



2023

ANNUAL REPORT

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ACRONYMS

ARDA	Agricultural Rural Development Authority
BIPPA	Bilateral Investment Promotion and Protection Agreement
CNALA	Comprehensive National Agricultural Land Audit
eGP	Electronic Government Procurement
EMA	Environmental Management Agency
FAHRT	Finance, Administration, Human Resources and Training
FY	Financial Year
GPS	Global Positioning System
LATEC	Land Audit, Technical, Environmental and Communications Committee
LIMS	Land Information Management System
LSCF	Large scale commercial farms
MDAs	Ministries, Departments and Agencies
NDS1	National Development Strategy1
ODK	Open Data Kit
PSC	Public Service Commission
SSCF	Small scale commercial farms
ToT	Training of Trainers
UR	Unallocated Reserve
ZACC	Zimbabwe Anti-Corruption Commission
ZIMSTATS	Zimbabwe National Statistics Agency
ZLC	Zimbabwe Land Commission

COMMISSIONERS



Chairperson for Zimbabwe Land Commission

Commissioner Tendai R.W Bare



Deputy Chairperson for Zimbabwe Land Commission

Commissioner A.G.C Nyathi



Commissioner L. Marembo



Commissioner P.T. Sewera

CORPORATE STATEMENTS

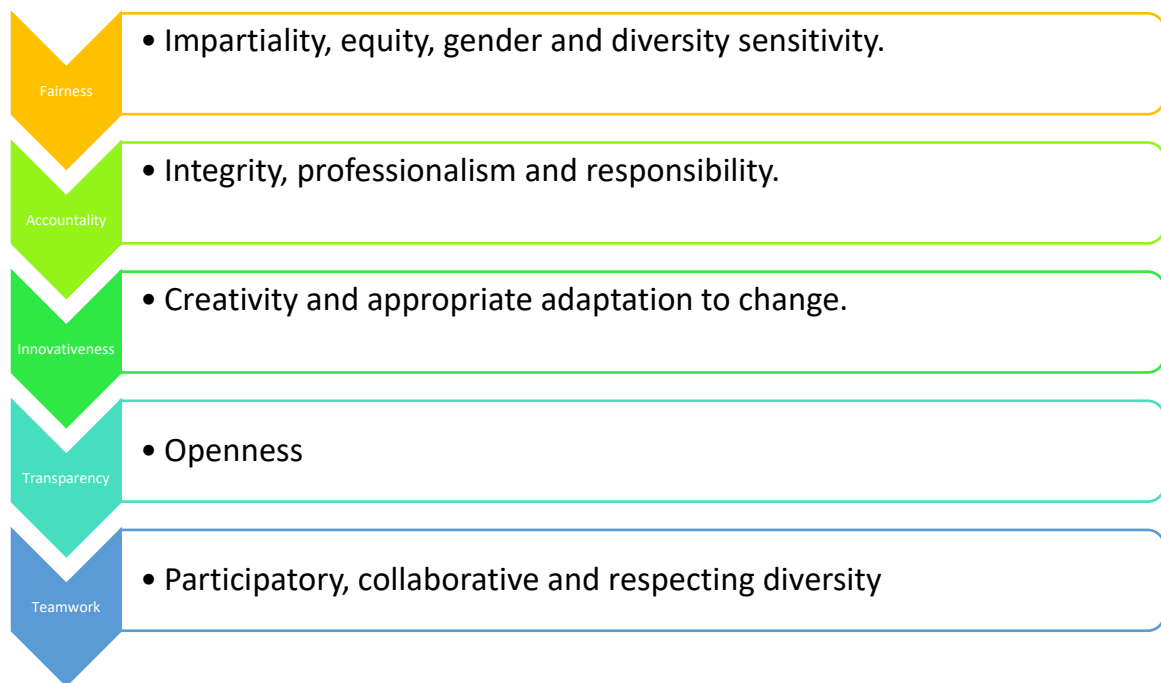
Vision

Transforming livelihoods through equitable and sustainable agricultural land administration by 2025.

Mission

To ensure fairness, transparency, and accountability in the administration of agricultural land for improved livelihoods.

Core Values



FOREWORD BY THE CHAIRPERSON OF THE ZIMBABWE LAND COMMISSION



Chairperson of the Zimbabwe Land Commission, Commissioner Tendai R.W Bare (Ms)

It is with great pleasure and a sense of obligation that I present the Annual Report of the Zimbabwe Land Commission in compliance with the Constitution of Zimbabwe Act Number 20 of 2013. I also pay tribute to the Government of Zimbabwe for the enactment of the Land Commission Act (Chapter 20:29) to which we are compliant to. This is a principal legislative instrument which guides the operations of the Commission.

The report details the Commission's initiatives and outcomes throughout the past fiscal year in furthering the execution of our Constitutional, statutory, and policy mandates. As detailed in this report, we made significant progress towards our purpose of securing and managing public land, as well as executing land administration for the benefit of all Zimbabweans, while dealing with unanticipated challenges.

The Zimbabwe Land Commission remains steadfast in its commitment to ensuring a fair, transparent, and equitable land administration and management in our nation. Our tireless efforts are guided by the principles of justice, inclusivity, and sustainable development, as we recognize the vital role that land plays in the socio-economic fabric of Zimbabwe. The Commission is cognisant of the fact that tackling the adverse impacts of the fast track land reform calls for collective efforts and therefore, intends to, going forward, play its active role by responding to these issues through land governance. In this respect, the Commission will be at the forefront of developing frameworks for infusive land reform-smart land administration and management imperatives.

On the digitization and digitalization, ZLC developed a Land Information Management System (LIMS) after auditing **254,538** subdivisions, presented a report to His Excellency, President Dr

Emmerson Mnangagwa. This database tackles issues which includes allocation, distribution of beneficiaries by farm categories, where they come from, investments made by beneficiaries, production, land and environmental management to mention but a few. The Commission remains completely committed to advancing the development of the Commission's system on the LIMS platform. Digitization and digitalization of land data, procedures, and resources are important land reform initiatives for definitively settling Zimbabwe's long-standing land question.

Furthermore, the Commission has been diligent in conducting land audits and resolving disputes, promoting a just and harmonious coexistence among Zimbabweans. Our commitment to sustainable land use practices and environmental conservation is reflected in the proactive measures taken to balance development with the preservation of our natural resources.

As we navigate the complex challenges inherent in land reform, the Commission remains resolute in its dedication to upholding the rule of law and fostering an environment where agricultural land rights are respected. We are conscious of the need to strike a delicate balance between economic development, social justice, and environmental sustainability.

What we accomplished during the review period and what we intend to accomplish in the future are attributable to the cooperation of our partners as well as significant stakeholders in the agricultural land sector, including both state and non-state actors. I will wrap up by appreciating all of the Commission's valued stakeholders and partners. I single out Zimbabwe's President for his steadfast support in emphasising the Commission's centrality to Zimbabwe's economy and stability. In respect to agricultural land, Honourable Minister A.J. Masuka's support, particularly for the rollout and full completion of the Comprehensive National Agricultural Land Audit (CNALA) programme, proves vital to the full realisation of Zimbabwe's land reform agenda.



Chairperson, Zimbabwe Land Commission

STATEMENT BY THE SECRETARY FOR ZIMBABWE LAND COMMISSION



Secretary for Zimbabwe Land Commission, Mr P. Mawire

Section 323 of the Constitution of Zimbabwe and the Public Finance Management Act (Chapter 20:19) obliges the ZLC, through the responsible Minister, to submit to Parliament, an annual report on its operations and activities during the preceding financial year. The ZLC hereby submits the 2023 annual report reflecting on achievements and setbacks recorded by the Commission during the period under review.

During the year 2023, the Zimbabwe Land Commission`s strategies and thought leadership has assisted in achievement of set targets and even surpassing them in some cases despite operating in an environment characterised by inadequate resources, rapid changes and complexities. Cultivating the spirit of multi-skilling and multi-tasking has assisted greatly to achieve more with less. Strategic partnerships with relevant Ministries, Departments and Agencies were a game changer in achieving more with less through implementing the Whole of Government Approach.

Key among the milestones is the completion of the Comprehensive National Agricultural Land Audit Programme, reduction in agricultural land disputes backlog, successful review of systems of land tenure in Zimbabwe and farm inspections for issuance of tenure. These field-based activities by the Commission has provided an appropriate opportunity, interface and platform for nurturing relationship between Government and the farmers. Our recommendations to Government are evidence-based and are based on data gathered directly from farmers and stakeholders. The Establishment of a Land Information Management Systems (LIMS) database from the data gathered during the Comprehensive National Agricultural Land Audit Programme across all resettlement models and schemes is key for

improved access to land information by relevant Ministries, Departments and Agencies (MDAs).

All these initiatives are critical to ensure efficient and effective service delivery to our clients for creating an enabling environment for increased investment and production and productivity on agricultural land in line with easy of doing business. In this regard, the Zimbabwe Land Commission has endeavoured to fully implement and continuously improve its Client Service Charter for satisfactory service provision.

The Zimbabwe Land Commission will continue to engage relevant Ministries, Departments and Agencies to facilitate service delivery in line with section 297 (5) of the Constitution of Zimbabwe Amendment (No. 20) Act, 2013 which states that “*the State and all institutions and agencies of government at every level, through legislative and other measures, must assist the Zimbabwe Land Commission in carrying out its functions and must protect its **independence, impartiality, integrity and effectiveness***”. Together we will collectively achieve Vision 2030.

We therefore, wish to express our gratitude to all MDAs and relevant stakeholders who assisted us in implementing our constitutional mandate. Our clients who are the farmers, remain pivotal and focus of our existence. We will continue to cultivate the excellent relationship that exists between us so that we maintain this interface between farmers and Government for people driven and evidence-based policy formulation. We pledge to continue providing the conduit for transmission of ideas from farmers and stakeholders to our listening Government towards sustainable national development, leaving no one and no place behind.



Secretary for Zimbabwe Land Commission

LAND AUDIT TECHNICAL ENVIRONMENTAL AND COMMUNICATIONS COMMITTEE

Land Audit

This report outlines the 2023 approved budget, targets, achievements, strategies employed, timelines, challenges and recommendations regarding implementation of Land Audit and Inspection Division Programmes. The Land Audit and Inspections Divisions spearheads implementation of the agricultural land audit, farm inspections and review of tenure systems under programme 2 (land management and advisory services) in the Commission.

BUDGET ALLOCATIONS FOR 2023 IMPLEMENTATION OF LAND AUDIT PROGRAMMES

Implementation of 2023 Land Audit and Inspections Programmes was allocated a total budget of \$ 6,644,198,692.00¹. The allocated budgets for respective programmes are outlined below.

<u>Programme</u>	<u>Budget Allocation</u>
Comprehensive National Agricultural Land Audit Programme	\$6,028,698,692.00
Comprehensive Farm Inspections	\$596,500,000.00
Routine (Thematic) Farm Inspection	\$482,696,500.00
Ninety-Nine Year Lease Application Assessments	\$48,834,240.00
Inspections for de-listing of indigenously owned and BIPPA farms	\$27,469,260.00
<u>Land Tenure Systems Review</u>	<u>\$20,000,000.00</u>
<u>TOTAL</u>	<u>\$6,644,198,692.0</u>

2023 COMPREHENSIVE NATIONAL AGRICULTURAL LAND AUDIT PROGRAMME (CNALA)

Implementation of periodic audits of agricultural land is a Constitutional function for the Zimbabwe Land Commission in terms of Section 297(1)(b) of the Constitution of Zimbabwe (Amendment No.20) Act 2013. Section 8(1)(b) of the Land Commission Act (Chapter 20:29) provides for the Zimbabwe Land Commission to *undertake comprehensive audits of agricultural land, not more frequently than once in any continuous period of five years, in connection with any or all of the matters upon which it may make recommendations to the Government in terms of section 297 (1) (b) of the Constitution, or for any purpose related to its functions.*

¹ The 2023 budget for implementation of LAI Programmes has been exhausted and currently relying on Unallocated Reserves (UR) from Treasury.

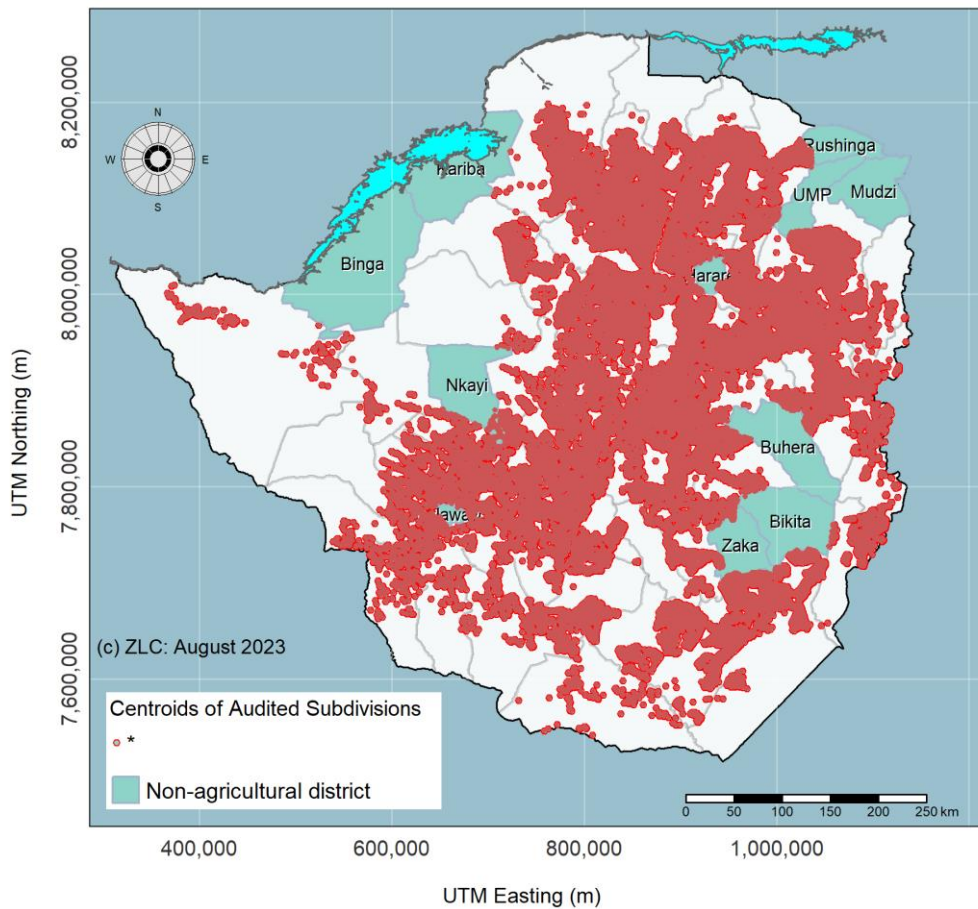
The overall objective of the Comprehensive National Agricultural Land Audit is to establish a full account of the utilization of all agricultural land in Zimbabwe for providing economic growth, social equity and environmental sustainability.

The annual target for 2023 was **75 000** farms audited. Despite this target, only **62 803** farms were suitable for audit as the remainder of the farms were yet to be regularized and issued with proper tenure documents by the Ministry of Lands, Agriculture, Fisheries, Water and Rural Development. These will be audited in 2024. The Commission successfully audited all the **62 803** available and suitable farms (100%).

The completion of the audit of the 62 803 farms during 2023 led to a cumulative total of **254 538** farms since the 2018. The data and information gathered was voluminous (big data) but very informative for evidence-based policy making and as baseline information for the Ministry of Lands, Agriculture, Fisheries, Water and Rural Development and other relevant Ministries, Departments and Agencies (MDAs).

All the records for the audited farms were cleaned, standardized and uploaded onto the ZLC Land Information Management System (LIMS) Database. The ZLC LIMS Database is being further developed and updated to make it comprehensive, integrated, robust, credible, real-time and interactive with both attribute and spatial components. At the press of a button, competent authorities will be able to establish individually and collectively status of farming activities. LIMS is critical for evidence-based policy decisions which promotes sustainable land administration and management, promotes affirmative action across gender, good corporate governance, eliminate corruption and boost production and productivity towards food and nutrition security. The LIMS database containing the records of farms of all models for the aforementioned agricultural provinces as depicted in the map below:

Map 1

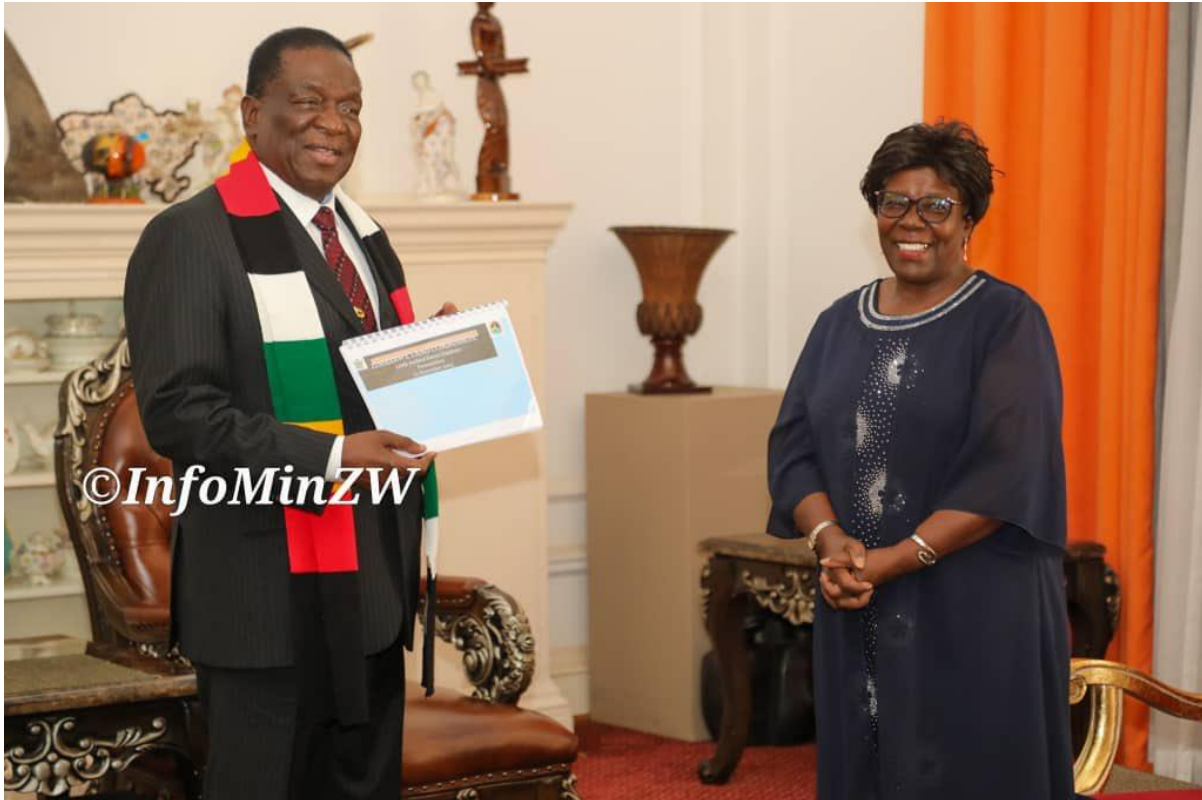


Map showing all subdivisions audited to date

The ZLC LIMS Database was presented to His Excellency, the President, Dr. Emmerson Dambudzo Mnangagwa at State House on the 22nd of November 2023. The President congratulated the Zimbabwe Land Commission for a job well done.

The completion of the Comprehensive National Agricultural Land Audit Programme and establishment of the LIMS Database is critical to put a closure to the Fast Track Land Reform Programme so that Government is able to make evidence-based policy decisions for improved land administration to scale up production and productivity by farmers in line with the National Development Strategy 1 (NDS1) towards full realization of Vision 2030.

The Commission has successfully produced a consolidated report for the Comprehensive National Agricultural Land Audit Programme (2018 to 2023). Implementation of the 2023 CNALA was allocated a total budget of **\$6,028,698,692.00**.



ZLC Chairperson handing over the LIMS database report to His Excellency, President E.D Mnangagwa at State House photocred: Ministry of Information, Publicity and Broadcasting Services

STRATEGIES EMPLOYED DURING CNALA

The Zimbabwe Land Commission faced challenges in implementing the 2023 CNALA Programme including inadequate budget allocation, inadequate tools of trade (suitable off-road vehicles and tablets for data collection), inadequate staff complement and inaccessibility of some areas due to unavailability of roads in the resettlement areas. However, despite all these challenges, the Commission implemented the following strategies to ensure that all suitable farms were audited and completed:

- Census-based approach (farm by farm) to account for all target farms across all resettlement models and categories;
- Hire of vehicles from CMED to augment Commission fleet;
- Use of motorcycles in partnership with AGRITEX to facilitate navigation and access to impassable areas;
- Use tablets for data collection which was an improvement that shortened the data processing value chain;
- Partnerships with other Ministries, Departments and Agencies (MDAs) particularly ZIMSTAT to increase number of tablets for data collection and data processing;

- Collaboration with ZMISTAT for Data collection;
- Mobilization of enumerators from relevant MDAs through the Public Service Commission;
- Decentralized Enumerator identification and recruitment to provincial level with supervision from Head Office;
- Training of engaged staff for standardization of processes and procedures;
- Redeployment of provincial teams to assist outstanding provinces;
- Communication strategy that ensured that farmers are on their holdings to facilitate adequate data collection.

2. FARM INSPECTIONS PROGRAMME

Comprehensive (Routine) Farm Inspections

According to Section 8 (1) a of the Land Commission Act (Chapter 20:29), the Commission is mandated to undertake comprehensive inspections of agricultural land, whether nationwide or incrementally and rotationally by province, not more frequently than twice in any calendar year, in connection with any or all of the matters upon which it may make recommendations to Government in terms of section 297 (1) c of the Constitution, or for any purpose related to its functions. In that regard, implementation of 2023 Comprehensive (Routine) Farm Inspections Programme was allocated **\$482,696,500.00 budget** with a target of **2800 farms** and the Commission **achieved a total of 4311 farms inspected (154%)**.

Comprehensive Farm Inspections are thematic in-depth examination of land holdings with a view to assist the farmer to improve on various aspects of farming as a business including production, productivity and sustainable management of land resources on the farm.

They provide an opportunity for guidance on other matters which include succession in cases of deceased estates through targeted feedback to inspected farmers. The programme is field based and involves data collection through direct interviews with farmers.

The 2023 Comprehensive Farm Inspection Programme was implemented in 2 parts:

- ✓ 1st round of inspections targeting to complete 2800 farms;
- ✓ 2nd round of inspections targeting to complete 1400 farms (additional funding under UR were released for implementing more comprehensive farm inspections).

The Commission targeted to utilise data gathered during the 2023 Farm Inspections Programme to address and recommend on the following recommendatory areas outlined in section 297 (1) (c) (ii) (A) and 1(c) (iii) of the Constitution of Zimbabwe Amendment (No. 20) Act, 2023 which outlines that:

To make recommendations to Government regarding:

- ii. equitable access to and holding and occupation of agricultural land, in particular*
 - A. the elimination of all forms of unfair discrimination, particularly gender discrimination.*
- iii. land usage and the size of agricultural land holdings.*

The key output expected from this programme is a comprehensive report with recommendations submitted to the Hon. Minister of Lands, Agriculture, Fisheries, Water and Rural Development;

Overall Objective for 2023 Comprehensive Farm Inspection Programme

The overall objective of the assignment was to produce a comprehensive and detailed report with evidence-based recommendations to the Government regarding equitable access to and holding and occupation of agricultural land, in particular the elimination of all forms of unfair discrimination, particularly gender discrimination and land usage and the size of agricultural land holdings in terms of 297 (1) (c) (ii A) and (iii) of the Constitution of Zimbabwe Amendment (No. 20) Act, 2013. Currently, the data is consolidated to facilitate data analysis and report writing.

Specific Objectives of the Assignment

- To examine factors affecting equitable access to and holding and occupation of agricultural land;
- To recommend strategies and policy interventions to eliminate all forms of unfair discrimination, particularly gender discrimination in the equitable access to and holding and occupation of agricultural land;
- To examine factors affecting land usage across all agricultural land categories and resettlement models;
- To recommend strategies and policy interventions to promote optimal utilization of agricultural land across all agricultural land categories and resettlement models.

Table 1 outlines the outputs for 2023 Comprehensive Farm Inspections by province.

Table 1: Summary of Farms Inspected under Comprehensive Routine Farm Inspections

	Province	District	Revised Provincial Target	2023 Output	Output (%)	Remarks
1	Manicaland	Makoni/Nyanga	350	490	140.00	Target achieved and surpassed
2	Matabeleland North	Bubi/Umguza	350	559	159.71	Target achieved and surpassed
3	Matabeleland South	Beitbridge/Matobo	350	570	162.86	Target achieved and surpassed
4	Mashonaland West	Hurungwe	350	579	165.43	Target achieved and surpassed
5	Mashonaland East	Seke	350	520	148.57	Target achieved and surpassed
6	Mashonaland Central	Mazowe	350	511	146.00	Target achieved and surpassed
7	Masvingo	Gutu	350	517	147.71	Target achieved and surpassed
8	Midlands	Chirumhanzi	350	565	161.43	Target achieved and surpassed
	Total		2800	4311	153.96	Target achieved and surpassed

Ninety-Nine (99) Year Lease Application Assessments

Section 24 of the Land Commission Act (Chapter 20:29) stipulates *that no ninety-nine-year lease in respect of Gazetted or other State land shall be issued to an applicant therefore until the application has been referred to the Commission for its consideration and report.* The implementation of 2023 Assessments for 99 Year Lease Applications Programme was allocated **\$48,834,240.00 budget**. The annual **target was 150 farmers assessed**.

The Commission received 59 applications for assessment from the Ministry. All the 59 applications received (100% output) were successfully processed and approved by the Hon. Minister. The implementation of assessments for 99 Year Lease is demand driven.

The Zimbabwe Land Commission used a two-pronged approach in assessing the farms to recommend for the issuance of the 99 Year Leases as follows:

- ✓ A desk assessment of the applications, where documents in the files were examined and issues about each application were noted for verification on the ground;
- ✓ Physical farm inspections and interviews were carried out, using an instrument for 99 Year Lease Application Assessment.

Table 2 showing 99-year lease applications received by ZLC by Province

	Province	No. of Applications Received	No. of Applications Processed and approved by the Minister	Percentage Output (%)
1	Mashonaland East	2	2	100%
2	Mashonaland West	2	2	100%
3	Mashonaland Central	17	17	100%
4	Midlands 1	10	10	100%
5	Matabeleland North	6	6	100%
6	Matabeleland South	19	19	100%
7	Masvingo	1	1	100%
8	Manicaland	2	2	100%
	Total	59	59	100%

Inspection of Applications for Delisting in terms of Statutory Instrument 62 of 2020

The Government of Zimbabwe published Statutory Instrument 62 of 2020: Land Commission (Gazetted Land) Disposal in Lieu of Compensation) Regulations, 2020 which provides for affected former indigenous farm owners and relevant BIPPA farms to apply for delisting of their farms which were gazetted and acquired for resettlement purposes under the Land Reform and Resettlement Programme. The regulations provide that the Minister of Lands, Agriculture, Fisheries, Water and Rural Development may request the ZLC to make representations on the applications for delisting of gazetted farms.

The budget allocation under SI 62 of 2020 was **\$27,469,260.00** with an **annual target is 50 applications assessed**. The Commission **received only 34 applications** from the Ministry and all the **34 applications received were processed and approved by the Hon. Minister (100% output)**. Implementation of assessments under SI 62 of 2020 is **demand driven**.

The Zimbabwe Land Commission used a two-pronged approach in assessing the farms for evidence-based representations to the Minister as outlined below:

- ✓ A desk assessment of the applications, where documents in the files were examined and issues about each application were noted for verification on the ground;
- ✓ Physical farm inspections and interviews were carried out, using a checklist instrument for assessment of applications.

Table 3: Output on Assessments of Applications under SI 62 of 2020 applications received by ZLC by Province

	Province	No. of Applications Received	No. of Applications Processed and approved by the Minister	Percentage Output (%)
1	Mashonaland East	6	6	100%
2	Mashonaland West	8	8	100%
3	Mashonaland Central	2	2	100%
4	Midlands	7	7	100%
5	Matabeleland North	NIL	NIL	N/A
6	Matabeleland South	2	2	100%
7	Masvingo	5	5	100%
8	Manicaland	4	4	100%
	Total	34	34	100%

TENURE SYSTEMS REVIEW

As part of its recommendatory roles, according to Section 297 (c) of the Constitution of Zimbabwe Amendment (No. 20) Act 2013, the Commission is mandated to make recommendations to Government on various aspects of agricultural land administration, one among which is system of land tenure (Section 297(c) (v) with a view to establish the extent of access to the basket of rights by the farmers. The basket of rights is outlined section 71(2) of the Constitution of Zimbabwe Amendment No. 20 Act, 2013 which states that “*subject to section 72, every person has the right, in any part of Zimbabwe, to **acquire, hold, occupy, use, transfer, hypothecate, lease or dispose** of all forms of property, either individually or in association with others*”. A land tenure system includes how and from whom land rights are acquired, how they are protected, regulated and disposed of or alienated.

A budget allocation for Tenure Systems Review was \$**20,000,000.00**. Target was to produce 1 comprehensive report on the Review of Systems of Land Tenure in Zimbabwe (100% output).

The Commission successfully produced the report on Systems of Land Tenure Review. However, the National Consultative Stakeholder Validation Exercise is still outstanding. The Commission was making preparations for the National Consultative Stakeholder Validation.

3. CORPORATE GOVERNANCE AND LEGAL COMMITTEE

Introduction

Among other functions, the Commission is mandated to investigate complaints and disputes relating to agricultural land. This function is carried out through the FAHRT & Legal and Governance Committee working together with the Legal Services Division.

The Legal Services Division is the one bestowed with the Constitutional mandate outlined in terms of Section 297 (1) (d) of the Constitution of Zimbabwe Amendment (No.20) Act, 2013.

It should be noted that disputes and complaints lodged and investigated by the Commission take varied forms such as; farm boundaries, ownership, double allocation, servitudes, illegal settlers, unprocedural withdrawal of tenure documents, (offer letter and leases) inheritance, competing land uses. From the above-mentioned forms of disputes, farm boundary has been the most prevalent form of disputes that are constantly being lodged with the Commission.

The Legal Services division of the Commission is constantly working with other key strategic stakeholders such as the Ministry of Lands, Agriculture, Water, Fisheries and Rural Development, the Office of the Surveyor General, the National Land Inspectorate, coordinating efforts to resolve disputes with relation to land administration and management in Zimbabwe in line with section 297 (5) of the Constitution of Zimbabwe.

Agricultural Land Disputes and the Legal Framework for Land in Zimbabwe

In executing its dispute resolution function, the Commission is guided by various legislation and policies including the following:

- The Constitution of Zimbabwe Amendment (N0.20) Act, 2013;
- The Land Commission Act [Chapter 20:29];
- Gazetted Land Consequential Provisions Act [Chapter 20:28];
- Criminal Law (Codification and Reform) Act [Chapter 9:23];
- Land Commission (Gazetted Land) (Disposal in Lieu of Compensation) Regulations, 2020 (SI 62 of 2020);
- Agricultural Land Settlement (Permit Terms and Conditions) Regulations, 2014 (SI 53 of 2014);
- Administrative Justice Act [Chapter 10:28].

Broader goal of dispute resolution and specific objectives for 2023

By resolving disputes in agricultural land, the Commission seeks to promote cohesion within the farming community thereby increasing productivity and meeting the greater goal of enhancing food security. In order to increase investment in agriculture and drive the nation towards the Government's vision 2030 of transforming the nation into a middle-income economy, dispute resolution plays a key role in alleviating the uncertainties and obstacles that might derail productivity within the farms.

For the year 2023, the Commission sought to consolidate on the gains that were made in 2022, particularly the establishment of Provincial Commission Hearings which made the Commission more accessible to the public. The dispute resolution mandate of the Commission plays a role in increasing agriculture production and productivity, particularly among smallholder farmers, and assure food and nutrition security, higher income, and the growth of agro-business value chains.

As the NDS 1 rightly states that ‘*A secure land tenure and land administration system is central to a vibrant and productive agricultural sector to deal with illegal settlements, deforestation, land degradation, farm boundary disputes, as well as conflicts between different land uses including mining, forestry, tourism, and urban expansion and halt the loss of productive land to urban developments,*’ therefore, dispute resolution mandate of the Commission plays a key role in achieving some of the goals and aspirations of the NDS1.



ZLC Deputy Chairperson (second from left on the panellist) together with Commissioner T. Sewera to his right, attending Oral Hearings Sessions at Mashonaland East Province

Targets, Activities and Achievements in 2023

ZLC managed to run three successful programs during the course of the year with the first quarter dedicated to clearing outstanding cases from 2022. The targeted number of cases that were expected to be resolved during this calendar year was **1500** mainly through Provincial Commission hearings and boundary exercises. The target was reviewed from 50 cases to 30 cases per session as it was on the higher side. As such, the overall target was reviewed downwards to **1460**.

To date, the Commission managed to resolve **1462** cases with the greater number of those cases being resolved through the boundary identification exercise. In the forthcoming calendar year, ZLC seeks to reinvent itself through developing strategies and concept notes that will aid it in improving its approach towards the dispute resolution.



From left to right: Commissioner L. Marembo, Deputy Chairperson, Commissioner A.G.C Nyathi, Commissioner P. Sewera and an assessor during the oral hearings proceedings in Matabeleland North.

Cases resolved in 2023

ORAL HEARINGS

Table 4

PROVINCE	STATISTICS
Matabeleland North	20
Matabeleland South	14
Midlands	55
Masvingo	77
Manicaland	60
Mashonaland East	99
Mashonaland West	59
Mashonaland Central	66
TOTAL	488

BOUNDARY IDENTIFICATION

Table 5

PROVINCE	STATISTICS
Matabeleland North	7
Matabeleland South	15
Midlands	128
Masvingo	107
Manicaland	174
Mashonaland East	147
Mashonaland West	166
Mashonaland Central	230
TOTAL	974

CUMULATIVE OUTSTANDING DISPUTES AS AT 31 DECEMBER 2023

Table 6

	PROVINCE	NON-BOUNDARY	BOUNDARY
1	Mashonaland West	143	265
2	Matabeleland South	Nil	6
3	Manicaland	221	413
4	Midlands	170	47
5	Matabeleland North	3	2
6	Mashonaland East	286	429

7	Masvingo	52	243
8	Mashonaland Central	312	279
	Total	1187	1684
	GRAND TOTAL		2,871

Inheritance and Gifts of land

The Agricultural Land Settlement (Permit Terms and Conditions) Regulations, 2014 provides for the inheritance of agricultural land upon the death of a beneficiary of an A1 permit holder. Although there is yet no similar legislation relating to A2 farms, the same principles have been applied to A2 farms. Section 13 of the said regulations give a detailed account on the order of inheritance whether the beneficiary was in a monogamous or polygamous marriage, or where the beneficiary was not married.

The Government of Zimbabwe has also adopted a “One Family, One Farm” policy which entails that spouses enjoy joint and undivided shares in land which they benefited under the Land Reform Program. A spouse is barred from benefiting from a second piece of land under the Land Reform Program. Upon the death of a permit holder the surviving spouse inherits the joint and undivided share in the allocated land of the deceased spouse.

4. STAKEHOLDER AND CLIENT COMMUNICATION

Stakeholder engagement in decision-making is becoming an increasingly significant part of ZLC's core business processes. This foundation is founded on the fact that the public sector is moving towards a more stakeholder-focused governance model that allows for ongoing participation and feedback from stakeholders. More crucially, involvement is motivated by a desire to promote social accountability and transparency while also increasing stakeholder trust.

Stakeholder participation has helped to reflect, articulate, and promote the Commission's goals, vision, identity, and flagship programmes. Exhibitions, workshops, and media profiles all serve as opportunities for stakeholder interaction. On that same note, the Commission engaged the Parliamentary Portfolio Committee on Lands, Agriculture, Fisheries, Water and Rural Development on a capacity building workshop to further strengthen knowledge on land administration and management.



ZLC Chairperson addressing Parliamentarians during the Capacity Building Workshop at Ambassador Hotel in Harare

5. CORPORATE GOVERNANCE

The ZLC adhered to sound corporate governance during the period under review. The following are the highlights of the ZLC's conformity to good corporate governance.

Strategic Planning

A good corporate governance practice requires a company to develop a strategic plan that is reviewed on an annual basis. Following the preceding, the Commission developed the Zimbabwe Land Commission Strategic Plan 2022-2025. A Strategic Review Workshop was held in Mutare in September 2023. The strategic plan was crafted aligned to National Development Strategy (NDS1). The Public Service Commission's professional instructors facilitated the Strategic Review Workshop.



The Secretary for ZLC delivering the Strategic Plan Workshop Welcome Remarks at Golden Peacock in Mutare

Risk and Audit Committee Appointment

The Audit Committee, was appointed in terms of Section 84 of the Public Finance Management Act; Chapter 22: 19, to assist the Commission to identify and reduce risk. This Committee is key in reviewing internal controls of the Commission, including the scope of the internal audit programme, the internal audit findings and to recommend appropriate action to be taken by the responsible authorities towards good corporate governance to also assess the effectiveness of the internal control systems and the effectiveness of the internal audit functions. The Committee was inducted on its roles and responsibilities.



Members of the Risk and Audit Committee (from left to right) Mr A. Mukuvisi, Mr A.M Makamure and Mr P. Chava at an induction training Workshop at Jameson Hotel, Harare

6. ADMINISTRATION AND HUMAN RESOURCES

Drafting the Information Disclosure Policy

The Commission crafted the Information Disclosure Policy for reference as mandated by the Government in order to give access to information to the public guided by the provisions of the Freedom of Information Act. However, the final draft of the policy is currently undergoing review.

Filling of Key Senior Management Positions

The Commission filled the posts of General Manager Finance, Administration, Human Resources and Training (FAHRT) and the post of General Manager Land Audit and Inspections in August 2023. As the year ended, all the four (4) Senior Management posts were filled.

Electronic Government Procurement System Training

The Government introduced the Electronic Government Procurement (e-GP) system in which PMU members attended the PRAZ workshop on implementation of electronic procurement. The eGP was launched by **His Excellency, President of Zimbabwe Cde Dr Emmerson Dambudzo Mnangagwa**, on 23 October 2023 to enhance transparency, efficiency, accountability as well as to promote cost effectiveness in public procurement.

7. FINANCIAL REPORT FOR THE YEAR ENDED 31 DECEMBER 2023

Financial Highlights for the financial year ending 31 December 2023

The Commissions' 2023 budget increased by **63%** from the 2022 budget of **\$6.4B** to **\$10.3B**. However, the year 2023 started when the economic environment was relatively stable. The exchange rate was 687 for every US\$1 in January and remained stable until May 2023 when it shot to 2500 for each US\$1. The Commission was able to commence Land Audit at a time when the exchange rate was stable which enhanced the output as opposed to when the main cost driver for the Commission commenced in May in a hyper inflationary environment. Thereafter the 2023 Budget was heavily corroded as a result of the sharp rise of the exchange rate. This has wind wiped the purchasing power of the local currency as service providers pegged their goods and services in hard currency.

The economic challenges led to the reduced targets for the Commission in 2023. Treasury, however, combated the situation by financing operations through funds from Unallocated Reserve (UR). The Commissions' budget therefore increased from the original estimates of **\$10.3B** to **\$22.8B** as treasury availed UR of **\$12.5B**. Salaries for July to December have been funded from UR. The Commissions recurrent expenditure and capital expenditure also received Funding from UR. The Commission was able to finance the construction project in Bindura. The provincial offices was almost completed by December 2023 and procurement of printers, desktop computers and laptops was achieved.

The unstable economic environment compromised the procurement of a staff bus and 12 single cab vehicles as most service providers preferred US\$ as opposed to the local currency. Treasury released 99% of the 2023 Budget. **\$22.5 B** was released in the SAP System from a total Budget of **\$22.8B**. Budget consumption was **\$22.3B** which is 99% of the revised 2023 Budget.

The budget was broken down as illustrated in Table 7: *Table 7: 2023 Budget Summary*

Economic Classification	Initial Budget 2023	Unallocated Reserve	Total Revised Budget 2023
	ZWL \$	ZWL \$	ZWL \$
Compensation of Employees	722,281,000	2,241,932,354	2,964,213,354
Use of Goods and Services	8,900,000,000	7,965,498,984	16,865,498,984
Acquisition of Non-Financial Assets	750,000,000	2,233,207,195	2,983,207,195
Total	10,372,281,000	12,440,638,533	22,812,919,533

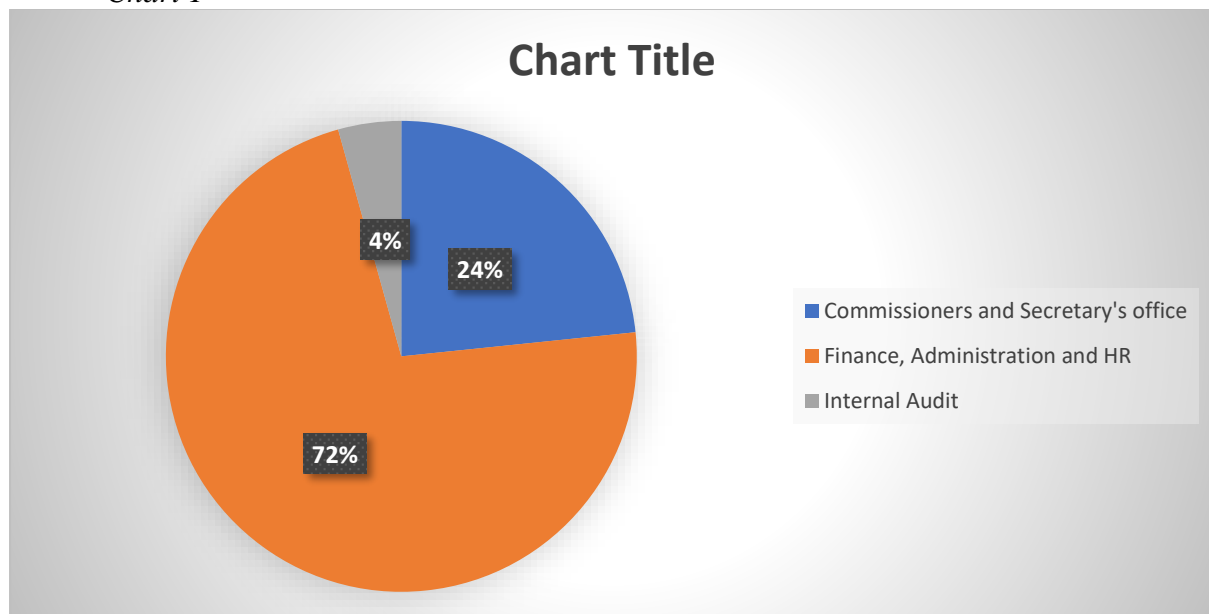
Budget Performance for Programme 1: Corporate Governance and Administration

Corporate Governance and administration programme consist of three sub-programmes of which the purposes and services provided are as follows:

- Sub-Programme 1: Commissioners and Secretary's office- Corporate Governance;
- Sub-Programme 2: Finance, Administration and HR- provides policy formulation, advisory and support services;
- Sub-Programme 3: Internal Audit- Provides internal audit, assurance services and advisory services to management.

The Programme had a revised budget of **\$6,815,542,188** and consumed **\$6,502,618,614.00** which represents **95%** budget utilisation. The chart below summaries the utilisation rates for the Sub-Programmes within Corporate Governance and Administration Programme.

Chart 1



The detailed financial performance report for Corporate Governance and Administration programme is as outlined in table 8 below:

Table 8: Detailed Financial Performance for Programme 1

	Original Budget	Revised Budget	Cumulative Releases	Cumulative Expenditure
Programme 1: Corporate Governance and Administration				
Sub-Programme 1: Commissioners and Secretary's office	880,697,000	1,571,462,721	1,549,962,721	1,519,485,533
Sub-Programme 2: Finance, Administration and HR	1,728,514,000	4,972,044,043	4,782,332,080	4,701,805,331
Sub-Programme 3: Internal Audit	176,321,000	287,035,424	287,035,422	281,327,750
Total	2,785,532,000	6,830,542,188	6,619,330,223	6,502,618,614
Economic Classification				
Expenses				
Compensation of Employees	424,982,000	1,539,747,799	1,531,747,794	1,535,098,985
Wages and salaries in cash	296,163,000	1,314,919,416	1,314,919,411	1,312,273,034
Wages and salaries in Kind	128,819,000	224,828,383	216,828,383	222,825,951
	424,982,000	1,539,747,799	1,531,747,794	1,535,098,985
Use of Goods and Services				
Communication, Information supplies and Services	695,815,000	607,543,543	607,543,543	592,700,802
Medical supplies and services	9,261,000	-	-	-
Office supplies and services	77,976,000	117,093,502	117,093,502	102,291,540

Rental and Hire Services	230,032,000	1,321,281,000	1,321,281,000	1,303,741,408
Training and Development Expenses	255,048,000	387,861,612	387,861,612	387,626,951
Domestic Travel Expenses	171,119,000	794,770,000	794,770,000	775,907,359
Foreign Travel Expenses	72,474,000	110,234,165	110,234,165	97,742,465
Utilities and other Service charges		93,111,200	93,111,200	91,140,263
Financial Transactions	82,415,000	18,415,000	18,415,000	11,472,640
Institutional Provisions	75,690,000	309,282,000	309,282,000	305,177,487
Maintenance of Physical Infrastructure				
Maintenance of Technical and Office Equipment	11,340,000	5,040,000	5,040,000	4,955,255
Maintenance of Vehicles and mobile Equipment	77,963,000	450,614,255	430,614,255	418,769,174
Fumigation and Cleaning Services	12,889,000	1,071,626	1,071,626	250,000
Fuel, Oils and Lubricants	270,544,000	317,862,566	317,862,566	317,838,235
Other Goods and Services not Classified above	7,434,000	480,000	480,000	457,520
	2,050,000,000	4,518,660,469	4,498,660,469	4,410,071,098
Acquisition of Non-Financial Assets				
Motor Vehicles	277,349,000		0	
Machinery and Equipment	33,201,000	757,133,920	565,921,960	557,448,531
	310,550,000	757,133,920	565,921,960	557,448,531
Total	2,785,532,000	6,815,542,188	6,596,330,223	6,502,618,614

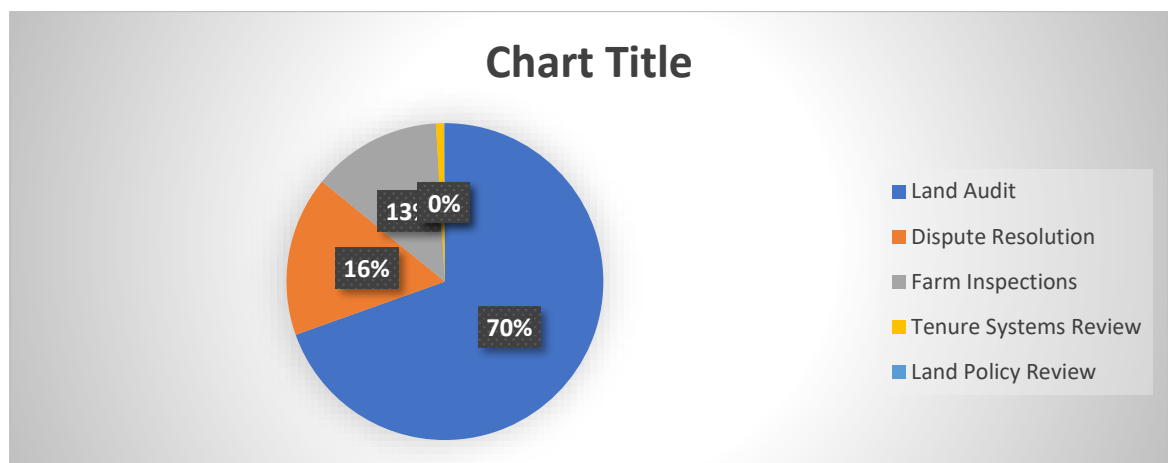
Budget Performance for Programme 2: Land Management and Advisory Services

The strategic objective of the programme is to improve land utilisation, productivity, food security and sustainable livelihoods. The Programme does not have sub-programmes but consists of five activities as outlined below:

- Activity 1: Land Audit;
- Activity 2: Dispute Resolution;
- Activity 3: Farm Inspections;
- Activity 4: Land Tenure Systems Review;
- Activity 5: Policy Review

The Budget for the program was fully utilised as the Main Activity of Land Audit was completed. Farm Inspections surpassed the target. The Program had a revised budget of **\$15,982,377,345** and budget consumption was **\$15,672,354,703** which is a **98%** budget utilisation. The chart below summaries the utilisation rates for the activities within Land Management and Advisory Services.

Chart 2



The detailed financial performance report for Land Management and Advisory programme is as outlined in table 3 below:

Table 9: Detailed Financial Performance for Programme 2

	Original Budget	Revised Budget	Cumulative Releases	Cumulative Expenditure
Programme 2: Land Management and Advisory Services				
Activity 1: Land Audit	6,043,649,000	11,110,062,622	11,108,562,622	10,899,584,104
Activity 2: Dispute Resolution	886,100,000	2,637,479,235	2,607,307,235	2,561,482,022
Activity 3 Farm Inspections	615,700,000	2,093,431,683	2,071,517,562	2,069,947,404
Activity 4: Tenure Systems Review	20,000,000	125,400,000	125,400,000	125,337,369
Activity 5: Land Policy Review	20,000,000	16,003,805	16,003,805	16,003,805
Total	7,585,449,000	15,982,377,345	15,928,791,224	15,672,354,703
Economic Classification				
Expenses				
Compensation of Employees	297,299,000	1,427,765,555	1,427,765,554	1,424,360,189
Wages and salaries in cash	187,614,000	1,243,284,105	1,243,284,104	1,240,084,529
Wages and salaries in Kind	109,685,000	184,481,450	184,481,450	184,275,659
	297,299,000	1,427,765,555	1,427,765,554	1,424,360,189
Use of Goods and Services				
Communication, Information supplies and Services	307,625,000	526,658,308	526,658,308	525,998,161
Medical supplies and services	1,206,000			
Office supplies and services	136,052,000	143,496,607	143,496,607	143,166,220
Rental and Hire Services	1,436,218,000	3,145,219,374	3,145,219,374	3,051,804,803
Training and Development Expenses	410,935,000	3,300,000	3,300,000	3,000,000
Domestic Travel Expenses	2,147,832,000	7,385,667,083	7,366,067,083	7,256,468,782

Foreign Travel Expenses	41,013,000			
Utilities and other Service charges	122,311,000	137,200,000	137,200,000	136,999,004
Institutional Provisions	584,133,000	544,825,338	544,825,337	543,014,271
Maintenance of Physical Infrastructure				
Maintenance of Technical and Office Equipment	126,000	7,287,000	7,287,000	7,219,261
Maintenance of Vehicles and mobile Equipment	528,489,000	135,000,000	135,000,000	124,276,687
Fumigation and Cleaning Services	185,079,000	9,075,000	9,075,000	3,181,158
Fuel, Oils and Lubricants	948,981,000	1,095,891,000	1,095,891,000	1,094,866,112
	6,850,000,000	13,133,619,710	13,114,019,709	12,889,994,459
Acquisition of Non-Financial Assets				
Motor Vehicles	181,778,000	14,386,400	280	0
Machinery and Equipment	206,372,000	993,157,600	973,557,600	939,703,135
Construction	50,000,000	418,448,080	418,448,080	418,296,920
	438,150,000	1,425,992,080	1,392,005,960	1,358,000,055
Total	7,585,449,000	15,987,377,345	15,933,791,223	15,672,354,703

ACCOUNTING POLICIES FOR THE FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 DECEMBER 2023

Presentation of Financial Statements for the Year Ended 31 December 2023

The financial statements for the financial for the year ending 31 December 2023 were prepared in accordance with the going-concern basis, cash basis and other relevant accounting policies that were applied consistently in all material aspects, unless otherwise indicated. However, where appropriate and meaningful, additional information has been disclosed to enhance the usefulness of the financial statements and to comply with the Statutory requirements of the Public Finance Management Act (Chapter 22:19) and the Programme-Based-Budgeting (PBB) system.

The Zimbabwe Land Commission has two programmes under the PBB namely: Programme 1 - Corporate Governance and Administration which has 3 sub programmes namely: Commissioners and Secretary (sub-programme 1), Finance and Administration (sub-programme 2), and Internal Audit (sub-programme 3), and Programme 2 – Land Management and Advisory Services with 5 Major Activities namely: Land Audit, Dispute Resolution, Farm Inspections, Tenure Review and Land Policy Research and Review.

Basis of Accounting

The financial statements for the year ended 31 December 2023 were prepared in compliance to the current Government Cash basis policy, Treasury Instructions and Public Finance Management Act. The Commission is in the process of migrating from the cash basis to accrual basis as guided by relevant International Public Sector Accounting Standards.

Reporting Currency

The reporting currency is the Zimbabwe RTGS\$ (ZWL).

Current Expenditure

Recurrent payments made in respect of employment costs and operation costs from the Commission's Paymaster General (PMG) account are recognised as expenditure in the financial year period they are incurred and paid.

Road to adoption of IPSAS

The Commission had its IMAP approved by Treasury as an initial fundamental step towards adoption of IPSAS. This was followed by staff trainings in chart of accounts and IPSAS material as per standard. Furthermore, the Commission took physical stock of its assets and updated all its assets registers in preparation for valuation and take on balance placement on

all assets as will be guided by Treasury in the forthcoming year. The Commission therefore anticipates to produce its first IPSAS compliant financial statements by end of December 2024.

Capital Expenditure

All capital related expenditures for the Commission were made from the Commission Sub-PMG Account.

Bindura Pre Fab Office Construction

The Commission entered into a contract with a local construction company for the construction of a pre-fab offices for use by ZLC Mashonaland Central staff as provincial offices. At year end, 90% of the construction works had been completed and 75% payment was done. For accounting purposes, 75% payment made was recognised in the books and the remaining 25% will be recognised in the year when actual cash payment will be made.

CONSOLIDATED STATEMENT OF FINANCIAL PERFORMANCE FOR THE YEAR ENDED 31 DECEMBER 2022 AND 2023

Table 10: Comparison of Financial Year 2022 and 2023

Economic Classification	Revised Budget	Cumulative Expenditure	Revised Budget	Cumulative Expenditure
	2022	2022	2023	2023
	ZWL \$	ZWL \$	ZWL \$	ZWL \$
Compensation of Employees	340,283,253.00	255,655,183.83	2,964,213,354	2,959,459,174
Employment costs	340,283,253.00	255,655,183.83	2,964,213,354	2,959,459,174
Use of Goods and Services	5,907,434,747.00	3,605,578,514.11	16,849,495,179	17,300,065,557
Communication & Information, Supplies & Services	208,687,864.00	122,989,346.10	1,006,616,851	1,118,698,963.21
Medical Supplies and Services	2,307,560.00	1,202,400.00	0	0
Office Supplies and Services	29,929,164.00	18,618,875.47	260,590,109	245,457,759.50
Rental/ Hire Services	2,265,838,683.00	819,198,063.81	4,157,000,374	4,355,546,210.96
Training and Development Expenses	10,913,400.00	9,405,317.00	386,161,612	390,626,951.00
Domestic Travel Expenses	2,379,544,778.00	2,093,060,965.81	8,110,937,083	8,032,376,141.40
Foreign Travel Expenses	3,780,000.00	-	90,334,165	97,742,464.96
Utilities and other Service Charges	11,355,435.00	6,622,665.32	230,311,200	228,139,267.00
Financial Transaction Charges	2,000,000.00	1,999,548.46	17,415,000	11,472,639.71
Institutional Provisions	22,711,556.00	5,311,848.96	579,107,338	848,191,757.70
Physical Infrastructure	838,000.00	128,000.00	0	0
Technical and Office Equipment	-	-	9,327,000	12,174,516.00
Vehicles and Mobile Equipment	103,643,400.00	27,697,932.92	537,414,255	543,045,860.96
Fumigation and Cleaning Services	3,614,355.00	642,422.64	10,146,626	3,431,158.00
Fuel, oil and Lubricants	862,270,552.00	498,701,127.62	1,453,653,566	1,412,704,346.81
Other goods and services not classified above	-	-	480,000	457,520.00
Acquisition of Non-Financial Assets	200,000,000.00	128,182,095.96	2,999,211,000	1,915,448,586

CONFIDENTIAL

Motor vehicles and mobile Equipment	96,000,000.00	96,000,000.00	245,273,920	0
Machinery and Equipment	32,795,314.00	32,182,095.96	2,115,489,000	1,497,151,666
Construction	71,204,686.00		638,448,080	418,296,920
Grant Total	6,447,718,000.00	3,989,415,793.90	22,812,919,533	22,174,973,317

CHALLENGES

The following challenges were encountered by the Commission in implementing its programmes during the reporting year;

- Over reliance on hired vehicles for field data collection continued to be a challenge which affected the rate of delivery during implementation of the ZLC Programmes;
- Price volatility in the market militated against procurement processes for example purchase of protective clothing during implementation of the 2023 LAI Programmes;
- The current establishment of one hundred and twenty (120) posts does not cover district level staff requirements. It only provides partial requirements for Head Office and Provinces;
- The Commission's structure is not adequate to execute its mandate and has been relying on staff secondments in carrying out its key mandate programmes since its inception in 2016 which is not feasible and not suitable thereby creating a potential risk of compromising on service delivery.

WAY FORWARD

Regardless of the challenges that were encountered, the following actions were undertaken and some are being proposed as the way-forward:

- All the data was successfully cleaned and integrated to ensure the database is credible;
- The ZLC continues efforts to build its own fleet of field work appropriate vehicles in order to reduce the inordinate reliance on hired vehicles, a situation that affected implementation of programme according to planned timelines;
- The Commission will continue to lobby for provision of additional posts through relevant authorities in 2024 financial year.

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