
- h) Ongoing engagements towards preventing the escalation of conflicts

3.5.1 Establishment of Thematic Committees on Prevention and Non Recurrence

Two Thematic Committees on Prevention and Non Recurrence, one for the Northern Region and another for the Southern Region were established and constituted in 2019. There are a total of 13 females and 23 males in the Thematic Committees. The Committees have set up three subcommittees which provide policy guidance on Conflict Early Warning and Early Response, guarantee of non-recurrence and conflict transformation. Inception meetings with the Thematic Committees identified conflict areas which the Commission should deal with; some of which include:

- a) The importance of securing political will for the NPRC to be able to do its work, this is on the background that a significant number of conflicts emanate from political differences;
- b) Concerted efforts to be made to involve women and youth in peace building programs;
- c) The need to set up localised structures so that peace building issues are dealt with at a local level;
- d) That the Commission improves coordination of peace building programs around the country by strengthening rather than replicating initiatives already in place;

- e) Avenues be explored to come up with conflict sensitive ways and a multi-stakeholder approach to deal with the escalation of machete violent conflicts;
- f) An analysis be made to unearth the beneficiaries of illegal mining activities so that weaker elements of society are not manipulated while covering up for the well-heeled;
- g) The need for the NRPC to build up on the work of church leaders and rope them into the peace building work because of the influence they have and that churches are neutral ground and safe spaces for peace programs;
- h) Focus has been on behavioural factors that lead to conflicts but now is the time to deal with structural and systemic issues, for example, electoral cycles have notoriously become an early warning for conflicts;
- i) Media platforms are being used to fan divisions among Zimbabweans and should be regulated;
- j) The need to secure closure over conflicts that took place in the past, particularly Gukurahundi since this continues to cause tensions which are retrogressive.

3.5.2 Setting up and Induction of Peace Committees

In line with the Commission’s strategic outcome to improve architecture for conflict prevention at national and subnational levels, Ten (10) Provincial Peace Committees were established and inducted during the year. These committees draw their membership from political parties, women and youths organizations, people with disabilities, faith based organizations, civic society, war veterans, traditional leaders and government departments.

The average membership of each committee is thirty (30). A total of 465 peace committee members, Commissioners, staff of the Commission and other key stakeholders, including Ministers of State for Provinces were part of the two day induction programs conducted around the ten provinces of the country. The Provincial Peace Committees, chaired by the Commissioner responsible for the Province, will serve as the local focal point for NRPC’s programs in each province and will also be instrumental in supporting conflict resolution and dialogue initiatives. The launch of these peace committees also helped to understand the conflict issues which are affecting each province as captured in the table below:

Table 4: Issues Captured from Provinces as Potentially Conflictual

Province	Conflict issues to be dealt with in provinces
Bulawayo	<ol style="list-style-type: none"> 1. Gukurahundi and Entumbane incidents that have not been addressed 2. Equal opportunities in all sectors of the economy 3. Minimal development of the city 4. Reindustrialization and resuscitation of industries 5. Increasing levels of violence and vandalism 6. Employment and deployment of people who do not understand the language 7. Marginalization of locals
Harare	<ol style="list-style-type: none"> 1. Political conflicts 2. Loss of trust in the work of the Commission 3. Polarization
Manicaland	<ol style="list-style-type: none"> 1. Natural resource conflicts 2. Political disputes 3. Economic collapse 4. History, family, tradition and heritage 5. Security concerns- citizens have lost trust in the security architecture 6. Pre and post liberation war issues (spiritualising)
Mashonaland Central	<ol style="list-style-type: none"> 1. The decline in the economy as a potential conflict issue 2. Partisan distribution of government resources 3. Youth Issues (child marriages, drugs) 4. Gold panning- panners invading mines and registered miners are now the victims 5. Cultural and religious conflicts 6. Electoral violence 7. Delays in the administration of justice 7. Tribalism and regionalism
Mashonaland East	<ol style="list-style-type: none"> 1. Child marriages and abuse of the girl child 2. Disputes over farm boundaries 3. Political conflicts/violence 4. Partisan Food distribution especially along political lines. 5. Natural resources issues eg Black granite in Mutoko 6. Absence of Corporate Social Investments by mining companies 7. Gold panning- deforestation especially in Mudzi's Makaha area. 8. Domestic Violence
Mashonaland West	<ol style="list-style-type: none"> 1. Political conflicts leading to electoral violence 2. Resource conflicts over land distribution, boundaries, tenure and farmer-miner conflicts 3. Gender based violence and child marriages are on the rise leading to children and women's rights abuses 4. Social and cultural conflicts that manifest through religious conflicts and high divorce rates in marriages 5. Environmental conflicts caused by mining which leads to land degradation

	<p>6. Land is now being viewed as a nationalised resource used by those in power to perpetrate their interests</p>
Masvingo	<ol style="list-style-type: none"> 1. Political violence- electoral political violence, 2. Displacements 3. Land issues- access, allocation and utilization 4. Mining and mining claims 5. Chieftainship boundaries 6. Traditional leaders are interfering in politics in a partisan manner and this instils fear among citizens; 7. Intra political party conflicts 8. Conflicts in churches over power and control; 9. Distribution and allocation of inputs and drought relief 10. Poor service delivery; 11. Domestic violence- the majority of murders in Masvingo emanate from domestic violence; 12. Selective application of the law 13. Abuse of youths by the older generation to perpetrate acts of violence; 14. Incorrect or wrong information given to the community 15. Adoption of western practices and external interference which has decimated local cultures; 16. Family feuds especially related to deceased estate.
Matabeleland North	<ol style="list-style-type: none"> 1. Ntabazinduna issue- vocational training centre turned into Police Training Depot 2. Land resettlement vs cultural norms 3. Partisan Government inputs distribution 4. Councillors and Chief undermined in development by political leaders 5. Address Gukurahundi- confidence building for people to speak out as they are still afraid to talk 6. Sifiso Sikazulu former dissidents camp should be integrated 7. Timber and Galaga soil being extracted and sold out of the province and communities not benefitting 8. Social issues- education- primary schools to prioritize local languages, province needs teacher training institution 9. Prevailing economic situation vis earnings has created social classes (the haves and have nots) 10. Devolution- big companies eg ZPC, Hwange are headquartered in Harare, vacancies advertised in Harare and locals miss opportunities 11. Development- issuing of contracts and tenders to people from Harare 12. Victoria Falls/Wildlife/Campfire- no development from the proceeds of the tourist industry 13. Hwange Local Board vs Hwange Colliery Company on development issues 14. Education institutions geographically dispersed and infrastructure needs to be developed 15. Education and awareness raising- people are afraid to speak out 16. Disappearances that took place during Gukurahundi- why, how, where?

	<ul style="list-style-type: none"> 17. People without birth and death certificates and pensions 18. Graves in wrong places- identification, exhumations, reburials, mass graves, shallow graves 19. Rehabilitative treatment for trauma 20. Few schools or colleges and need for strengthening mathematical areas
Matabeleland South	<ul style="list-style-type: none"> 1. Education- few schools and colleges 2. Human wildlife conflict 3. Drought and food shortages 4. Gukurahundi- birth certificates required 5. Marginalization of locals- border proceeds not accessible 6. Farm allocations- few locals allocated land 7. Natural resource conflicts eg amacimbi and gold 8. Service delivery- no infrastructure, no water, road, colleges and no health referral institutions 9. Dialogue on Gukurahundi issues 10. Drought causing scramble for limited resources 11. Language- deployment of teachers, police officers and nurses who cannot speak local languages 12. No schools- children travel long distances and dropouts are high 13. Tsikamutanda issues 14. Unfair allocation of mining claims 15. Violence and disorder associated with mining gangs 16. Agriculture inputs and food distribution 17. Lagging behind in education and there is little consideration of locals for Presidential scholarships 18. Devolution and decentralization 19. Political conflicts 20. Traditional leadership contests
Midlands	<ul style="list-style-type: none"> 1. Mining disputes- violence amongst artisanal miners, disputes of ownership of mining rights 2. Selection/partisan distribution of lands 3. Loss of employment 4. Access to social services, for example, food aid and other government programmes 5. Political violence (interparty, intra party and lack of tolerance) <ul style="list-style-type: none"> a. Gwesela massacres b. Gukurahundi massacres 6. Under development despite the province possessing natural resources 7. Gender based violence and politically motivated violence 8. Tribalism 9. Land allocation issues, for example Gokwe victims 10. Drug abuse amongst the youth

3.5.2.1 Lessons from the Conflicts Captured in Provinces

- a) Each province has unique conflict issues that will require tailor made response initiatives to deal with the conflicts;
- b) In the southern regions (Matabeleland South, Matabeleland North, Bulawayo and Midlands) there is widespread unhappiness over delays in dealing conclusively with Gukurahundi so that people find closure;
- c) Natural resource disputes continue to cause conflicts as a result of perceptions held by local communities that benefits are accruing to only a few people;
- d) There is a view that a polarised nation has given rise to marginalization and selective behaviours along political, regional, ethnic and tribal lines;
- e) Most conflicts are localised and members of peace committees acknowledged the importance of establishing peace committees at district levels around the country.



Members of the Bulawayo Province Peace Committee



Manicaland Provincial Peace Committee launch in Mutare



Mashonaland East Provincial Peace Committee launch in Marondera



Mashonaland Central Provincial Peace Committee launch in Bindura



Matabeleland North Provincial Peace Committee



Masvingo Provincial Peace Committee



Harare Provincial Peace Committee



Midlands Provincial Peace Committee



Matabeleland South Provincial Peace Committee

3.5.3 Promotion of dialogue

The NRPC invited key opinion leaders for a multi-stakeholder dialogue platform. Key invitees to this forum included 50+ representatives from political parties, religious community, civic society organizations, businesses, women, youth, and people with disabilities, labour and other Commissions. The discussion was meant to come up with an agenda about what Zimbabweans wanted as a platform to set the tone for a broad based national dialogue. Participants to this dialogue meeting expressed desire for the nation to move with one voice and find common ground for the development of the country. The multi-stakeholder meeting emphasized the importance of having all stakeholders on the dialogue platform. Subsequent meetings were scuppered because of another intervention which was taken over by churches in which they anticipated bringing together senior leadership of the main political parties in Zimbabwe. Nevertheless, the major lesson was the importance of ensuring that grassroots also drive the dialogue agenda by promoting community based dialogues which feed into the national dialogue agenda.

Dialogue meetings were held with leadership of political parties (ZANU-PF, MDC and MDC-T) in preparation for the setting up of Provincial Peace Committees. The Parties expressed willingness to second their members to these committees. The NRPC was then able to have the political parties with a membership in Parliament represented in the composition of the Provincial Peace Committees around the country. The Commission also made attempts to engage the Zimbabwe Congress of Trade Unions (ZCTU) and MDC at the time of the former's call for public demonstrations in the month of September 2019. Although both were non-committal for an engagement during the days leading towards the demonstrations, they expressed optimism to meet with the Commission at an appropriate later date. The NRPC was later to issue a public statement through the print, digital and social media urging restraint during the demonstrations. The MDC acknowledged the statement through their National Secretary for Healing.

In terms of National Dialogue, NRPC has been actively involved in bringing together political parties who participated in the 2018 elections under the auspices of the Political Actors Dialogue

Platform (POLAD). The Chairperson of the Commission, Retired Justice Nare co-chairs POLAD alongside the Chairperson of the Zimbabwe Gender Commission and have been able to forge positive working relationships with the majority of political parties and Presidential candidates in the 2018 elections. However, some political parties have either pulled out of this platform or steadfastly refused to participate.

3.5.4 International Day of Peace

The 21st of September every year is celebrated globally as the International Day of Peace. This year's commemorations were done under the theme, 'Climate Action for Peace.' The NRPC worked together with the Ministry of Lands' Climate Change Department, provincial stakeholders, including the office of the Minister of State and civic society in Manicaland to organize for the day in the Cyclone Idai hit areas of Chimanimani. Commemorations were held at St Charles Lwanga Secondary School and were attended by more than 500 community members in the Ward. As a way of raising awareness on the impact of climate change, the NRPC planted 200 trees, courtesy of a donation from Nyaradzo Funeral Services Group.

Through the NRPC, the Department of Social Welfare also donated five tonnes of rice which was handed over to the community around St Charles Lwanga School. The commemorations revealed that the community in Chimanimani is facing potential conflicts as a result of forced displacements, people living in tents for a long time without alternative accommodation or relocation, unfair allocation of donations and hand-outs on partisan or corrupt lines. The Commission realised the need to immediately set up the District Peace Committee for Chimanimani District so that attendant conflicts in the area have a point of referral for quick interventions.

3.5.5 Conflict Early Warning and Early Response

Recognising the need to set up a system that enables early detection and early response to conflicts, the Commission sought experts from within and outside the country to capacitate Commissioners, members of staff and some key members of its Thematic Committee. A five day capacitation program was convened by the Commission, supported by experts from Kenya, West African Network of Peace builders, Burundi, Zambia, South Africa and Zimbabwe. Representatives from ZANU-PF, MDC, Zimbabwe Republic Police, Zimbabwe National Army as well as Central Intelligence Organization were part of this process. This led to the development of a draft Conflict Early Warning and Early Response framework which is going to inform the actual development of the system. It is anticipated that the network of peace actors and the peace architecture which the Commission is building around the country will support this system by feeding information into it for the Commission to act on it or offer the appropriate referrals.



Members and staff of the Commission at a training on setting up a Conflict Early Warning and Early Response system, supported by the American Friends Service Committee

3.6 FINANCE, ADMINISTRATION AND HUMAN RESOURCES PROGRAMS

As a support department, the Finance Administration and Human Resources Department performed the following key activities:

3.6.1 Recruitment and Induction of NRPC Staff

Following the promulgation of the NRPC Act [Chapter 10:32] in January 2018, the Commission has to date, recruited 34 members of the Secretariat who were inducted in the second half of 2019. The NRPC has managed to ensure gender balance on recruitment as 50% are females.

3.6.2 Procurement of Motor Vehicles and Furniture

The Commission, with support from Treasury, managed to procure office furniture and equipment as well as eleven vehicles for operations. The Commission is grateful for the support received from Parliament when it lobbied for \$5.3 million supplementary budget.

3.6.3 Setting up of Matabeleland Regional Office

As part of its decentralisation strategy as prescribed in section 6(3)(a) of the NRPC Act, the Commission managed to set up the Matabeleland Regional Offices in Bulawayo to cater for citizens in Bulawayo, Matabeleland North and Matabeleland South provinces. The offices were opened in October 2019 and are located at Corner Joshua Mqabuko Nkomo and 9th Avenue Bulawayo. One Commissioner and two members of the secretariat are operating from these offices.

3.6.4 Crafting of Internal Procedures Manuals

During the year under review, the Commission crafted watertight internal policies and procedures manuals for improved governance of its operations. The various policies are Finance, Administration and Procurement Manual, Transport Policy, Human Resources Procedures Manual, Code of Conduct, Monitoring and Evaluation Manual, IT and Information Security Manual, Internal Audit Manual as well as Risk Management Policy and Risk Mitigation Plan.

4 SUMMARY OF INVESTIGATIONS AND FINDINGS

The Commission through its Complaints Handling and Investigations unit received and processed a hybrid of 16 complaints from various provinces as depicted in Table 5 below. The unit investigated the nature, extent, cause and circumstances surrounding the conflict or disputes lodged with the Commission that fell within its mandate. The Commission referred to other statutory bodies, complaints that fell outside its mandate.

The investigations conducted into the conflicts or disputes were principally informed and guided by Section 252 (a) and (f) of the Constitution of Zimbabwe, Section 3(2) (a) of the NRPC Act [Chapter 10:32] and Section 71 of the NRPC Regulations [SI 90/2018].

4.1 Modus Operandi

The investigation methods used involved among other things; conducting interviews, recording of statements from witnesses and adversely mentioned persons, convening meetings with concerned parties, evidence collection and conducting investigative hearings in line with the stipulations of the enabling statute and attendant regulations.

4.2 Nature of the Conflicts or Disputes

Table 5: Schedule of Complaints Received and Progress of Investigations

Nature of complaint or dispute	Number received	Gender of complainant or adversely mentioned		Province	Status
		Complainant	Adversely mentioned		
Land dispute	1	M	M	Mashonaland Central	Referred to Concession DLC
Mining dispute	1	M	Statutory body	Mashonaland East	Referred to Ministry of Mines and Mining Development
Partisan distribution of food aid	4	F	M	Mashonaland West, East and Masvingo	Three cases cleared and one case is outstanding
Political victimisation	2	M	M	Harare and Mashonaland East	Complainants reluctant to give statements
Labour case	1	M-Visually impaired	Statutory body	Mashonaland East	Referred to PSC
Non recognition of role played during liberation struggle	1	M	Statutory body	Masvingo	Cleared
Community borehole locked	1	Epworth community	M	Harare	Cleared
Assault	2	M and F	M and F	Harare and Mash West	Referred to police
Eviction from matrimonial home	1	F	M	Mashonaland Central	Referred to Civil Court
Boundary dispute	1	M	M	Mash East	Pending convening meeting with relevant DDC of District
Chieftainship wrangle	1	M	Statutory body	Masvingo	Pending

4.3 Findings

The investigations carried out established that the principal causes of the conflicts included but were not limited to political polarisation, social, economic factors and gaps in the legal system. For example in the case of partisan distribution of food aid and Presidential inputs, the investigations established that the distributing agents are always Councillors of a political party and therefore beneficiaries had to be supporters of that political party. Complainants who made reports alleging partisan distribution always indicated that they were overlooked because of their political affiliation.

With respect to mining disputes, it was noted that the legal principle that general law takes precedence over custom has a bearing in the eruption of conflicts or disputes. The Mines and Minerals Act [Chapter 21:05] is the authority used in the issuance of mining licences and or permits and it was a finding of the Commission that it has little or no regard for property rights and customary traditions. There are forced exhumations, reburials and relocations of individuals and communities that are being occasioned by the issuance of mining licences for claims that are sitting on homesteads, graveyards, sacred sites and agricultural lands.

In one particular case under investigation, it was also revealed that because Section 98 of the Constitution affords immunity from civil liability on the sitting President, a chieftainship appointment arising from an irregular procedural process could not be regularised because his decisions cannot be appealed against or reviewed. Other conflicts relate to political violence and investigations revealed that because of political polarisation, even law enforcement agents themselves were reluctant to arrest and charge members of some political parties thus incentivising impunity. It was also a principal finding of the Commission that because of corruption or other reasons some public officials abused their authority through double issuing of offer letters over one piece of land to different households thus laying fertile ground for conflicts or disputes.

It was also noted that some public officials are acquiescing to political pressure to abdicate honest and diligent discharge of their constitutional obligations for instance the Commission dealt with a case of land dispute in December 2019 where the complainant who was an occupier and held valid title (offer letter) to an A1 farm, Mvurwi was evicted to give way to some new occupants who had been evicted from Manzou farm, in Mazowe where former first lady Grace Mugabe had been resettled. The new occupants had been given offer letters over the same farm by the District Lands Office, Concession despite complainant having been in lawful occupation of the same piece of land. The absence of a law regulating the registration of political parties makes it impossible for aggrieved individuals and institutions to seek recourse with the law against errant political parties. Some victims of post conflict injustices such as political violence are to this date unable to secure justice owing to certain laws that are rigid. For example, the Prescription Act Chapter 8:11 requires that litigants bring their claims within three years from the date of cause of action yet because of other circumstances, their indigence or ignorance of the law, they are unable to meet this timeline with the consequence that their right to justice is forfeited. There is need therefore to extend the prescription period from three years to five years or more. Of notable concern is the fact that in

most conflicts dealt with, women, children and persons with disabilities were the most affected, particularly in partisan distribution of food aid as it is women that fend for the family.

5 STRATEGIES FOR GENDER MAINSTREAMING

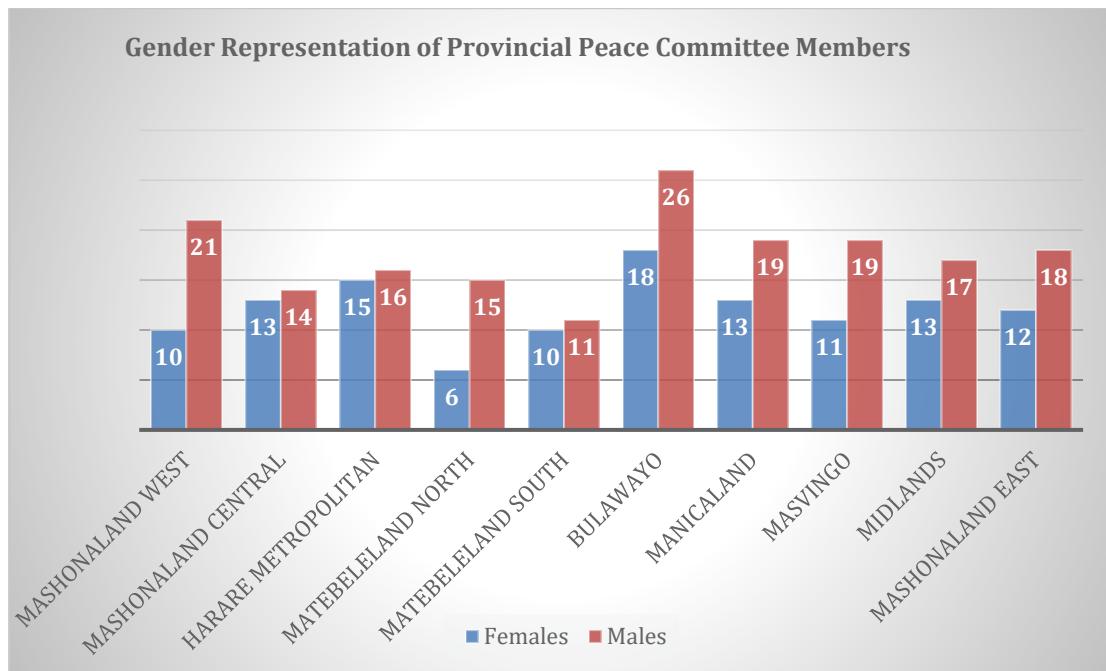
Gender Mainstreaming is a critical aspect of the Commission as spelt out by Section 9 of the NRPC Act. The Commission therefore has a dedicated department which focuses on gender issues. The department, Victim Support Gender and Diversity works within the confines of the NRPC Act Section (9) (1) (a)-(k).

5.1 Women’s Leadership and Meaningful Participation in Conflict Resolution

The NRPC recognises the critical role of women’s participation in peace building. In 2019 the NRPC created Provincial Peace Committees. The composition of the Provincial Peace Committees provided for two deputy chairpersons who were chosen along gender binaries. It was mandatory that the two be of different genders (male and female). This enhances women’s meaningful participation in peace building processes as well as governance issues. The Provincial Peace Committees monitor conflict, report and strengthen peaceful co-existence in their provinces. The Commission’s External Committees are thematic groups which have also incorporated women led organisations, men’s organisations, female researchers, youth led organisations as well as organisations representing persons with disabilities.

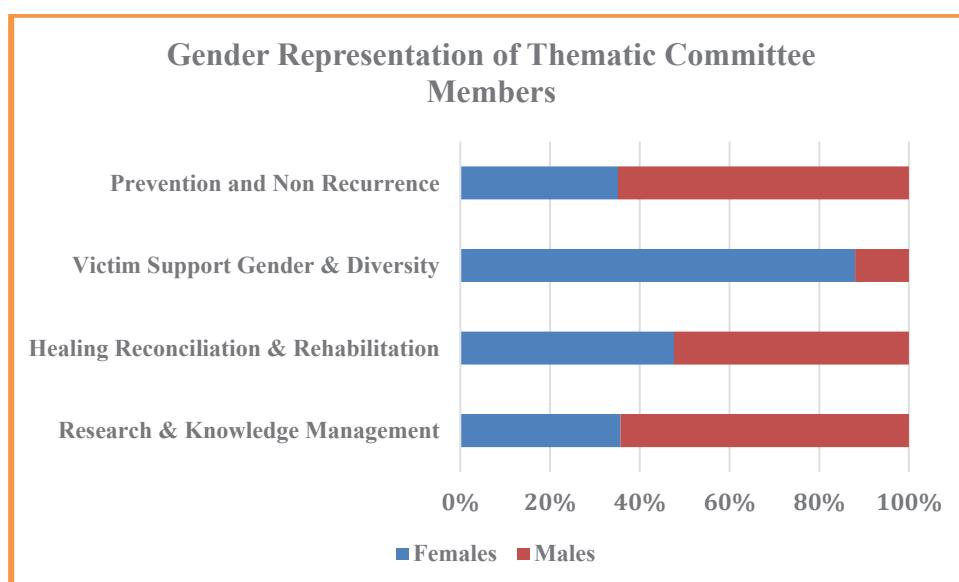
The thematic groups are critical in developing programs together with the NRPC. They also serve as advisors and watchdogs to the work of the Commission. In terms of composition of the NRPC external committees, the Commission’s policy is to ensure that there is 50% representation of male and female representatives. The figure below illustrates the representation of female against male members of Provincial Peace Committees which have been established country-wide:

Figure 2: Gender composition of Provincial Peace Committee Members



The composition of some committees did not reflect the standing policy because organizations which were requested to nominate members to these committees would second more male representatives than females. When asked why this is so, organisations have admitted to the fact that most senior positions in their institutions are held by males. Over time, the Commission expects to continue rationalising and balancing the gender representation of its structures in line with the NRPC Act. This will be achieved through sensitising institutions of the provision in Section 9(c) of the NRPC Act providing for “gender equity in the structure of the Commission, its secretariat and any other committees that the Commission may set up,” and thereafter enforcing a targeted and decisive appointment of female members of the committees in satisfaction of this policy.

Figure 3: Gender composition of External Thematic Committee Members



The Thematic Committee on Victim Support, Gender and Diversity has more than 80% representation from women while the Prevention and Non-Recurrence as well as the Research and Knowledge Management Committees have the least representation of women at less than 40%. Feedback from other members of the same Committees showed that women are averse to participating in issues of conflict, some as a result of the conflicts they have suffered themselves and others because they are hesitant to be part of the peace building processes because they are often associated with violence. The Commission is going to encourage active participation by women through creating an enabling environment for achieving the advancement of women. This will be done through ensuring interrelated and interdependent systemic conditions such as policies, laws, institutional mechanisms and resources which facilitate the promotion of gender equality.

5.2 NRPC's Victim Support Gender and Diversity Thematic Group

The NRPC created a Thematic Committee on Victim Support Gender and Diversity (VSGD). The Committee comprised of civil society organisations that include women led organisations, counselling and mental health related organisations and organisations working with children. The Thematic Committee played a critical role in ensuring gender mainstreaming by the Commission. The Committee periodically met in 2019 to map out activities. The activities chosen in 2019 were towards the development of Victim Support Guidelines and gender sensitive programming.

5.3 NRPC Strategies to Incorporate Gender in Psychosocial Support and Healing

The NRPC through the VSGD department working together with Thematic Committee launched and piloted the Safe Spaces program which was a truth telling exercise targeted at women in 5 Provinces of Zimbabwe. The safe spaces program provided for a truth telling exercise that would inform the different support mechanisms to victims. A total of 700 female voices were collected in this process. The women shared their experiences with the Commission on how they were affected by the different conflicts that erupted in Zimbabwe.

The women had a chance to speak freely, based on their ability to accept that the process was safe thereby creating trust in the NRPC and safety in numbers. They were also given a chance to speak freely in their own language with the ability to go and open up the scars and talk about the past. This resulted in transforming women from being victims to champions of peace. Furthermore, the women were afforded a chance to find closure, healing, and a chance to ensure their meaningful participation in all the conflict resolution processes. The safe spaces were held with women in rural communities, ensuring that they are also recognised as credible and meaningful players in the peace processes. The meeting held at Entumbane in Bulawayo was the only one held in an urban area.

5.4 Mainstreaming Gender in Investigations

The Commission through the Complaints Handling and Investigations (CHI) unit conducted investigations accompanied by officers offering Victim Support services. The purpose was to

ensure that gender dimensions of the investigations were collected and documented. Gender dimensions are important to inform on cultural, structural and other impediments to sustainable peace in Zimbabwe. This will then inform future interventions of the Commission and ensure gendered programing. It was noted that there were gendered dimensions of conflict. Men and women have unique vulnerabilities that they suffer during conflict.

5.5 Human Resources and Gender Mainstreaming

The Human Resources (HR) department is responsible for recruitment and selection of staff at the Commission. In 2018 the Commission received Treasury concurrence to recruit 32 staff. The majority of the staff were subsequently recruited in 2019 and the gender composition of the team is outlined in Table 6 below.

Table 6: Gender Composition of NRPC Staff

Position	Females	Males	Total	% Female Representation
Commissioners	4	5	9	44
Executive Secretary	1	-	1	100
General Managers	2	4	6	33
Managers	3	4	7	43
Officers	6	7	13	46
Personal Assistants	3	0	3	100
Drivers	0	2	2	0
Office Assistants	2	0	2	100
TOTAL	22	22	44	50%

In 2019 the percentage occupied by women in management was 46%. This already shows a marginal diversion from the provision in Section 9(c) of the NRPC Act providing for “gender equity in the structure of the Commission, its secretariat and any other committees that the Commission may set up.” This was however not due to the Commission being discriminatory against women in its advertising and recruitment process since all efforts were made to ensure as much gender equality as possible. For the NRPC to reach equilibrium, a targeted and decisive selection of female managers shall continue in the next managerial recruitments targeted for in 2020.

6 CHALLENGES

a) Inadequate Budget Support

The NPRC's 2019 annual budget allocation of \$13.5 million was negatively affected by rising inflation which resulted in the NPRC failing to undertake some of the scheduled activities and to adhere to the procurement plan. Limited resources have also resulted in the shortage of adequate office accommodation which compromises confidentiality clauses in the law. The current set up of some of the offices is an open plan without partitioning.

b) Staff Recruitment and Retention Challenges

The NPRC is currently operating on a lean structure of 34 members out of 104 members which has negatively affected operations of the Commission across all departments. The Commission also had challenges in retaining competent staff because of poor remuneration and conditions of service. Of the staff recruited last year, 13 either turned down the appointments or resigned for greener pastures. The NPRC key scale is the least as compared to other Independent Commissions and several efforts to correct this anomaly with Treasury were made without success. However, concerted efforts, through strategic engagements will be made in the year 2020 to align key scales to those of other Independent Commissions.

c) Polarisation

There are a lot of binary lenses based on political affiliation and ethnic lines resulting in the absence of a common and unified history. This affects participation of people in key fora as well as perpetuation of divided voices on the direction that the country has taken and should take in the future. Communities thus remain polarised leading to lack of tolerance of different stakeholders' views particularly political parties. This affects the implementation of activities as political parties sometimes feel that some activities put another party at a point of advantage at the expense of the other. For example during investigations witnesses and victims were reluctant to volunteer crucial information to help such investigations fearing political victimisation. In addition, some citizens indicated that they feared victimisation during and after appearing in public hearings for the purpose of giving testimony. The fear of being followed and harmed came out quite strongly during the outreach program and subsequent engagements with communities. The fear of harm will be mitigated by assurances of guaranteed witness protection as provided for in Section 10(14) of the NPRC Act.

The Commission will ensure that there is a commonly agreed narrative about the national vision and aspirations so that affiliations cease to define the manner in which national programs are shaped and participation thereof is defined.

d) Limited Trust in the Commission

There is a perception that some stakeholders have lost confidence in public institutions in general and NPRC in particular to deliver the mandate of promoting peace, national healing and reconciliation. The Commission is working on public outreach programs to ensure that Zimbabweans are aware of the work of the Commission and have trust in its work.

e) Competition in the Peace Building Space

There is lack of unity among some of the stakeholders undertaking peace building programs. The competition for space has led to these stakeholders carrying out different initiatives, thus promoting disunity which results in a lack of coherent and unified vision and agenda identified by all. The NRPC seeks to forge strategic partnerships with actors in the peace building space so as to jointly work towards promoting unity and cohesion.

f) Poor Representation of Key Populations, Minority and Disadvantaged Groups

There is a low turnout of women, youth, persons with disabilities, the elderly, among others in peace and reconciliation programs. The NRPC will continue to lobby for the inclusion of these diverse groups in its peace building activities and programmes.

g) Perceptions about Willingness to Deal with Conflicts of the Past

Although there is general political will to deal with Zimbabwe's conflictual past, there have been sentiments that the past should be left to the past as dealing with it will open old wounds and cause recurrence of conflict. In addition, the call by His Excellency, the President of Zimbabwe for citizens to openly speak about conflicts of the past is a recent development. The result is a slow uptake of programs directed at community healing. This calls for a massive drive in confidence and trust building by the Commission through strategic engagements of key stakeholders.

h) Framework for Exhumations and Reburials

The absence of law on exhumations and reburials remains a major challenge for the NRPC to carry out exhumations and reburials. This is more so when there is a High Court order in the case of ZPRA Veterans Trust v fallen Heroes Trust and Others (Case No. HC 880/11) [2011] ZWBHC 61 (06 April 2011); barring exhumations and reburials until certain procedures have been complied with.

i) Inconsistent Positions on the National Dialogue Process

There is a perception that any dialogue is about finding political solutions and many do not see dialogue outside the political eye. This is despite the fact that Zimbabwean communities are divided on many areas outside politics. There is need to expand the focus of dialogue beyond the political lenses as well as to expand the scope of participation beyond political actors only.

j) Life of the Commission not Clear

Public consultations held showed the worry that Zimbabweans have about the NRPC completing its work in the 10 year lifespan. Others sought clarity on the exact life of the Commission considering that the NRPC Act was only signed into law in January 2018 against the 2013 Constitution's ten year life span. The High Court ruling declaring the life of the Commission to be up to 5 January 2028 has since been challenged and the outcome could go either way. The confusion about the life-span of the Commission makes many think that it has neither grit nor sufficient time to handle the many complex conflicts which the country has faced. It will thus be necessary for Parliament to provide guidance on this and at least ensure that the Commission is afforded sufficient time to guarantee a peaceful Zimbabwe for all generations.

7 RECOMMENDATIONS FOR THE PROMOTION OF PEACE

Among various activities undertaken by the Commission in respect of its mandate there were several gaps observed. The table below identifies the gaps on each activity and recommendations needed to improve the socio-economic and political environment for the maintenance and promotion of peace in Zimbabwe.

7.1 NRPC Policy and Legislative Recommendations

Table 7: Recommendations for the Promotion of Peace

Programs Covered	Gaps	Recommendations
Complaints Handling and Investigations		
a) Mining disputes	Non recognition of property rights and customary practices by miners who have been granted licences. They destroy properties and exhume graves without having regard to the needs and customs of the community, triggering conflicts in the process.	Amend Mines and Minerals Act to entrench and recognise property rights and custom so that beneficiaries of mining claims are able to engage local leadership and work mutually on cultural rites.
b) Land disputes	Non registration of title in Deeds office –ownership or real rights remain with the state. Resettled farmers have limited or partial rights over allocated land and sometimes lack power to evict on the basis of offer letters because lands still belongs to the state.	Law to make provision for the issue and registration of title deeds on land allocated under the fast track land reform program so that beneficiaries enjoy un-contestable titles.
Conflict Prevention and Non Recurrence		
a) The Commission has established Provincial Peace Committees, whose membership includes political parties represented in Parliament.	Some political parties have continued to attack the Commission for favouring the main political parties in the country and excluding them. There is no regulatory body and no registration formalities for political parties so that they are legally recognized and their operations can be regulated.	There is need for a legal framework which regulates the registration and operations of political parties so that legally registered political parties support the peace building process and that the activities of such parties are regulated.
b) There are widespread allegations of partisan distribution of government aid which has potential to cause conflicts	While there are structures at community level that coordinate distribution of aid comprising experts and community leaders, these are	Community based aid distribution programs should be inclusive of members from all main political groups so that there is consensus and

	said to exclude other members of the community.	cohesion when aid is distributed. Village Development Committees should be empowered to ensure that such inclusion is in place.
c). During by-elections that occurred in 2019, there have been incidences where hate messages have been relayed at gatherings and through social, digital or print media, posing threats to peace and heightening tensions	There is no law that regulates and provides punitive measures for propagating hate language which has potential to affect peace.	The Electoral Act should make it an offense for candidates and their members to use language which has potential to cause unrest or threaten peace. Punitive action for such misdemeanours should be well defined in the Act so as to curb further occurrence. In addition, there is need for stronger regulation of the media against propagating hate messages in their reporting.
d). There is a national dialogue process which is currently underway and is co facilitated by the Chairman of the NRPC. This is the Political Actors Dialogue (POLAD) which is a platform for political parties that fielded presidential candidates in the 2018 harmonised elections to contribute to the nation's social, economic and political progress.	Some political actors remain excluded from the process while there have also been calls for the dialogue to be more broad based than it currently is.	There should be legislation that governs the post-election participation of registered political parties in the national governance processes in order to minimise polarisation and further disenfranchisement of Zimbabweans.
Healing, Reconciliation and Rehabilitation		
a) Dealing with the past	Absence of a clear policy and legal framework on the undertaking of exhumations and reburials of victims of past conflict.	A legal instrument or national policy framework should provide clarity on the modality for undertaking of exhumations and reburials of victims of past conflict.
b) Public and private hearings for Truth telling and Truth seeking	Inadequate protective measures for witnesses during and after public hearings. Fear of victimization in the truth telling exercise making it difficult for victims, witnesses, particularly women, and the	Enactment of witness protection laws by Parliament is recommended. The Executive should provide adequate resources to the Commission to enable it to put in place measures and

	adversely mentioned to approach the NRPC to provide information that will lead to eventual closure, healing and reconciliation.	physical structures for the protection of witnesses and victims who may fear reintegration because of perceived threat of harm.
Research and Knowledge Management		
a) Stakeholder consultations and desk review of the conflict mapping and analysis	Zimbabwe is riddled with many partisan narratives on a single conflict history. Each stakeholder and authority presents according to his or her own partisan perception.	There is need for a policy and legislative recommendation of developing a shared national history and vision of the country. It is incumbent upon the government to develop one commonly agreed history and vision for the country so that everybody rallies behind it e.g. the equivalence of the Freedom Charter in South Africa.
Victim Support, Gender and Diversity		
a) Safe spaces program	Victims of violence have not received counselling and rehabilitation from what happened in the past e.g. war of liberation, Gukurahundi, land reform and political violence	A clear policy that addresses the need to receive rehabilitative support for victims of past conflicts
	People in Zimbabwe are caught up in tribal conflicts. The binary divisions increase polarisation and ethnic divisions	To protect future generations from tribal conflicts there is need for an Education Policy that makes it compulsory to learn at least two local languages for socialisation and healing in each region, for easy integration and reduction of divisions
Governance		
a) Staff Compliment and Motivation	Inadequate staff compliment as well as skills flight due to poor conditions of service.	Parliament to lobby for adequate support for the Commission from Treasury so that its work is expedited as well as put in place policies that restore the value of earnings.

7.2 Summary of Recommendations

The following summary of recommendations is made to ensure that conflicts are minimized:

- a) Foster cohesion, unity and tolerance for all Zimbabweans.
- b) Promulgate laws that promote the acceptance for language diversity across the country and thereby increase tolerance.
- c) Put in place legal and or policy frameworks to deal with exhumations and reburials of victims of past conflicts as well as secure documentation for victims' families;
- d) Enactment of laws to protect victims and witnesses and ensure their access to services which guarantee their safety and protection as well as ensure they receive rehabilitative support.
- e) Registration of political parties and an Act of Parliament to regulate the conduct of such political parties;
- f) Parliament to increase support for the Commission's activities in view of its limited life span;
- g) Amendment of the Mines and Minerals Act to include a clause which provides for compensation to a party affected by the issuance of a mining licence or permit for violation of their proprietary rights;
- h) Amendment of the Prescription Act to extend prescription period from three years to five years or more so that members of the public who are aggrieved about conflicts that took place beyond three years back can still be able to seek reprieve with the Courts of law if they so wish;
- i) There is need to promulgate and mainstream a Peace Education Policy or legislation that makes it compulsory for learners from Early Childhood Development to learn peace studies and at least two local languages for socialisation and healing in each region.
- j) Provide clarity on the life of the Commission by defining properly whether the effective date is the date the Constitution came into effect or the date when the NRPC Act was signed into law.

8 CONCLUSION

The NRPC acknowledges the support and cooperation received from the Government of Zimbabwe as well as the Parliament of Zimbabwe. It also appreciates financial and technical support received from UNDP and UN Women under the Peace Building Fund. Although the operating environment was challenging and implementation slower than anticipated, the Commission is well geared towards delivering on set goals. The constituting of the full Commission secretariat as well as decentralization of its structures to provinces will ensure that services are received by all Zimbabweans who desire peace, healing and reconciliation.

9 AUDITED FINANCIAL STATEMENTS

At the time that the Annual Report was submitted to the Minister as per requirement of both the Constitution and the NPPC Act (Chapter 10:32), the audited financial statements had not been availed by the Office of the Auditor General. The audit process which started in November 2019 was still work in progress. These will be submitted as soon as they are made available to the NPPC.

